



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

**Comprehensive Emergency
Management Plan
2025**

LEGISLATION COPY



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SECTION I

INTRODUCTION

This Comprehensive Emergency Management Plan (CEMP) establishes the framework to ensure the City of Jacksonville (COJ) is resilient and prepared for all hazards, regardless of magnitude, as authorized by Florida Statutes Chapter 252. This CEMP emphasizes action within the five pillars of emergency management:

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

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

The Department of Homeland Security (DHS) developed the National Incident Management System (NIMS) as a standardized model for response and recovery from incidents or disasters of any scale. The Incident Command System (ICS) allows day-to-day operations to effectively transition to large scale emergency operations with minimal interruptions or loss of life and property. ICS provides a standardized structure for on-scene all-hazards incident management so that all agencies can manage an incident with the same organizational structure, nationwide. ICS incorporates common terminology, management by objectives, incident action planning, span of control, resource management, unified communications, and management of information.

This CEMP and all associated emergency operations plans are designed to provide a scalable and flexible approach to managing all types of emergencies that may occur in Jacksonville. Each operational plan designates a Lead Agency according to statutory jurisdiction, expertise, and resources. The Lead Agency is responsible for executing the appropriate plans, managing the function, and providing support in the EOC. Assisting agencies provide resources and expertise by executing their designated responsibility areas.

The Emergency Preparedness Division (EPD) Director/ Division Chief is designated as the County Emergency Manager and Emergency Preparedness Special Advisor to the Mayor, per Ordinance Code Section 31.602. While the EPD Director/ Division Chief is responsible for blue sky day-to-day operations, the EPD Deputy Division Chief is designated responsible for EPD organization, administration, and operation, subject to direction from the Jacksonville Fire and Rescue Department (JFRD) EPD Director/ Division Chief, per Ordinance Code Section 31.605. If Local needs exceed the Local assets, the COJ Mayor may request support from the State of Florida and the Federal Government. The nature of the incident dictates which plans and procedures are initiated; however, sections of the CEMP can be activated when the COJ Mayor declares a State of Emergency.



The CEMP is organized in the following manner:

- **CEMP (Base Plan):** Describes the purpose, scope, and plan implementation Authority. Also includes situation assumptions; functional roles and responsibilities; logistics support and resource needs; concept of operations; and a maintenance process for evaluation and revision.
- **Recovery Plan:** Outlines the transition from response activities to recovery operations including initial damage assessment, debris management, and establishment of Disaster Recovery Centers.
- **Continuity of Operations Plans (COOP):** Ensure individual organizations continue to perform essential functions, provide essential services, and deliver core capabilities during normal operation disruptions. Effective COOP activities provide a baseline capability that represents the minimum standard required by a comprehensive, integrated national continuity program.
- **Continuity of Government Plan (COG):** A coordinated effort establishing defined procedures to ensure essential functions continue to be performed before, during, and after an incident.
- **Local Mitigation Strategy (LMS):** Identifies the hazards and vulnerabilities of the City of Jacksonville and Duval County, programs and policies that are in effect to reduce those vulnerabilities, and potential actions that can be taken to as well as hazard mitigation activities and the National Flood Insurance Program (NFIP).
- **Hazard Specific Plans (HSP):** Guidance for COJ all-hazards preparation, recovery, and response.
- **Emergency Operations Plans (EOP):** Defines how the Command and General Staff will contribute to the achievement of organizational objectives; constructed to reflect ICS functional areas.
- **Position Specific Checklists:** Checklists used by the Command and General Staff sections and branches to complete position-specific tasks during emergency 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 personnel carry out complex operations during emergencies.

See **Attachment 2: Emergency Plans Organizational Structure** (p. 29) for a visual representation of the plan organizational structure.



PURPOSE

The purpose of this CEMP is to:

- Provide the foundation for the City's Emergency Management Program, which is a system that provides for management and coordination of prevention, mitigation, preparedness, response, and recovery activities for all hazards. The system encompasses all organizations, agencies, departments, and individuals who have responsibilities for these activities.
- Develop an all-hazards planning approach for all threats to the COJ, 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 the lead and supporting agencies in executing the protection, preparedness, response, recovery, and mitigation plans.
- Reduce the COJ's vulnerability 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 and in all phases of emergency management.
- Specify procedures to reduce the loss of life and property in response to an emergency.
- Incorporate planning concepts to develop a comprehensive emergency management program.

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

PROTECTION

Protection activities enhance COJ's capacity to secure the whole community against acts of terrorism and man-made or natural disasters. Activities include defending agriculture and food networks; protecting the physical, cyber, and human elements of critical infrastructure; protecting against terrorist threats; securing the cyber environment from damage, unauthorized use, or malicious exploitation; protecting the whole community in the face of health threats or incidents; and protecting transportation assets.

PREPAREDNESS

The preparedness mission is to reduce the loss of life and property, and protect the COJ by planning, training, exercising, and building emergency preparedness. Incident After-Action Reports (AAR) and lessons learned enhance the planning processes by improving the utilization of resources in the future. The COJ recognizes pre-incident collaboration, planning, and training with governmental and non-governmental partners increases efficiency. Additionally, public education and outreach increases the resiliency and preparedness of the whole community.

RESPONSE

The response mission is 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 restoring critical public services.



RECOVERY

The recovery mission is to support the COJ in rebuilding to facilitate individuals, civic institutions, businesses, and governmental organizations functioning on their own, returning to normal operations, and protecting against future hazards. Recovery has short-term and long-term activity components:

- **Short-term:** Support restoration of vital services such as electricity, water and sewer, road clearing, and emergency assistance to disaster survivors.
- **Long-term:** Support repair, restoration, or rebuilding of homes, businesses, and infrastructure.

The Recovery Plan serves as the COJ's guiding document for recovery activities. Governmental and non-governmental disaster relief programs assist in the restoration of personal, social, and economic wellbeing by replenishing stockpiles and resources to prepare for future incidents.

MITIGATION

The mitigation mission is to reduce or eliminate long-term risks from hazards and their effects. These activities can include amending building codes and zoning rules, rebuilding damaged structures, flood mapping, and future flood prevention. Both policy and projects can reduce hazard vulnerability. The COJ has a State and FEMA approved LMS, which is the guiding mitigation document being renewed in 2025.

SCOPE

The CEMP:

- Establishes the operational framework for the COJ Emergency Management Program.
- Prioritizes first responder and resident protection, followed by property preservation and protection.
- Applies to all disasters as a flexible and scalable plan to fit the situation and needs.
- Details unified direction and control, roles and responsibilities, and succession of authority.
- Identifies the mechanisms for resource allocation and prioritization when coordinating Local, State, Federal, private sector, and non-governmental organizations.
- Does not preclude response organizations or departments from making internal SOPs.

The Emergency Management Program utilizes three levels of activation to respond efficiently and effectively to all incidents. The severity of a situation determines the demand and utilization of a resource management system. The direction and control are based on the following three levels of Emergency Operations:

- Level 1: Fully Activated
- Level 2: Partially Activated
- Level 3: Not Activated

The purpose of the CEMP and responsibilities outlined within do not change with the level of operation. The operational objectives and tactical decisions made to support objectives are determined by the incident magnitude and complexity, as well as available resources. The CEMP is activated when the EPD is activated by the COJ Mayor through the authority of the EPD Director, or if a State of Emergency is declared. All coordination will be facilitated consistently with NIMS through the EOC, or through another location designated as the base of operations.



METHODOLOGY

The COJ utilizes an all-hazards approach to emergency operations planning, based on the premise that disaster consequences are similar, regardless of the hazard. In all-hazard planning, most of the functions performed during operations are not hazard specific. The EPD has developed HSPs, EOPs, and organization specific SOPs to supplement this CEMP. The CEMP is a dynamic document that reflects changes in State and Federal regulations, statutes, policy, priorities, and community needs; the CEMP is updated at least every 4 years.

The Security and Emergency Preparedness Planning Council (SEPPC) is designated in COJ Ordinance Code Section 674.202. The SEPPC is responsible for conducting studies to assess the need 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, or repeal rules for the conduct of its business, including a method of obtaining public comment on proposed changes to the CEMP.

COJ Ordinance Code Section 674.202 provides a method for the Local planning process and promotes Local participation by designating SEPPC members from various sectors and areas of responsibility in the city. The EPD Chief is responsible for ensuring 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 JFRD Headquarters.

The promulgation of the CEMP occurs with COJ City Council's approval (see **Appendix 1**).

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, City of Jacksonville
- Chief Judge of Fourth Judicial Court
- Chief Executive Officer of JEA
- Chief Executive Officer of JAXPORT
- Chief Executive Officer of JAA
- Executive Director of JTA
- Chairperson of Duval County School Board
- Representatives of each military group
- Representative of each major city hospitals
- 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, NFIP 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 411, Section 202
- Chapter 427, Section 011
- Chapter 252, Section 31-60,355, 921-933 Emergency Management

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
- 2045 COMP Plan
- 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 is essential to minimizing possible loss of life, human suffering, and damage to property associated with natural, man-made, or technical hazards. For further detail and statistics regarding the COJ's geography, demographics, infrastructure, climate, and land use trends, see the 2025 Duval County LMS.

GEOGRAPHIC AREA

The COJ is in the northeast corner of Florida, approximately 25 miles south of Georgia. The COJ comprises 850.27 square miles (544,175 acres) and is 40 miles from east to west and is 33 miles from north to south at its widest points. The highest elevation is 40 feet above sea level in the southwest corner of Duval County, gently sloping eastward toward the ocean. Duval is characterized by low coastal plains interrupted by a series of ancient marine terraces, or ridges, that have been modified by stream erosion.

The most prominent geographical feature in Duval is the St. Johns River, which splits the County into two parts. The St. Johns River, tributaries, and the Nassau River control drainage in the western, northern, and central portions of the County. The eastern part of Duval 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 County, almost 9%, is inland water comprised of freshwater marshes and swamps, along with salt marshes. The freshwater wetlands are found in conjunction with creeks and stream valleys in the southeastern, western, and northern portions of the County as well as isolated pockets in the west. Salt marshes are found in the St. Johns and Nassau River valleys in the north part of COJ (Source: Jacksonville Planning and Development Department, 2024) (Source: U.S. Geological Survey, 2020).

Surface Water Systems

The 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, about 20 occur in the first 90 miles. For this reason, the river has the appearance of a vast lake with an indiscernible flow. Tidal conditions are clearly evident near the St. John's River's mouth in the City of Jacksonville. The vast drainage area of the river encompasses 8,850 square miles, well beyond the borders of the City of Jacksonville. Due to the flat terrain, high evapotranspiration rate, and variable freshwater flows, tidal variation is experienced as far upriver as Lake George in Volusia and Putnam Counties, 115 miles from the river's mouth. Tidal effects have been recorded as far as 161 miles upstream at Lake Monroe in Volusia and Seminole Counties under conditions of extreme drought and high tide. From Lake George north to the Atlantic Ocean, the river's flow normally reverses with the changing of the tide (Source: USGS, Water Quality Watch).

Flood Plain Areas

Extensive floodplains are created by the slight elevation changes and flat inland topography around the St. Johns River, its tributaries, and coastal lagoon and salt marsh systems. Additionally, there are large areas of Duval that experience periodic flooding due to the flat land with poor drainage that causes rainfall to flow in sheets or create ponds on the surface. The COJ experiences the most severe flooding when heavy rain is paired with coastal storm surge. Hurricanes and nor'easters are the predominant causes of greatly exaggerated flooding during high tide. However, rainfall can still cause flooding in less severe weather events; a few inches of rainfall from a thunderstorm will result in flooding in some low-lying areas of the County. Notable extreme storm events that demonstrate the community's vulnerability are declared disasters such as Hurricanes Matthew (2016), Irma (2017), Dorian (2019), and Helene (2024).



The County has a significant percentage of older housing that does not meet current building codes, were built prior to the FEMA NFIP flood maps, or have an extensive tree canopy. The City, through the Office of Resilience, has evaluated potential future flooding conditions and identified areas that may experience a 1% or greater chance of flooding in the year 2070 (Resilient Jacksonville, 2023). This is defined as a 1% Annual Exceedance Probability (1% AEP). See **Figure 2** for a map illustrating current and potential future conditions.

Flood Hazard Areas

Low-lying areas adjacent to bodies of water, or areas that experience high surface runoff, are generally at risk despite being located outside of the FEMA 100-year flood zone maps. Aside from the highest uplands and barrier island ridges, most of the land east of the Dames Point Bridge falls within the 100-Year floodplain. Despite the relatively high elevation of the Southwest COJ, there are extensive flood hazard zones of irregular sizes and shapes West of Yellow Water Creek, McGirts Creek, and Ortega River where isolated sections of flood hazard areas can be found.

Major flood hazard areas exist along the Intracoastal Waterway and Nassau River, as well as adjoining creeks and salt marshes. The largest continuous flood hazard area, by surface area, exists in the far southeast quadrant of the COJ. The three Beach Municipalities are susceptible to flooding from coastal storms. The northern part of the COJ 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. Most of the areas along these waterways are developed for residential use. The Cedar River, Sawmill Creek, and Ribault River comprise the main flood plain area in northwest COJ while the Southwest area of the COJ contains some of the highest elevations in the County. Additionally, a major flood plain extends from Old Plank Road Southeast to the Clay County line, then curves toward the Northeast where it intersects the Cedar River and enters the St. Johns River.

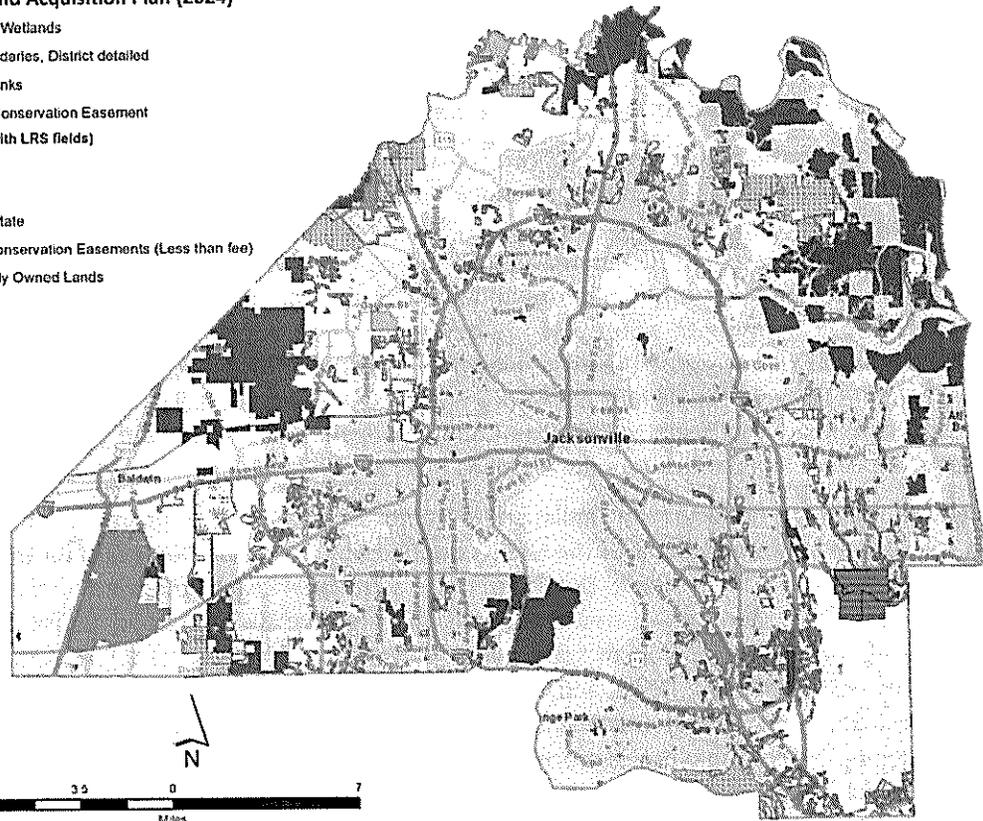
To the west, there is a flood zone of similar size from north McCormick Road and south of Fort Caroline, south past Beach Boulevard. Most of the land is bounded by Southside Boulevard on the west, Hodges Boulevard to the east, J. Turner Butler Boulevard to the south, and Beach Boulevard on the north, 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 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.

McGirts Creek and the Ortega River form a major flood plain area extending 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 4** depicts flood hazards from various types of flooding, both freshwater and from the ocean. The Nassau River to the north and Intracoastal Waterway to the east are surrounded by extensive marsh lands which are at risk of flooding. Thomas Creek's floodplain borders the COJ boundary on the Northwest. The Cedar River, Sawmill Creek, and Ribault River comprise the flood plain areas in Northwest Jacksonville. 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. 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 1: Wetlands & Land Acquisition Plan (2024)

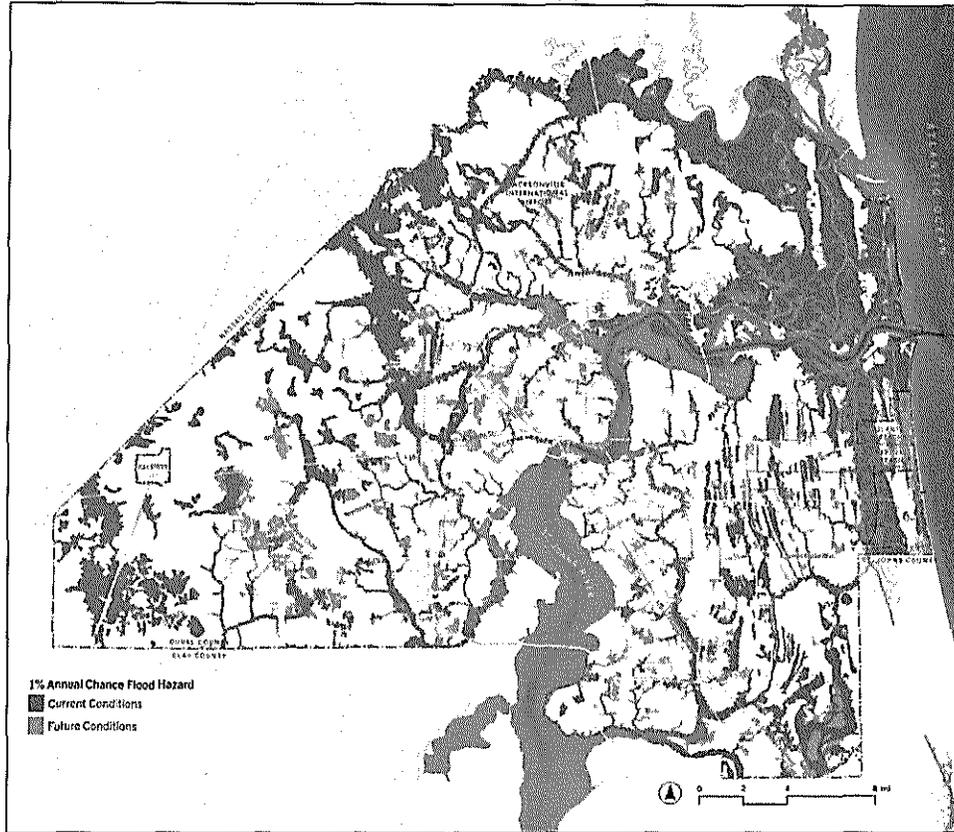
- 2024 Critical Wetlands
- County Boundaries, District detailed
- Mitigation Banks
- Regulatory Conservation Easement
- SJRWMD Parcels (with LRS fields)**
 - Full Fee
 - Joint Fee
 - Fee - Life Estate
 - SJRWMD Conservation Easements (Less than fee)
 - Other Publicly Owned Lands



Source: List of Critical Wetlands Section 373.036, Florida Statutes. St. Johns River Water Management District. 2023-2024.
Retrieved from: https://www.sjrwmd.com/static/plans/2023-24_SJRWMD_List_of_Critical_Wetlands.pdf



Figure 2: 100-Year Floodplain Map and Potential Annual Exceedance Probability (1% AEP), 2070



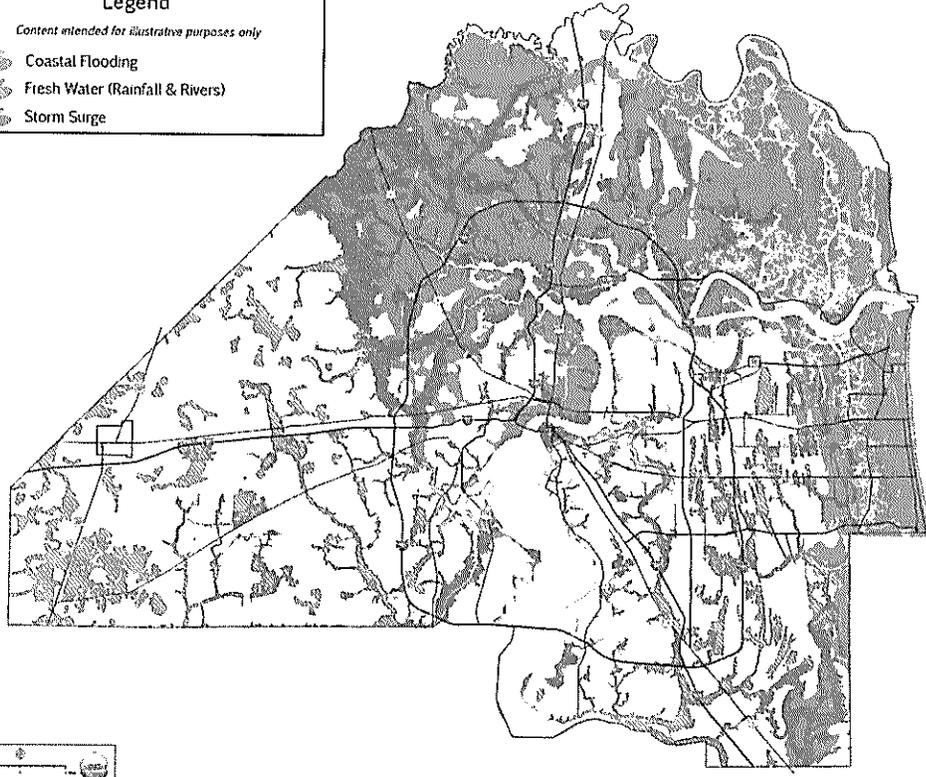
Source: City of Jacksonville Resilient Jacksonville Plan, 2023



Figure 4: Flood Hazard Areas in Duval County (2018)

Legend
Content intended for illustrative purposes only

- Coastal Flooding
- Fresh Water (Rainfall & Rivers)
- Storm Surge



Source: NOAA Slash Modeling. FEMA FIRM data 2018 (1% annual chance of flooding). COJ Emergency Preparedness Division.

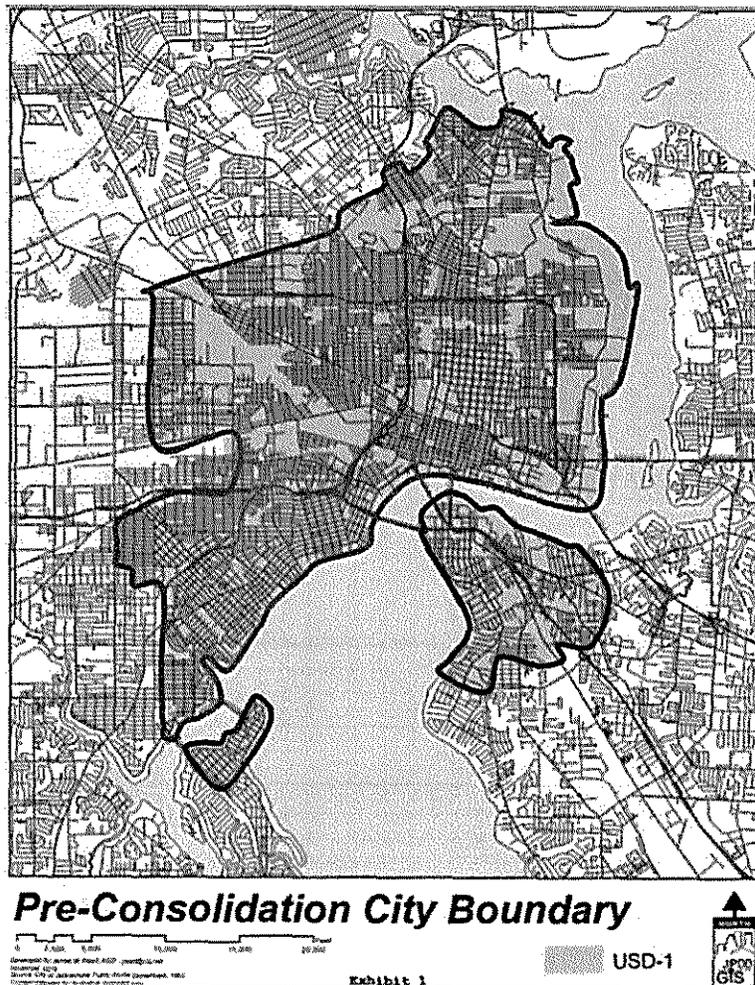


Demographics

Jacksonville is the most populous city in the State of Florida and the largest city by area in the contiguous United States. It is the seat of Duval County, which was consolidated from the old city boundaries in 1968, seen below. Most of Duval County’s metropolitan population became part of the COJ’s new city limits after consolidation, making COJ the fifth largest metropolitan area in Florida and the largest City by population (Source: UF Bureau of Economic and Business Research: Florida Estimates of Population 2022).

The COJ population is primarily along the St. Johns River, radiating out from the historic downtown area. In the last 15 to 20 years, the area between Southside Boulevard and the Beach Communities has been developed with an average of three to four residential dwelling units per acre. The Beach Communities are almost built to capacity, with a combined total of about 50,000 people. The overall population distribution shows the 912,043 residents consists of 51.5% females and 48.5% males, while 23.1% is under 18 years and 13% is over 65 years old. This data was collected from the 2017 American Community Survey, and incorporates additional demographic data from the 2025 LMS including economic characteristics, housing characteristics, social characteristics, and NFIP participation.

Figure 5: City of Jacksonville, Pre-Consolidation City Boundary (1968)





Vulnerable Populations

The COJ’s population includes vulnerable citizens with physical, cognitive, and developmental disabilities; limited English proficiency; geographic or cultural isolated; medical or chemical dependency; are homeless, frail, or elderly. People living in Manufactured housing along the coast and low-lying areas, in Flood hazards and storm surge zones, and households that do not own a car are also vulnerable. These vulnerable populations require additional support for evacuation, transportation, sheltering, and disaster housing. According to 2022 Census estimates, approximately 27,394 households, or 7.2%, do not own or have access to a private vehicle, resulting in additional support needs for a mandatory evacuation (Source: *Governing, Vehicle Ownership in U.S. Cities Data and Map*).

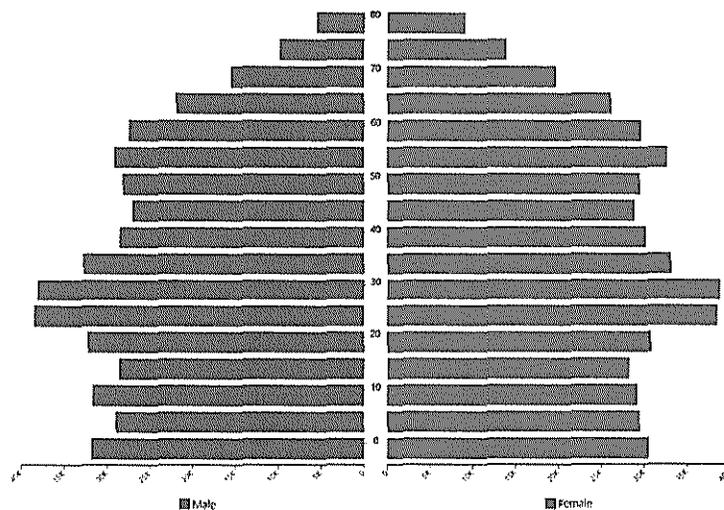
There are approximately 55,000 deaf and hard-of-hearing people in Northeast Florida, which includes Jacksonville. This figure, cited in a recent Florida Times-Union article, suggests a significant portion of the local population is impacted by hearing loss. While no official census data is available for the city of Jacksonville specifically, this estimate for the broader Northeast Florida region provides a useful benchmark for the number of individuals affected.

In the 2030 Comprehensive Plan’s Housing Element, policy 1.3.1 outlines the need to identify and improve infrastructure to accommodate low-income families, the elderly, farm workers, manufactured home parks or subdivisions, group homes, and foster care facilities. In 2020, the Bureau of Labor Statistics estimated that only 610 residents were employed in the farming, fishing, and forestry industries.

According to Visit Jacksonville, there were around 8.2 million annual visitors in 2024, where half spent at least one night in paid accommodations. The average hotel occupancy was 66.7% of the total 19,000 hotel rooms, averaging an estimated 13,000 visitors on any given day, that is statistically considered part of the transient population. Over half of these visitors (55%) came to visit friends or relatives, and the most common destination was the beach (Source: *Visit Jacksonville, Visitors Estimate, 2024*). The COJ is also responsible for inmate population of about 3,000 in the Pre-Trial Detention Facility and a maximum 2,189 in the Montgomery Correctional Center (Source: *Florida Department of Corrections*).

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

Jacksonville Population Pyramid 2024



Jacksonville Median Age

36.3 Total
 35.1 Male
 37.7 Female

Jacksonville Adults

There are 735,222 adults (139,997 of whom are seniors) in Jacksonville.

Jacksonville Age Dependency

58.8 Age Dependency Ratio
 22.9 Old Age Dependency Ratio
 35.9 Child Dependency Ratio

Jacksonville Sex Ratio

Female	408,870	51.4%
Male	461,833	48.6%

Source: <http://worldpopulationreview.com/us-cities/jacksonville-population/>
 Adapted from US Census 2024 ACS 5-Year Survey; Table S0101



Table 2: The City of Jacksonville Population Density and Distribution (1980 – 2031, Projected)

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
Totals	571,003	672,971	778,879	891,192	953,932	1,016,778	1,078,014	1,135,147	1,186,169

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

Employment Characteristics, City of Jacksonville

The Bureau of Labor Statistics reported the following estimated employment characteristics using data collected by employers of all industry sectors; metropolitan statistical area (Source: U.S. Bureau of Labor Statistics, Occupational Employment and Wage Statistics, 2023).

Table 3: Employment Characteristics, Jacksonville Metropolitan Statistical Area

Management Occupations	44,180
Business and Financial Operations Occupations	56,370
Computer and Mathematical Occupations	21,660
Architecture and Engineering Occupations	9,300
Life, Physical, and Social Science Occupations	3,770
Community and Social Service Occupations	9,280
Legal Occupations	6,340
Educational Instruction and Library Occupations	31,890
Arts, Design, Entertainment, Sports, and Media Occupations	8,810
Healthcare Practitioners and Technical Occupations	51,700
Healthcare Support Occupations	24,060
Protective Service Occupations	18,060
Food Preparation and Serving Related Occupations	71,150
Building and Grounds Cleaning and Maintenance Occupations	21,530
Personal Care and Service Occupations	13,430
Sales and Related Occupations	72,870
Office and Administrative Support Occupations	106,430
Farming, Fishing, and Forestry Occupations	460
Construction and Extraction Occupations	33,280
Installation, Maintenance, and Repair Occupations	33,130
Production Occupations	24,060
Transportation and Material Moving Occupations	78,750
Total	740,510



Infrastructure

The COJ is well connected by several inter-State and Federal highways, international airport, two municipal airports, three major railroads (Norfolk Southern, Florida East Coast, and CSX), a major deep-water port (JAXPORT), and multiple military bases (NAS Jax, NAS Mayport). The transportation infrastructure includes 152 miles of highways, 403 miles of arterial roads, and 465 miles of collector streets. New connecting roads to the I-295 Beltway were completed that enable the St. Johns and Clay counties more access to, and through, the COJ. The transportation network is susceptible to the impacts of natural, man-made and technological hazards. In the case of a tropical cyclone or hurricane, evacuation times may be impacted by road blockages and gridlock at the peak of evacuation (*Source: Jacksonville Planning and Development Department, 2024*).

CRITICAL FACILITIES

Each jurisdiction maintains all their non-critical municipal public buildings and facilities. The COJ EPD and Information Technology Division (ITD) maintains the County critical facilities inventory of critical facilities; NFIP repetitive loss data; historic flood data, and the locations of hazardous materials (*Section 302 of the Federal Emergency Planning and Community Right to Know Act*). This data has been furnished by the COJ Department of Regulatory Compliance and a copy has been supplied to the FDEM. 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 COJ and JEA have prioritized power restoration to critical facilities in the following order:

- Level 1 – Hospitals
- Level 2 – Includes, but not limited to, Federal Aviation Authority Transmitting Towers, Jacksonville International Airport, government buildings including fire stations, police 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, the jail and correctional institutes within the County
- Level 5 – Includes, but not limited to, JEA lift stations and major intersections along evacuation routes

CLIMATE

The Local climate is in the humid subtropical zone, characterized by hot, humid summers and mild, cool winters. Duval County has an annual average of 52 inches of rainfall, 221 sunny days a year, and temperature averages of 70 degrees Fahrenheit; the average high is 78 degrees Fahrenheit and the average low of 62 degrees Fahrenheit.

The COJ has a rainy summer season associated with thunderstorms caused by high temperatures and an average annual rainfall of 52 inches. Summer high temperatures hover in the low 90s with lows in the mid-70s. The winters are sunny, dry, and mild with an average high temperature in the 60s and lows in the 40s. Spring highs average in the 70s for March and April, with average highs in the 80s for the month of May. Finally, the Fall season has average high temperatures in the 90s and lows in the 60s or 70s.



LAND USE CHARACTERISTICS

Urban development began in 1822 when Jacksonville was first surveyed and formally organized pre-consolidation. Duval County was created the same year, with the City of Jacksonville designated as the County seat. Settlements were originally established to service traffic crossing the river and became a gateway for river-borne traffic into Florida's interior. Developments spreading along the St. Johns River and created communities such as Chaseville, New Berlin, Mayport, and Mandarin. Subsequently, further development skyrocketed by the advent of railroads into the area, especially with infrastructure crossing the St. Johns River.

In the late 1800's, the COJ became a tourist destination and a terminus for people proceeding upriver (south) to interior resorts like Green Cove Springs and Switzerland. A railroad line to Pablo Beach (now called Jacksonville Beach) established a new corridor to the Beaches that was prime for development. This development radiated out from the downtown core northeast along the St. Johns towards the Ocean.

Commercial and industrial development spread along highways, railways, and waterways as the COJ became a traffic hub. Residential development often followed this commercial and industrial growth and major residential satellite developments sprouted in remote areas of Duval. Areas such as Arlington, Mandarin, Ortega, and the Beaches attracted supporting commercial services that have grown to include numerous interconnected areas that now make up the unified urban fabric of the Consolidated COJ.

PLANNING ASSUMPTIONS

The planning assumptions for the CEMP include:

- The top priority during emergency operations is to save lives and protect property.
- The EPD staff participates in the day-to-day roles of the Division and fulfill roles within the Emergency Preparedness Organization during planned events or active incidents.
- The Emergency Preparedness Organization includes any employee, regardless of day-to-day position, 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 EOC will be activated and staffed by the Emergency Preparedness Organization.
- In this CEMP, the EOC refers to 515 N Julia Street, but an Incident Command Post can be established at any facility listed in the EPD COOP, or facility required by an incident or event.
- The top 15 hazards to Duval County were identified in the LMS. The remaining hazards were determined by the Duval Prepares Committee to not be significant enough for inclusion in the final document. However, several hazards that are not included in the LMS are deemed significant by the State of Florida's CEMP and subsequently included in this CEMP.
- "Incident" is synonymously with "emergency" and "disaster", implying the emergency or disaster could be any hazard, size, scale, or complexity; included in COJ Ordinance Code, Chapter 674.
- "Incident Command" and "Operations Group (Area Command)" are synonymous.
- All incidents are considered Local, but the needs may exceed Local resources requiring mutual aid requests from other counties, the State of Florida, or the Federal Government.
- Mutual aid can be requested from other counties through the Statewide Mutual Aid Agreement (SMAA) and from other States through the Emergency Management Assistance Compact (EMAC).
- Evacuation and sheltering may require regional coordination.
- The Federal and State Governments may pre-deploy resources prior to an incident.
- The City is unique due to its consolidation, large geographic area, and proximity to the Ocean.



HAZARD ANALYSIS

The COJ maintains a comprehensive approach to protecting against, preparing for, responding to, recovering from, and mitigating all natural, man-made and technical hazards. Emergency management planning heavily stresses a method of identification based on vulnerability (expected severity), probability (historic frequency) and risk (vulnerability compared to probability). Detailed information on the vulnerability, probability, and risk assessments are included in **Section III: Hazard Identification and Vulnerability Analysis** of the LMS. The hazards identified therein are:

- | | |
|-----------------------------|--|
| 1. Tropical Cyclone | 9. Saltwater Intrusion |
| 2. Severe Weather | 10. Coastal Erosion |
| 3. Storm Surge | 11. Winter Storm / Freezing Temperatures |
| 4. Extreme Heat | 12. Cyber Attacks |
| 5. Sea Level Rise | 13. Terrorism / Targeted Violence |
| 6. Flooding | 14. Hazardous Materials Incidents |
| 7. Human and Animal Disease | 15. Critical Infrastructure Disruption |
| 8. Drought | |

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 this document:

- | | |
|--------------------------|---------------|
| 1. Dam and Levee Failure | 3. Earthquake |
| 2. Tsunami | 4. Volcano |

POTENTIAL ECONOMIC IMPACTS OF HAZARDS

Any incident can have a negative economic impact on area development. A major disaster could have severe short-term economic impacts with a long-term hinderance on growth and development in the Local economy. The COJ serves a major international port, transportation infrastructure, a significant leisure and hospitality industry, and over 13.9% of the population below the poverty line.

Employment and Per Capita Income

The effects of a hazard on employment levels and per capita income in the COJ are dependent upon the type, magnitude, and duration of the disaster. For example, a direct hurricane strike may result in industry disrupted in the aftermath of a storm, causing short- or long-term economic disruptions. A short-term spike in unemployment claims is expected until as workers are added to the response and recovery areas of emergency services, cleanup, and construction. Additionally, tourism and industries in the beach communities, coastal areas, and the St. Johns River may experience more long-term economic challenges from a tropical storm. However, brush fires, terrorism events, critical infrastructure, and transportation disruptions may also have a widespread, negative short-term effect on employment and wages. The effects of other hazards on employment is expected to be more Localized.

Average Property Values

Hazards with widespread effects, such as hurricanes and tropical storm surge, can cause a short-term reduction in property values to significant sections of the COJ or the immediate disaster area. These properties may sustain major damage or be destroyed, spurring long-term redevelopment. As with the impacts on employment, most other hazards may affect only 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 \$ 266,100 as of 2023 (Source: *Census Bureau ACS 5-year Estimate, 2023*).

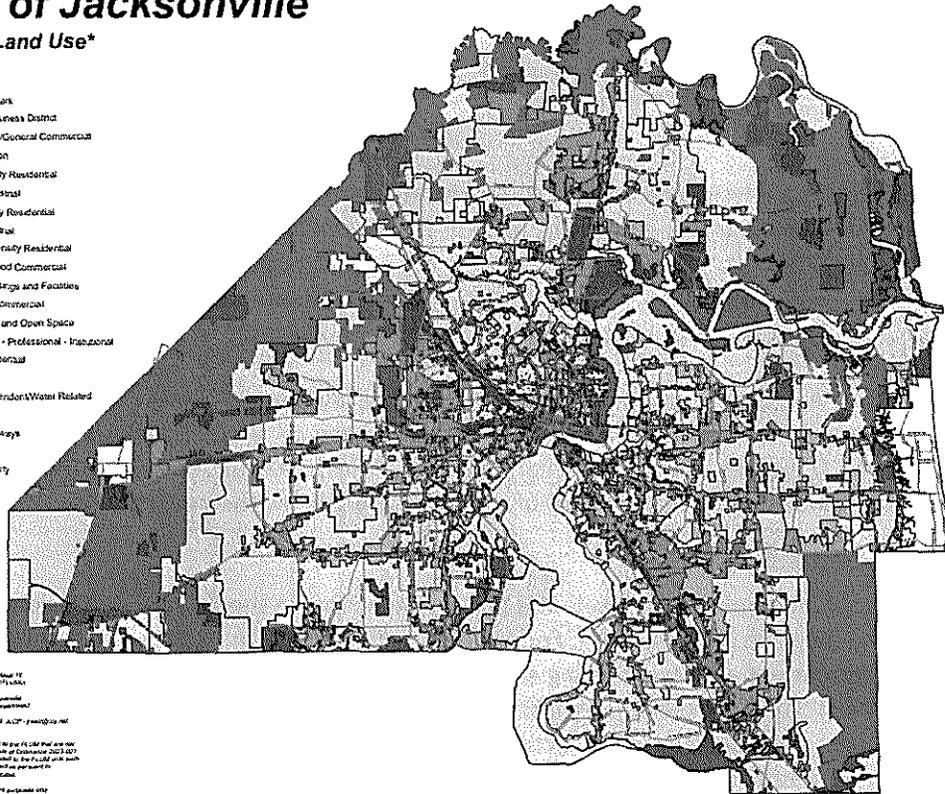


Figure 6: The City of Jacksonville Future Land Use Map (2024)

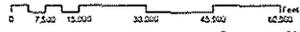
City of Jacksonville

Future Land Use*

- Categories**
- AGR
 - Business Park
 - Central Business District
 - Community/General Commercial
 - Conservation
 - High Density Residential
 - Heavy Industrial
 - Low Density Residential
 - Light Industrial
 - Medium Density Residential
 - Neighborhood Commercial
 - Public Buildings and Facilities
 - Regional Commercial
 - Recreation and Open Space
 - Residential - Professional - Institutional
 - Rural Residential
 - Water
 - Water Dependent/Water Related
 - Mult Use
 - Major Highways
 - River
 - Duval County



2044 Comprehensive Plan, Map 11
Future Land Use Map Series (1:100,000)
Data provided by City of Jacksonville
Planning and Development Department
Generated by James M. Reed, AICP, jpreed@city.net
November 2, 2023
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Source: City of Jacksonville 2045 COMP Plan. Planning and Development Department. 2024



Vulnerability to Additional Hazards by Community

The COJ maintains certain HSP for hazards not included in the LMS. These relate to disasters or emergencies occurring with no-notice or with little warning that greatly impact the critical infrastructure, safety, and property. Plans maintained by the United States Coast Guard, Sector Jacksonville and the Florida Department of Environmental Protection facilitate coordination and response to oil spills in waterways and on the coast. Major planned events, referred to as Special Events, are incorporated into the all-hazards approach of the emergency management program. Special event operations utilize ICS and may incorporate agencies to ensure the safety of attendees and venue staff. Any special events that occur within the Sports Complex, Veterans Memorial Arena, Baseball Grounds, EverBank Field, and Daily's Place are in the **Stadium Plan**. The **Civil Unrest HSP** addresses disturbances from a group or individual that includes marches, sit-ins, civil disobedience, sabotage, and other forms of crime. The **Mass Casualty HSP** discusses threats that potentially generate many casualties. See **Table 4** (following page) for additional information.

Hazards Excluded

Certain hazards including: commercial nuclear power plant incidents, mass migration, and major transportation incidents are not covered by this CEMP or the county's LMS. Commercial nuclear power plant incidents are excluded from consideration as there are no commercial nuclear facilities in the region. Florida is home to five commercial nuclear reactors located at three sites, Crystal River, St. Lucie (Jensen Beach) and Homestead. The nearest of these facilities is the Crystal River Energy Complex, which is approximately 150 miles to the southeast, in Citrus County. Major Transportation Incidents are not treated as an individual hazard; the significant emergency response components of these incidents are covered by the **Mass Casualty HSP** and **Hazardous Material HSP**. Mass migration happens throughout the entire state of Florida due to its proximity to the Caribbean Basin. The populations most at risk of experiencing adverse impacts related to mass migration are children, socioeconomically disadvantaged, elderly, and race or ethnic minorities. The low frequency of occurrences and limited impacts of mass migration do not warrant consideration at this time.

Support Facilities

The COJ EPD utilizes various facilities including the EOC, Mobile Incident Management Unit, 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. The **Resource Management Plan** addresses the management of support facilities based on areas impacted.



Table 4: Vulnerability to Additional Hazards by Community

Hazard	Events Recorded 1950-2024	Probability	Significant #s of People	Economic Impact	Vulnerable Level	Risk Level	Consolidated COJ / Duval County	Jacksonville Beach	Atlantic Beach	Neptune Beach	Town of Baldwin
Civil Unrest	17 in FL; 3 Local	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 Local	Increased	Incident Dependent	Increased	Increased	Moderate	Y	Y	Y	Y	Y



SECTION III

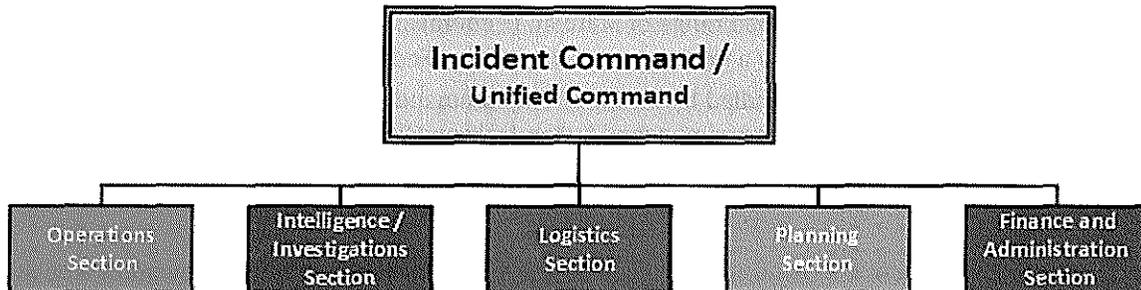
CONCEPT OF OPERATIONS

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

Pursuant to Jacksonville Ordinance Code Chapter 674, Part 6 and Homeland Security’s Directive 5, the COJ uses NIMS to effectively and efficiently work with 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 approach uses standard 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. NIMS is a common approach for flexible incident management with a standardized set of practices emphasizing all incidents begin and end Locally, managed daily at the lowest possible geographical, organization, and jurisdictional level.

The COJ 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 in a common organizational structure. Activities are facilitated in six major functional areas: command, operations, planning, logistics, intelligence and investigations, and finance and administration.

Figure 7: ICS Organizational Chart



Organizational Structure

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

Pursuant to COJ Ordinance Code Chapter 674, EPD 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 informed, and maintaining a state of readiness by conducting exercise and training programs. EPD day-to-day activities are located on the 4th Floor of JFRD Headquarters, which can be transformed into a fully operational EOC expanding to the 5th Floor for additional support services; kitchen for meals, cots for sleeping, and showers. The Mayor serves as the Incident Commander during locally declared emergencies, unless authority to manage the incident has been delegated.



Once the Emergency Preparedness Organization is fully activated, the EOC structure temporarily reorganizes the government to address the communication and coordination requirements, as outlined in Executive Order 2008-01, Part 4 and COJ Ordinance Code Chapter 674.203. The head of the organization is the Mayor, assisted by the Jacksonville Security Coordinator, Executive Group, and Operations Group.

Executive Group

The Executive Group is established by COJ Ordinance Code Chapter 674 and operates under the coordination of the Mayor. The group is comprised of department heads and other key individuals identified by the Mayor, equivalent to the Agency Administrator or Senior Official roles identified by NIMS.

Operations Group

The Operations Group includes operational and services staffing with responsibilities established in COJ Ordinance Code Chapter 674. The Operations Group is the equivalent of the Command and General Staff functional area identified by NIMS.

Delegation of Authority

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

- Catastrophic disaster: requiring massive State and Federal assistance, including the military.
- Major disaster: require a broad range of State and Federal assistance.
- Minor disaster: result in only a minimal need for State or Federal assistance.

Less complex incidents are often handled by field incident commanders within their respective agencies. For example, law enforcement issues are managed by the Jacksonville Sheriff's Office (JSO), while fire and rescue incidents are managed by JFRD SOPs. The JFRD and the JSO work together daily.

Line of Succession

COJ Ordinance Code, Section 6.06 outlines the line of succession for the Mayor in the event of a position vacancy due to death, resignation, or relocation; temporarily filled by 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 until a qualified, elected successor assumes office. During the absence of the COJ Mayor, the President of City Council automatically becomes Acting Mayor with the emergency powers to act; only when the public interest requires and only additional powers as the Mayor designates. In the event of incapacitation or suspension, the President of City Council automatically becomes Acting Mayor with all the powers of the office, for the duration of incapacity or suspension. If both the Mayor and City Council President are absent, the role is filled in order of the Mayor's line of succession.

Per the EPD COOP, if the Director is unable to perform their responsibilities, the Division Chief will assume responsibility. If the Division Chief is unable to perform the responsibilities, the most senior uniformed Officer assigned to the EPD will assume the Director's responsibility.



Direction and Control

As discussed in COJ Ordinance Code Chapter 674, EOC direction and control is vested in the Mayor, who is responsible for the prompt, efficient execution of the emergency preparedness plan necessary to:

- Reduce the vulnerability of people and the City to damage, injury, or loss of life and property.
- Prepare for and execute rescue, care, and treatment of disaster victims or people at risk.
- 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 EPD Director and EPD Division Chief, 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.

Table 5: EOC Activation Levels

Activation Levels	
Fully Activated (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.
Partially Activated (Level II)	All agencies and departments are notified; EPD staff and necessary agencies ECOs will staff the EOC. The positions in Figure 9 and individuals from non-governmental or private sector stakeholders may be requested by the EPD Division Chief to assist. The Division Chief may activate portions of the CEMP in anticipation of a major disaster.
Not Activated (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.

Notification and Warning

The JFRD Communication System is used to notify the Emergency Preparedness Organization personnel to report to the EOC. Personnel are expected to report without notification if a significant incident has occurred and they cannot reach a member of EPD. The EOC should be staffed and operational within one-hour of the initial notification.

Resource Management

The COJ 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**.



Declaration of Emergency

A State of Disaster Emergency can be declared by the Mayor if a disaster has occurred or is imminent, in accordance with COJ Ordinance Code Section 674.206. At the time of a declaration, the Mayor requests City Council convene in a special session, so the Mayor can report all facts and circumstances concerning the disaster and the recommended actions. The State of Disaster Emergency continues until the Mayor deems the threat or danger dealt with to the extent that the emergency conditions no longer exist, and State of Emergency is terminated by proclamation. 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. No State of Disaster Emergency may continue for more than 30 days, unless renewed by the Mayor.

The proclamation will be widely disseminated to the public, including 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 with a mock disaster proclamation, it is not necessary to convene the City Council. Discretionary emergency measures may be taken whenever the Mayor declares a State of Civil Emergency, as outlined in COJ Ordinance Code Section 674.304. These measures may include:

- The establishment of curfews including the prohibition or restrictions of pedestrian and vehicle movement; and standing or parking, except for essential services such as fire, police and hospital services (transportation of patients), utility emergency repairs, and physician emergency calls.
- Prohibition of the sale or distribution of alcoholic beverages.
- The prohibition of possessing alcoholic beverages in any public place.
- Closing of public assembly places, with designated exceptions.
- The prohibition of the sale or transfer of possession of gasoline and flammable, combustible liquids altogether; except for filling a tank properly into an operable vehicle 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 Florida Statute Section 252.31-60, or any other provision of law relating to emergencies.

PREPAREDNESS ACTIVITIES

Preparedness is an essential component in reducing COJ vulnerabilities through activities including the development, maintenance, and creation of continuity plans, including the preservation of vital records and databases, public education, training personnel, and maintaining a registry for individuals with special medical needs.

Continuity Planning

Executive Order 2008-01 requires that all COJ departments and independent authorities must ensure their departments and agencies are prepared to assist in emergency management activities. Each department or agency is required to select a designated individual to serve as the Emergency Coordinating Officer (ECO) and identify an alternate ECO. The responsibilities of the ECO are outlined in Executive Order 2008-01 and include development of a Continuity of Operations Plan (COOP) for their respective department of agency. ECOs or their designees respond to the EOC to support the incident operations. Continuity plans are designed to ensure essential government functions are not interrupted



during emergencies as well as mitigate non-emergency disruptions, such as temporary relocation due to construction or remodeling. The Emergency Preparedness Division is responsible for coordinating an annual update of the city's ECO roster and collecting updated continuity plans from responsible agencies.

Preservation of Vital Records and Databases

During emergency operations, the Planning Section Chief and individual COJ agencies are responsible for vital records and database preservation essential for Continuity of Government functions and transition to post-disaster operations; support rapid recovery from the effects of a disaster. All COJ agencies and constitutional authorities ensure records protection so normal procedures can resume after the disaster. COJ Executive Order 2008-01 directs all departments, authorities, agencies, and constitutional officers to develop COOPs. In the event an emergency alternate location is necessary for the seat of government, the Mayor shall activate the COOP for executive agencies to prepare for relocation to an emergency alternate facility. The COOPs of assisting agencies include:

- Procedures for determining which personnel, records, equipment, and supplies are "essential", will be pre-staged, and scheduled for transport to an alternate location, when the COOP is active.
- 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 take and steps to follow to preserve and protect vital records and databases.

Registration of Persons with Special Medical Needs

Florida Statute Chapter 252.355, says 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 program that is voluntary for citizens to utilize and is updated by the EPD annually. Individuals who have participated in the past are contacted via letter to renew registration, as well as a partnership with JEA to distribute an electric utility bill insert prior to hurricane season to encourage individuals to register. Home health agencies and hospice services also assist individuals with registrations.

All registered persons are reviewed by a licensed health practitioner with the Florida Department of Health in Duval County, where they may be added to the list based on qualifications. The database is then used for notification purposes during evacuations and sheltering operations. The procedures are outlined in the **Shelter Plan** the COJ developed to transport special medical needs clients to special medical needs shelters and area hospitals in collaboration with JTA, JFRD, and private ambulance services. The number of registered persons fluctuates monthly as new individuals are registered and others relocate or pass away. In 2025, there were approximately 3,500 people registered through the Special Medical Needs registry.

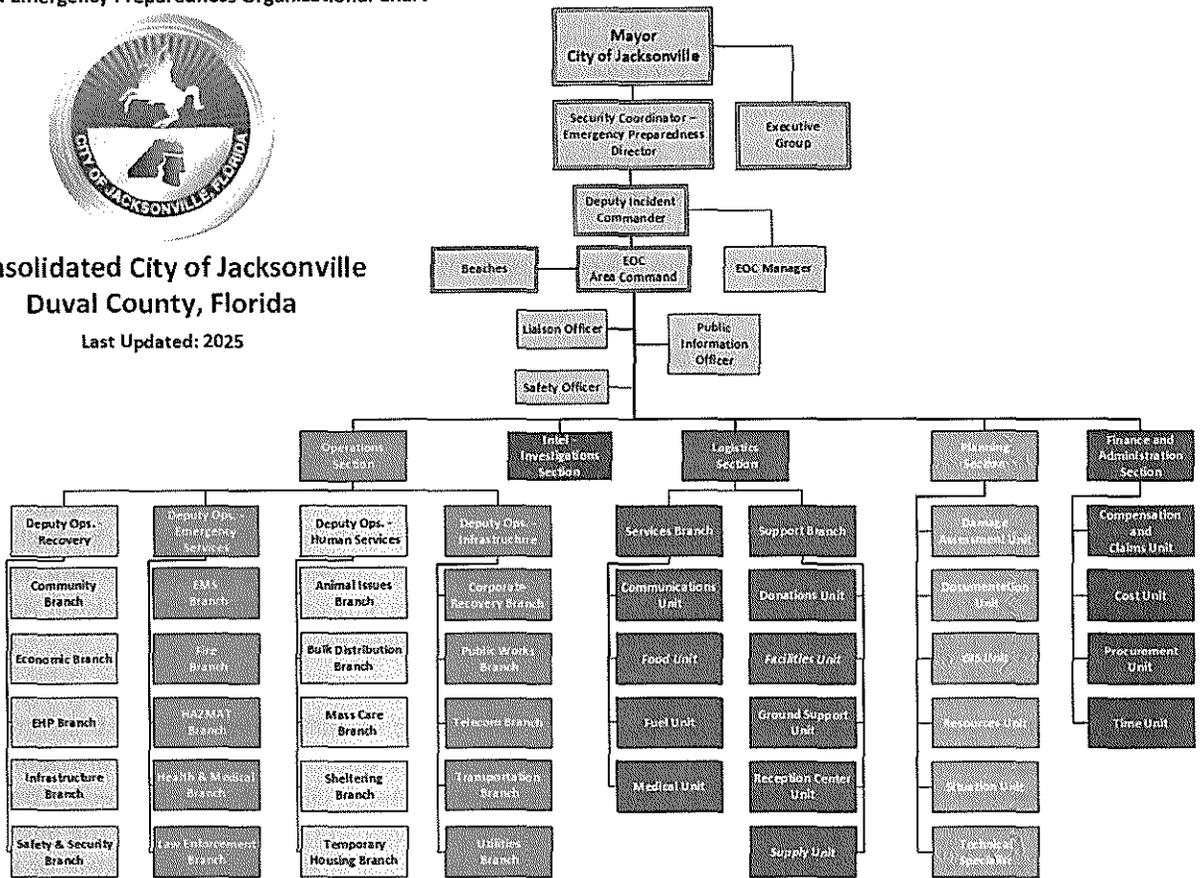


Figure 8: Emergency Preparedness Organizational Chart



Consolidated City of Jacksonville
Duval County, Florida

Last Updated: 2025





Public Awareness and Education

Pursuant to COJ Ordinance Code Chapter 674.215, the EPD has a comprehensive educational program focusing on emergency preparedness. Using a whole community approach, EPD engages the media, retailers, banks, utilities, and various other stakeholder agencies to educate visitors and citizens. 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
- COJ’s 630-CITY Customer Information Line
- City of Jacksonville Preparedness and Response Guide
- JaxReady app

The COJ Preparedness and Response Guide is a comprehensive preparedness guide published annually. The Guide provides crucial preparedness information including evacuation zone maps, how to make a disaster kit, what to include in a household disaster plan, ways to register for emergency notifications, flood protection information, and how to sign up for the Persons with Special Medical Needs registry. The guide is distributed through Local community partners and is available to download at www.jaxready.com.

Training

The Emergency Preparedness Training and Exercise Coordinator is responsible for the Local training programs and the EPD is responsible for ensuring all EOC Staff and Incident Response (ICS) personnel are trained in advance of a hazard becoming an active emergency. There are numerous intermediate courses recommended according to ICS Position and level of responsibility, and the trainings offered Locally are programmed in accordance with the **Training and Exercise Program Guide**. Local classes are scheduled throughout the year to ensure staff have the option of in-person instruction, in addition to numerous online independent study courses available through FEMA’s Emergency Management Institute (EMI).

Advanced ICS courses are often taught by COJ EPD staff and hosted Locally, with open enrollment for partnering agency and non-governmental stakeholder employees to sign-up for free on “SERT TRACK”. COJ Ordinance Code Chapter 674.604 recommends employees complete NIMS trainings appropriate for their assigned level of responsibility, with a schedule to maintain to ensure the required level of training becomes retained knowledge.



Exercises

The purpose of the exercise process is to provide an opportunity for COJ stakeholders to demonstrate their roles and responsibilities. These inter-agency exercises can be seminars, workshops, tabletops, drills, functional, or full-scale exercises. The types of training activities depend on the scenarios, participants, and objectives of the exercises. Some stakeholders that participate in inter-agency exercises include:

- COJ 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 (NWS)
- Local Hospitals
- JAXPORT
- United States Navy
- U.S. Coast Guard
- Florida National Guard
- American Red Cross
- The Salvation Army
- JEA

All exercises are conducted according to the requirements of the Homeland Security Exercise Evaluation Program (HSEEP). HSEEP is a capability and performance-based exercise program criteria that provides a standardized policy, methodology, and language for designing, developing, executing, and evaluating exercises. At the conclusion of each exercise, EPD staff seek feedback and analysis from exercise participants to be analyzed and compiled into a list of improvement areas. These recommendations are documented in exercise AAR's and Improvement Plans (IP) containing measurable goals for improvement.

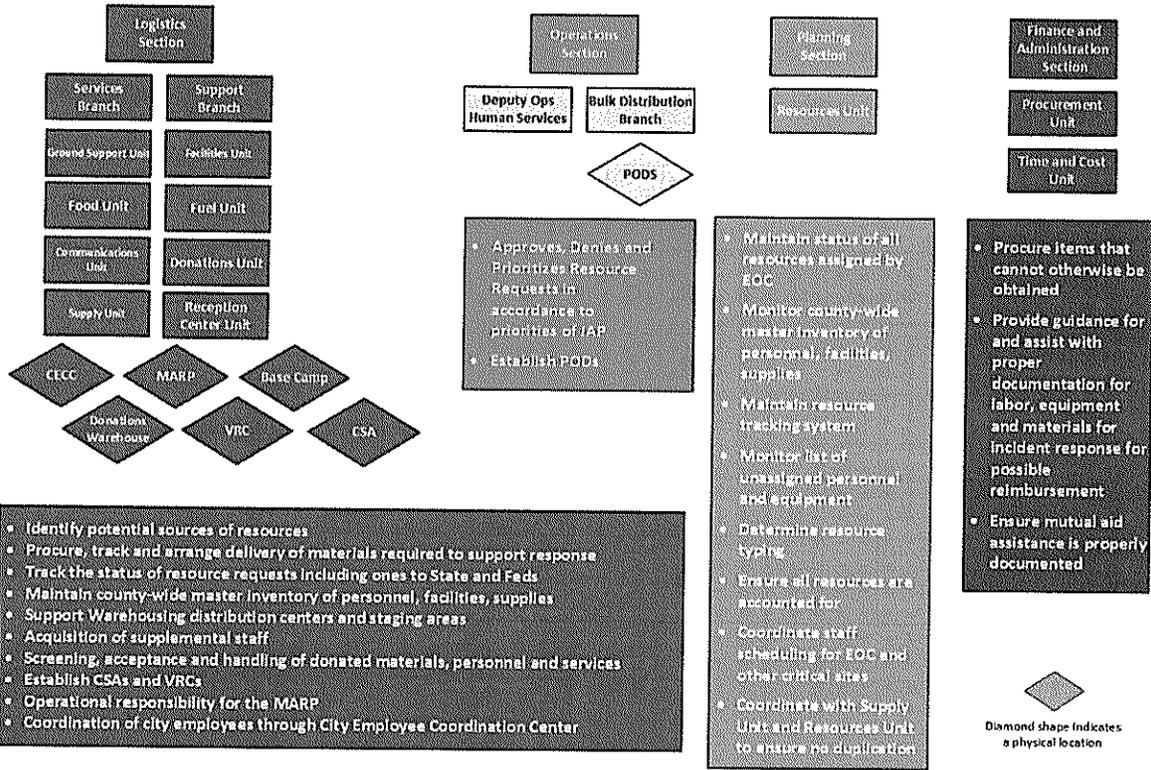
Regional terrorism exercises are conducted annually through the Regional Domestic Security Task Force, FDEM Region 3, and COJ EPD. The ideal annual exercise cycle would include COJ involvement and participation in non-governmental stakeholder exercises throughout the year, as well as exercises hosted by partnering governmental agencies. A mass casualty and a Statewide hurricane exercise are typically held yearly, while other exercises are scheduled when determined necessary to meet preparedness goals.



Figure 9: Resource Management Overview

Resource Management Overview

Revised January 2025





CITY OF JACKSONVILLE, FLORIDA
 COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

Table 6: Recommended Training Courses for ICS Positions

R = Recommended O = Optional / = Not Recommended	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	
E1301 Continuity Planning	O	O	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O	
E202 Debris Management	R	R	R	R	R	R	R	R	R	/	R	/	/	/	/	/	/	/	/	O
E273 Managing Floodplain Development	O	/	R	/	R	/	/	/	/	/	R	/	/	/	/	/	/	/	/	O
E278 NFIP/ CRS	/	/	R	/	R	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/
E388 Advanced PIO	O	O	/	R	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/
G191 ICS/EOC Interface	R	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	R
G250.7 Rapid Assessment Planning	O	O	O	O	R	O	O	R	O	R	O	O	O	R	O	R	O	R	O	
G300 or ICS300 Intermediate ICS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
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	R	O	O	O	R	O	O	R	O	O	O	O	O	O	O	O	O	O	O	O
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	R
G402 NIMS Overview for Senior Officials	O	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	R
IS100 Orientation or Basic ICS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
IS120 Exercise Design Course	/	/	/	/	R	/	/	O	/	/	/	/	/	/	/	/	/	/	/	/
IS130 Exercise Evaluation Course	O	/	/	/	R	/	/	O	/	/	/	/	/	/	/	/	/	/	/	/
IS230 Principles of Emergency Management	R	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	O	O	O	O	O	/	/	/	/	/	/	/	/
IS240 Leadership and Influence	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O



CITY OF JACKSONVILLE, FLORIDA
 COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

	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
R = Recommended																			
O = Optional																			
/ = Not Recommended																			
IS241 Decision Making/ Problem Solving	O	O	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	O	/
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	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O
IS247 Decision Making in a Crisis	R	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O	O
IS362 Multi-Hazard Safety for Schools	O	/	O	/	O	R	/	R	R	R	/	R	O	/	O	/	/	/	/
IS700 NIMS	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
IS702 NIMS PIO Joint Information System	R	R	O	O	R	O	O	R	O	O	O	O	O	O	O	R	O	R	O
IS703 Resource Management	O	R	O	O	R	O	O	R	O	O	O	O	O	R	O	R	O	R	O
IS800 National Response Framework	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	O	R
L105 Basic Public Information Officer (PIO)	R	O	/	R	/	/	/	/	/	/	/	/	/	/	/	/	/	/	O
All Hazards Incident Management Team	R	R	R	R	R	R	R	R	O	R	R	R	O	O	O	/	/	/	/
ICS Position Specific Courses (Operations, Planning, and Logistics Chief)	R	R	R	R	R	R	R	R	R	R	R	R	R	R	R	/	/	/	/
Human Needs Assessment Training	O	O	R	O	O	O	O	R	R	R	O	O	O	O	O	O	O	O	/
First Aid/CPR	O	O	R	O	O	O	O	R	R	O	O	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	/	/	/	/	/	/	/	/	/	/
Shelter Management	O	O	O	O	O	O	O	O	R	R	O	O	O	O	O	O	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 is initiated when the EPD is notified of an imminent or active incident. The responsibilities are dictated by statutory authorities, while the personnel structure utilizes the ICS structure to minimize incident stresses. Initial response activities include:

- Disseminating warnings, public announcements, and instructions for residents and visitors.
- Making necessary notifications to COJ Departments, the 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 identified priority transportation routes.
- Repairing critical facilities and infrastructure.
- Conducting initial damage assessments and surveys.
- Assessing the potential need for mutual aid assistance.
- Coordinating traffic restrictions and unessential access by the public to affected areas.
- Developing and implementing Incident Action Plans (IAPs).

The operational planning process utilizes a systematic approach to establish and meet incident objectives. The IAP includes objectives, operational periods, and resource requirements. The operational periods for the EOC while monitoring planned events is typically 12-hour shifts, depending on the event type. The **Planning Section Plan** outlines the specific roles and responsibilities of personnel to properly execute the response phase of the planning process, according to **Figure 11: The "Planning P"**.

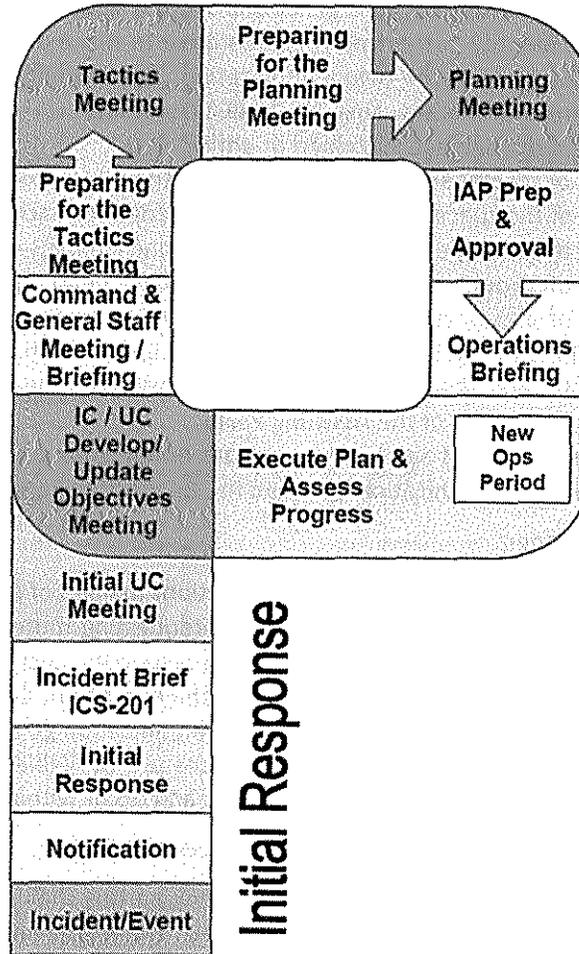
Incident Action Plan (IAP)

The IAP defines objectives of an incident and reflects tactics necessary during an operational period to manage the incident. An individual IAP is developed for each operational period of an incident, while other entities may create their own respective Tactical Action Plans to support the primary COJ 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 10: The "Planning P"



Mutual Aid Agreements and Memoranda of Understanding

In the response phase, it may be necessary to request mutual aid to support the needs of the whole community. Florida Statutes Chapter 252 authorizes the COJ to enter into mutual aid agreements with other counties in the State of Florida when incidents overwhelm Local resources. The COJ Ordinance Code 674, Section 674.203 authorizes the EPD Chief lead responsibility for coordinating mutual aid requests and providing aid to other government jurisdictions under the SMAA. The EPD is the central repository for all mutual aid agreements concerning emergency preparedness approved and authorized by the City Council (Section 674.215). Agency specific mutual aid agreements may be referenced within individual Emergency Operations Plans, if applicable.

Mutual Aid Requests

The COJ Mayor will be advised through Area Command if Local resources are inadequate to meet the whole community's needs, and if the Mayor approves, a request can be made for external mutual aid assistance. Mutual aid requests will be made through the Logistics Section; the contact and coordination point for all mutual aid requests, in coordination with the Resource Unit; the coordination and tracking point for all mutual aid requests.



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

1. The Mayor declares a Local State of Emergency and sends a signed copy to FDEM via WebEOC.
2. The EPD Director will identify authorized representative to make direct contact with the FDEM State Watch Office and provide the below information. The Planning Section Resource Unit will follow up with written confirmation using the WebEOC system:
 - o A description of the damage sustained or anticipated.
 - o Identification of specific support or specific activities which need assistance.
 - o A description of the specific type of assistance needed for each function or activity.
 - o A description of personnel, equipment, services, and supplies each assistance type needs.
 - o A description of all public infrastructure anticipating a need for assistance.
 - o A description of sites or structures outside the Requesting Party's territorial jurisdiction as location options to stage incoming personnel, equipment, supplies, services, or resources.
 - o The place, date, and time for the Requesting Party personnel to meet and receive the personnel or equipment of the Assisting Party.
 - o A technical description of any communications or telecommunications equipment needed to ensure timely communication between the Requesting Party and the Assisting Party(s).

Providing Mutual Aid Assistance

The EPD routinely receives requests to provide aid to jurisdictions in need of assistance while responding to an incident. Missions may originate from the State EOC requesting mutual aid either intra-State or inter-State. Inter-State requests from FDEM for personnel or resources must be approved by the Mayor and can be executed anywhere in the United States, as outlined in EMAC Chapter 252.921-933. EMAC missions are State-to-State agreements, all paperwork or communication go through FDEM, and the EPD works with the Local agency's ECO to determine if resources are available. Intra-State processes are outlined in the SMAA or the **State Emergency Response Plan** and occur within the State of Florida.

The following steps are for processing intra-State SMAA requests:

- Advise the ECO of the SMAA stipulation 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 in WebEOC for tracking purposes.
- Once the determination has been made to render aid, the assisting agency will complete the Statewide Mutual Aid Form B to be signed by the COJ Security Coordinator and EPD Division Chief.
- If mutual aid is internal to the State of Florida, with the concurrence of the Mayor, specific forms will be completed by both the requesting party (Part I) and assisting party (Part II). If another jurisdiction is requesting assistance, they become the requesting party, and the COJ is assisting.
- SMAA Form B will be uploaded into WebEOC once completed by both parties.
- EPD will notify the requesting party or FDEM that Form B has been completed and uploaded to WebEOC for the Statewide Mutual Aid Branch Director to sign and return to their COJ contact.
- The completed Form B will be provided to the assisting party with any special instructions needed.
- Hard copies of documentation will be collected by the Documentation Unit and submitted to the Finance and Administration Sections.
- Procedures in COJ Ordinance Code Section 674 will be followed when reporting mutual aid sent.



The following steps are taken to process inter-State EMAC requests:

- Advise the ECO of the EMAC stipulation 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 in WebEOC for tracking purposes.
- Once the determination has been made to render aid, the assisting agency will complete the REQ–A form to be signed and approved by the EPD Chief.
- The requesting party will complete Section I and Section III of the REQ-A Form. The assisting party completes Section II, the offer, for each requesting party approved to receive aid.
- Form B will be uploaded into WebEOC once completed by both parties.
- EPD will notify the FDEM that the REQ-A has been completed and uploaded to WebEOC for the Statewide Mutual Aid Branch Director to sign and return to their COJ contact.
- The completed Form B will be provided to the assisting party with any special instructions needed.
- Hard copies of documentation will be collected by the Documentation Unit and submitted to the Finance and Administration Sections.
- Reimbursement for aid rendered through EMAC may take an extended period of time. All documents should be retained per COJ procedures and EMAC requirements.

COJ personnel that render mutual aid within the State of Florida are covered by COJ Ordinance Code Section 674.209, which states employees who are rendering aid outside 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 within the COJ. This Ordinance details the liability, loss, or damage the COJ assumes when utilizing resources from 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 reimbursements from mutual aid missions are compiled by the agency or department rendering the aid and submitted to their Finance and Administration Sections for processing.

Evacuation

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

Pursuant to Florida Statute Chapter 252, the COJ must maintain a registry of individuals with special medical needs who may require assistance when evacuating. The **Shelter Plan** details the approach for evacuating these individuals to designated locations based on individual medical needs and health conditions. Individuals on the registry are transported to a special medical needs shelter via public transportation or other conveyance in the event an evacuation is ordered for their location.

Additionally, Florida Statute Chapter 427.011 identifies other individuals who are transportation disadvantaged requiring assistance and accommodation. These individuals are unable to transport themselves, purchase transportation, have a physical or mental disability, are impoverished, or are too young/old to travel alone. The JTA operates free public bus services during an evacuation on published routes to enable the transportation disadvantaged to evacuation shelters. Additional information about these resources and services can be found in the **Evacuation Plan**.



Following an evacuation, the safety of all individuals re-entering the COJ 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 re-entry is coordinated with all jurisdictions and neighboring counties.

Sheltering

The necessity for Local evacuations may require shelters to be opened, however, shelters operated by the COJ should be considered a last resort for residents mandated to evacuate. The Shelter Branch Director is responsible for facilitating the shelter operations while the EPD maintains a Memorandum of Understanding with Duval County Public Schools enabling the City use of schools as shelters during a declared Local State of Emergency. The pre-designated shelters are selected based on the population they serve, and recommendations 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 optimal or not a viable option.

The **Transportation Plan** addresses how the Transportation Branch Director, an official at JTA, will coordinate the movement of individuals who are unable to evacuate on their own, and relocate them to an appropriate shelter. There are three types of shelters that the COJ can open:

- General Population
- Special Medical Needs
- Pet Friendly

General Population shelters are for individuals who need a last resort place to stay during an incident, and do not require special accommodation. Individuals who evacuate to a general population shelter are expected to bring their own personal supplies and comply with requirements for use per the **Shelter Plan**.

Special Medical Needs shelters are managed by the Florida Department of Health in Duval County, as outlined in Appendix 1: Special Medical Needs Shelter Process and Procedures of the **Shelter Plan**. Special medical needs shelters are intended to sustain the current health, safety, and well-being of medically dependent individuals who are not seriously ill and do not require intensive specialized treatment.

Pet Friendly Shelters only accommodated household pets and pet owners are encouraged to seek alternate facilities including pet-friendly hotels, private kennels, and boarding facilities. The Appendix 2: Pet Friendly Shelter of the **Shelter Plan** describes how owners and their pets will be accommodated with the requirements for utilizing pet-friendly shelters.



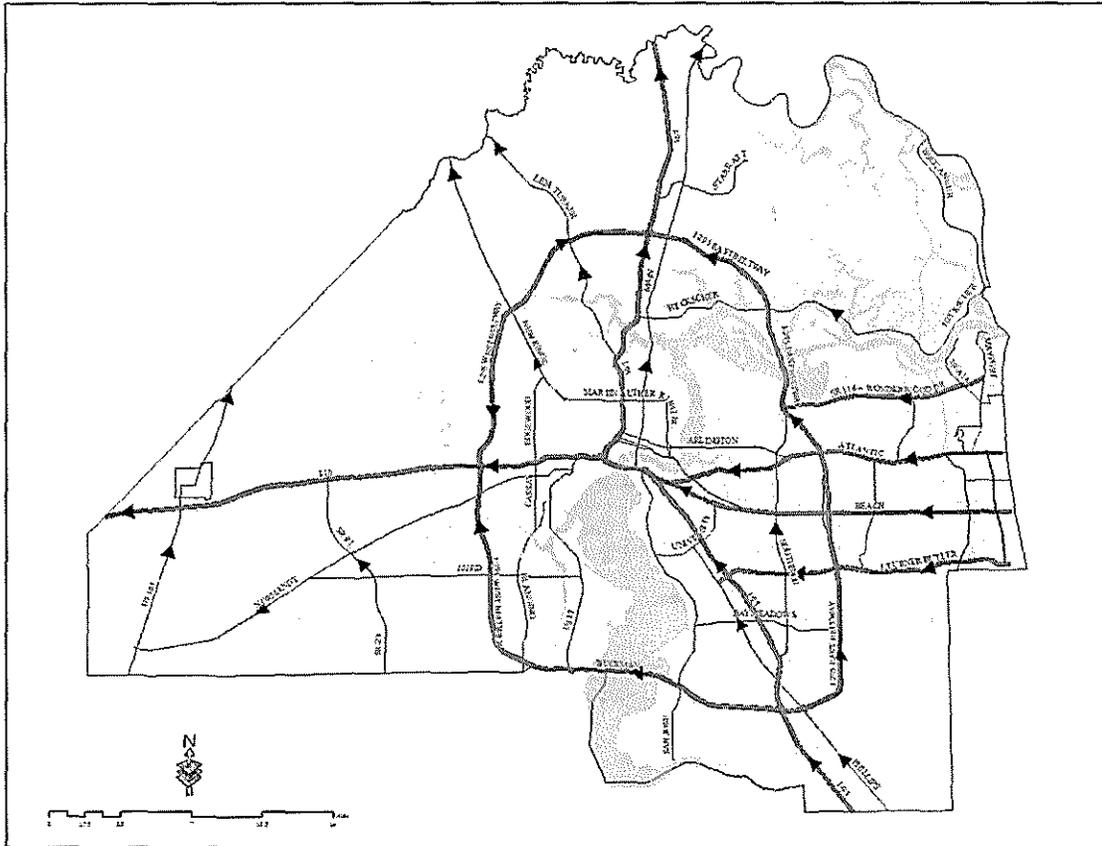
Figure 11: Evacuation Zones (2024)



Source: City of Jacksonville Emergency Preparedness Division, 2024)



Figure 12: City of Jacksonville Evacuation Routes (2024)



Source: City of Jacksonville Emergency Preparedness Division, 2024



RECOVERY

The Recovery Phase may begin simultaneously with the Response Phase when there is no clear delineation between the phases as command, control, coordination, and resources, transition from emergency needs to services delivery. The Recovery Task Force and EPD Division Chief work to ensure the needs of the whole community are being met while all recovery activities are coordinated through the COJ EOC. The Federal declaration process, individual assistance, and reimbursements are major components of the recovery phase. Recovery activities are outlined at length in the COJ **Recovery Plan**.

- **Short-term Recovery:** activities focus on immediate tasks for securing the impacted area, identifying temporary housing for survivors, debris management, infrastructure repair, donations management, disaster assistance, and facilitate the restoration process.
- **Long-term Recovery:** activities focus on repair, reconstruction, and restoration of impacted areas including applications for public assistance and other government funded assistance programs.

HAZARD MITIGATION

Mitigation includes COJ activities, policies, or programs developed and adopted to prevent, reduce, or improve resiliency against the impacts of disasters and emergencies on people, property, and the environment. Mitigation activities are coordinated through the EPD, with advice from the Duval Prepares Committee and SEPPC. Stakeholder organizations and agencies assist the EPD as major participants in the process, including COJ Public Works, COJ Planning and Development, and the other municipalities of Duval County which include Atlantic Beach, Jacksonville Beach, Neptune Beach, and the Town of Baldwin.

The LMS is a multi-jurisdictional hazard mitigation plan that details the COJ's vulnerabilities and how the City works to mitigate future losses by reducing the risk to people and property, while simultaneously promoting personal responsibility awareness. The LMS provides supporting data, information, and evidence about the recommended prioritization of whole community projects, especially following a major incident. Hazard mitigation activities include:

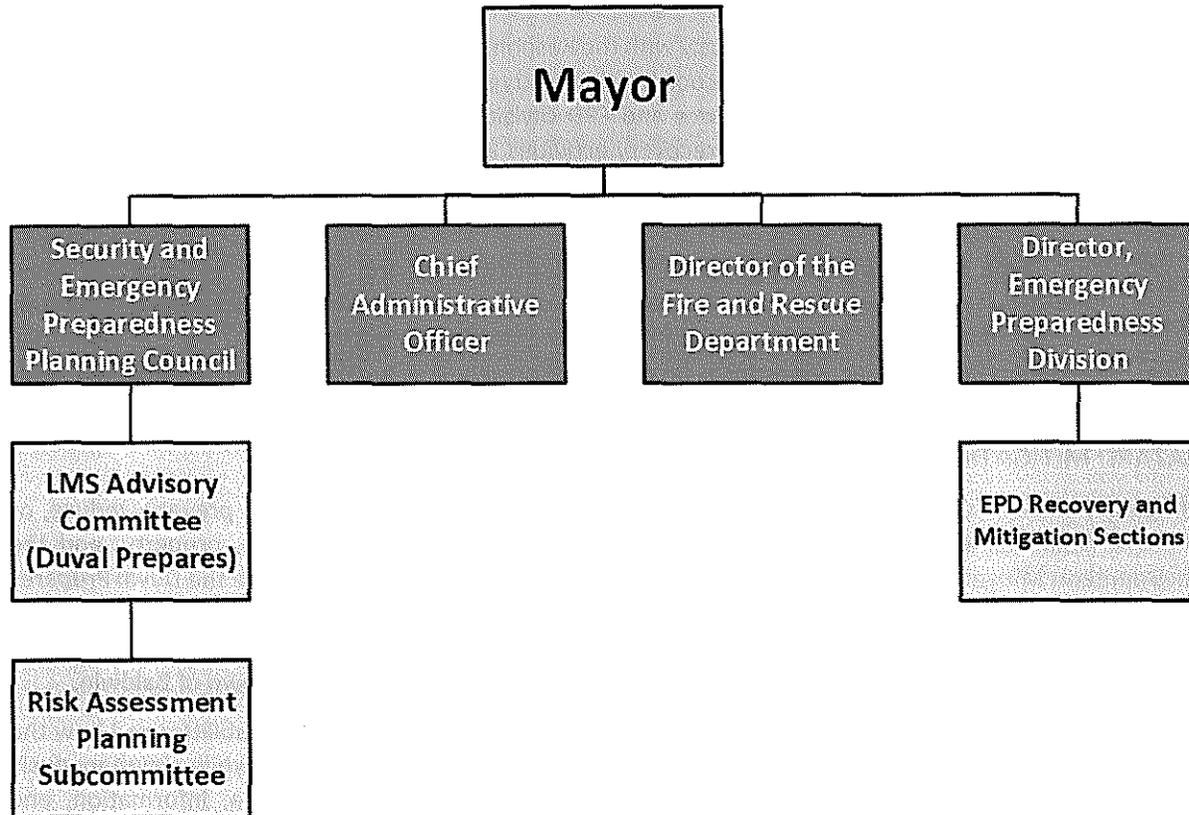
- Drainage network management
- Protection of riverine wetlands, estuaries, and marshes
- Floodplain management
- Preservation of beach and dune systems
- Restoring damaged beaches
- Providing hurricane shelters
- Mitigation actions following natural disasters and post-disaster plan development
- Marina considerations
- Critical infrastructure protection from all hazards

Mitigation opportunities are addressed during the Public Assistance Process based on data gathered from damage assessments and potential mitigation project recommendations. This data is then reviewed by the Duval Prepares Committee, the SEPPC, and the Recovery Task Force per the COJ **Recovery Plan**.

The EPD will coordinate mitigation planning with the assistance of various COJ departments and agencies. For example, the Public Works Department will work with EPD to identify priority mitigation activities that could reduce community vulnerability to damage or loss of infrastructure, business, and housing from hazards and disasters. Figure 15: Mitigation Organizational Chart outlines the various roles in the mitigation phase.



Figure 12: Mitigation Organizational Chart



Citizen Planning Advisory Councils (CPAC)

CPACs in the City are divided over 500 neighborhoods into 6 planning districts, formed to maintain open and effective communication between residents, businesses, neighborhoods, community organizations, educational institutions, and the Local government. CPACs provide an opportunity to develop public information programs for citizens regarding neighborhood specific hazards, including methods for personal mitigation through residence and property improvements. CPACs encourage the public to identify issues in their neighborhood and encourage suggestions for new community mitigation projects.

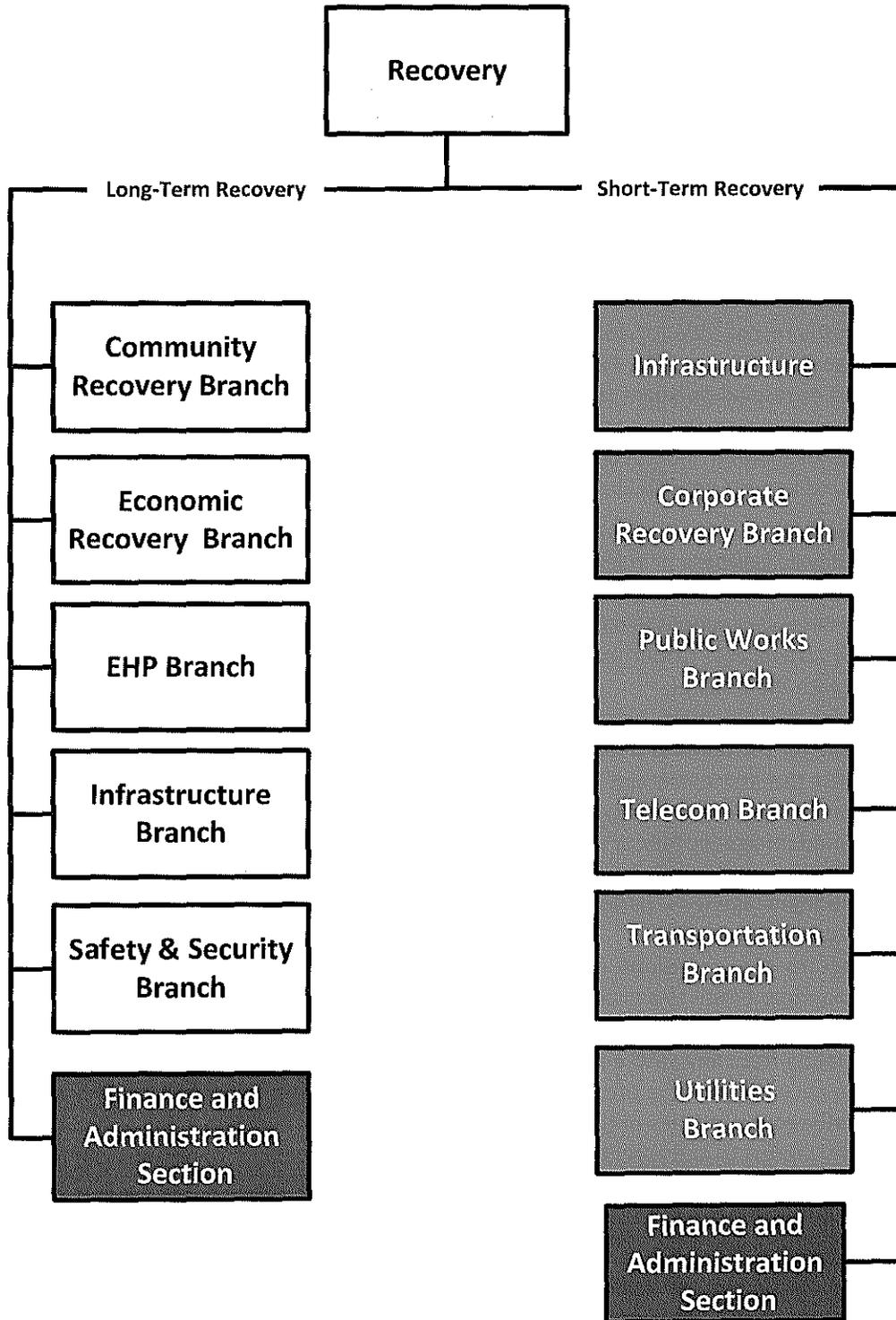
The NFIP Community Rating System is a voluntary incentive program that recognizes and encourages community floodplain management activities that exceed the NFIP's minimum requirements. The COJ participates in the NFIP to mitigate the effects of flooding on the whole community and qualify eligible residents for discounted flood insurance premium rates.

The 3 goals of the Community Rating System are to:

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



Figure 13: Recovery Section Organizational Structure





SECTION IV

ROLES AND RESPONSIBILITIES

All Departments, Agencies, and Independent Authorities share responsibility for the planning needed to minimize loss of life and provide relief from possible hazards in COJ. This includes preparedness and response capabilities at all levels of government, including the State and Federal Governments. Initial response activities provide immediate action to protect life, alleviate human suffering, protect property, and support the City's return to normalcy as quickly as possible. Operational plans were developed to accomplish goals and objectives for effective hazard mitigation and long-range recovery. Position Checklists were created for each position in the EOC, available in the EOC Planning Section.

MAYOR

The COJ Mayor is responsible for addressing dangers presented to the City by a disaster, in accordance with Ordinance Code Chapter 674. The Mayor may issue executive orders, proclamations, regulations, as well as amend or rescind pursuant to the Mayor's responsibilities as the SEPPC Chairman, directing the Emergency Preparedness Organization's Executive Group. The Mayor becomes Commander-In-Chief during a State of Disaster Emergency over available active emergency preparedness responders. The Mayor is granted powers per COJ Ordinance Code Section 674.207, which include the powers to:

- 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 EMERGENCY PREPAREDNESS DIVISION

The COJ EPD executes the emergency preparedness program with the EPD Director/Division Chief leading the Division, supported by staff that perform day-to-day functions including EOC operational readiness, planning, preparedness educational programs, training, and exercises. On a rotating basis, a supervisory staff member is assigned as the duty officer monitoring and responding to incidents, 24 hours a day. The designated duty officer may transition to other assignments during incidents. EPD is the Lead Agency with responsibilities that include coordinating recovery and mitigation activities and possibly monitoring damage assessments and debris removal. The EPD is also responsible for:

- Prepare to direct or control incident response according to Local laws and mutual aid agreements.
- Support immediate response through the JFRD, JSO, and Public Works Department.
- Establish readiness procedures for personnel training and appropriate personnel and equipment availability during an emergency. Readiness procedures ensure notification of personnel after a warning is received from FDEM or the National Weather Service.
- Request activation of mutual aid agreements when specific aid coordination is necessary.
- Request assistance from other jurisdictions, Florida SMAA, or the Federal government via FDEM.

THE EXECUTIVE GROUP

The Mayor coordinates and assigns the Executive Group members, comprised of appropriate department heads and key individuals, equivalent to the Agency Administrator or Senior Official role established through NIMS. Some of the responsibilities are 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 with written directives for securing all city-owned property.
- Ensure ITD creates and maintains a website providing the public information about family and community security, emergency preparedness, and timely 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. Some of these responsibilities include:

- 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 in the emergency operational structure.
- Promote coordination and cooperation among public and private sector participants.
- Coordinate inter- and intra-governmental emergency management activities, services, and programs, and maintain a liaison with Federal, State, and Local emergency management agencies.



- Provide fire and rescue services to protect life and property, ensure fire protection, respond to emergency medical, search and rescue, and use skilled volunteers to support full-time personnel.
- Provide law enforcement services to protect life and property; ensure the management, operation and control of police; execute traffic control procedures; establish and maintain open routes for evacuation and response efforts; control re-entry to affected areas; facilitate a smooth transition when activating the EOC; and use skilled volunteers to support full-time personnel.
- Ensure adequate health and medical services by coordinating first aid, emergency hospital systems, ambulances, casualty services, resource distribution and collection, and blood supplies.
- Provide laboratory services, mortuary services, and nutrition services.
- Maintain and restore water sanitation, medical records handling, coordinate medical service administration, and the utilization of health care personnel.
- Assist the registration, transportation, and sheltering of the medically dependent or vulnerable, as well as assist in damage assessments during recovery.
- Coordinate with the American Red Cross and other private organizations in identifying, establishing, and operating emergency shelter facilities to house, feed, clothe, and identify individuals requiring medical attention. Additionally, assist Federal and State officials in the preparation and operation of Disaster Recovery Centers, and preliminary damage assessments.
- Maintain and repair safe water operations by coordinating with Public Works and JEA to maintain the safe disposal of wastewater and sanitation operations; assist in clearing debris; evaluate, repair and construct essential facilities; submit timely damage assessment reports; as well as maintain the distribution of supplies, tools, and expertise to facilitate safe operations.
- Coordinate with JEA for debris removal to access water and wastewater treatment plants.
- Work with Public Works to evaluate damage and coordinate repairs to roadways, drainage systems, and submit timely damage assessments reports.
- Coordinate Emergency Road Access Teams (ERAT) activities.
- Coordinate electrical requirements during the emergency and assist damage repair assessments.
- Initiate and coordinate the activation of the EOC.
- Assist requesting State assistance or emergency-related mutual aid assistance upon declaration of a State of Emergency.
- Coordinate evacuations throughout the County, and clients on the special medical needs registry.
- Coordinate damage assessments during the recovery phase.
- Perform additional functional requirements determined necessary by the Mayor for responding to or restoring normal conditions in the County.



EOC Staff

The EOC Staff works within the Operations Group to perform responsibilities outlined within the ICS Structure. The ICS Sections are Command, Planning, Logistics, Operations, and Finance, where an Investigations and Intelligence section may be added to the general staff, if deemed necessary. The positions are staffed by members of city agencies whose roles are dependent upon their section assignment. Some incidents may involve private individuals, companies, or non-governmental organizations placed as members of the appropriate section. Members are responsible for managing tactical operations reducing immediate hazards, protecting life and property, establishing situation control, and restoring normal conditions. The EOC Staff shall report to the EOC within one hour of being notified of EOC activation; **Figure 9: Emergency Preparedness Organizational Chart** displays the various sections, branches, groups, and units that may be staffed by members of staff during 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 incident response elements, led by the Operations Section Chief. The IAP objectives are implemented by the Operations Section and additional resources are requested as needed. Each branch plan outlines the roles and responsibilities of that 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, including:

- 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 inform operational decision-making. This section is also responsible for facilitating the incident action planning process and developing the IAP, Recovery Plans, After Action Reports, ensuring that safety and preliminary damage assessment information is compiled, assembled, and reported in an expeditious manner, and recording of the entire response effort in detail and preservation of records during and after a disaster. Unit plans outline roles and responsibilities, divided into the below units that can be activated as needed:

- Damage Assessment Unit
- Documentation Unit
- Geographic Information System (GIS) Unit
- Resources Unit
- Situation Unit
- Technical Specialist

The Technical Specialist positions may be activated within the Planning Section based on the needs of the incident. Technical Specialists are subject matter experts that are specially certified in their respective fields. They may serve in the ICS Structure and normally perform the same responsibilities as their primary job duties. If deemed necessary, they report directly to the Planning Section Chief or the Incident Commander as requested. Some examples of technical specialists 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 for providing facilities in support of incident response efforts. Tracking the status of resource requests is the responsibility 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 resource supplier 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 required logistical services to response support facilities.
- 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 is established when incident specific finance and administrative support services are required, under the Finance and Administration Section Chief. A major responsibility is to track and report the accrued cost for the incident to Incident Command. This section works closely with the Planning and Logistics Sections to ensure operation records are reconciled with financial documents. Each branch plan outlines the roles and responsibilities. This section is responsible for:

- Provides 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 costs is maintained during both the response and recovery phases. 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 compensation for injury and claims related to 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
- Cost Unit
- Procurement Unit
- Time Unit

Investigations and Intelligence

The Investigations and Intelligence section may be implemented as a General Staff Section equivalent to other Sections, or implemented as a unit within Command, Planning, or Operations. The Investigations and Intelligence mission is to ensure operation activities are 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 comprehensive investigation to identify, apprehend, and prosecute 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 specific mission groups. One or more of the following may be created with a Group Supervisor assigned to 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

This **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 the same as the group or unit; therefore, skills to respond to a disaster can be immediately transitioned from daily agency business.

The lead agency is responsible for coordinating assisting agencies to ensure missions are accomplished and resources are maximized. Leading agency staff must fulfill both administrative and operational responsibilities for proper coordination among all assisting agencies. The operational responsibilities of each 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 to serve as the ECO with decision making authority 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 and communication with all assisting agency points of contacts to support mission assignments, make necessary notifications, and activate assisting agencies as needed.
- Maintain a listing of all available resources.
- Develop, maintain, and review assisting agency plans and position checklists to allow for efficient and effective implementation of the group or unit mission.
- Prioritize missions based on life safety and property protection in coordination with the EOC and in accordance with the IAP.
- Once Local resource capabilities are exhausted, coordinate mutual aid and vendor resource needs to requesting parties in the City, following proper resource request procedures. Documentation will be maintained for operational accountability and for purposes of financial reimbursement.
- Coordinate provisions for all mutual aid resources to the requesting parties outside the City in accordance with resource request procedures and available assets.
- Documentation shall be maintained for operational accountability and 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 agencies.
- 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 (ESF)

Some Federal or State support from outside the COJ may use ESFs as the structure for coordinating response to an incident. ESFs consolidate multiple agencies with similar functions into a single unit to allow for collaborative support. ICS provides flexibility to assign ESF and other stakeholder resources according to capabilities, tasking, and requirements to augment and ensure the appropriate planning and execution of the mission is accomplished. Table 6: Emergency Support Function to Incident Command System Crosswalk is a guide for identifying the State of Florida ESF functions to the comparable ICS structure utilized by the COJ.

Table 7: Emergency Support Function to Incident Command System 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 Casualty 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 Casualty 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



CITY OF JACKSONVILLE, FLORIDA
 COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

ESF #	ESF Name	Associated ICS Branch or Unit	Associated Plans
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 (SAR)	Fire Branch EMS Branch Law Enforcement Branch	Mass Causality HSP SAR Plan
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 role of Lead and Assisting Agencies as well as the plans executed under Lead Agency’s leadership within the COJ Emergency Preparedness Organization . 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 Branch’s support agencies are responsible for infrastructure restoration and public transportation systems maintenance; traffic management and restrictions; evacuations; transportation assets identification and coordination; and damage and impact assessments. Supporting agencies include COJ EPD, Parks, Recreation, and Community Services, Senior Services, and JSO, as well as Florida DOT, private partners and vendors. They are responsible for executing the COJ **Transportation Plan**, **Traffic Management Plan** and **Evacuation Plan**.



Communications

The Lead Agency for Communications is the COJ ITD. The ECO or their designee serves as the Telecommunications Branch Director and Communications Unit Leader. Communications responsibilities include planning, providing, organizing, and maintaining essential incident communications for the EOC, city agencies, and outside relief and assistance sources. Communications also supplies and deploys communications equipment and ensures secure and effective modes of communication. Supporting agencies like the Amateur Radio Emergency Service, 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 COJ Public Works Department is the Lead Agency who designates the Public Works Branch Director and Facilities Unit Leader. Support agencies are responsible for infrastructure protection; emergency repair and restoration; engineering services; construction management; and emergency life-saving and life-sustaining contractor support services. They are supported by the COJ Parks, Recreation, and Community Services Department and the 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. Supporting agencies are responsible for providing operational or logistical support for firefighting operations. Due to the COJ's diverse topography, firefighting operations include wildland, rural, and urban operations that are supported by Police Departments from Jacksonville, Neptune Beach, Atlantic Beach, and Jacksonville Beach. The Fire Branch is responsible for executing parts of the COJ - Emergency Preparedness - Incident Command Plan and filling the role of incident Safety Officer. The **Fire Branch Plan**, **SAR Plan**, and **Emergency Road Access Team (ERAT) Plan** are executed by the Fire Branch support agencies.

Information and Planning

The Lead Agency responsible for Information and Planning is the EPD. Supporting agencies include JSO, JFRD, COJ ITD, Geographic Information System (GIS) Section, and the National Weather Service. The Planning Section is responsible for the IAP, **Planning Section Plan**, **Resource Management Plan**, and the **Damage Assessment Plan**. This 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.

Health and Medical

The Florida Department of Health in Duval County is the Lead Agency who staffs the Health and Medical Branch Director Position. Health and Medical is responsible for the overall COJ public health disaster assistance including mental health services and mass fatality management. 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 Lead Agency is supported by the First Coast Disaster Council, Florida Poison Information Center, One-Blood, JFRD, COJ Military Affairs and Veterans Department, COJ Planning and Development Department - Housing and Community Development Division, and the COJ Parks, Recreation and Community Services Department - Disabled Services Division.



Mass Care

The Lead Agency for Mass Care is the EPD, responsible for coordinating immediate shelter, feeding, basic first aid, bulk distribution, and emergency assistance services to survivors. 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 include 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, COJ Parks, Recreation, and Community Services Department - Disabled Services Division, and Senior Services Division, COJ Planning and Development Department - Housing and Community Development Division, JSO, JTA, and The Salvation Army. The Sheltering Branch Director is staffed by the American Red Cross. This Branch is responsible for coordinating the **Shelter Plan**, supported by the Duval County Public Schools, Florida Department of Health in Duval County, JEA, and COJ Animal Care and Protective Services. The COJ Public Library and Parks, Recreation and Community Services Department are the Lead Agencies for the **Bulk Distribution Plan**, 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 that can include facility space, office equipment and supplies, and contracting services. The COJ 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 COJ Finance and Administration Department - Procurement Division is a Supporting Agency. The Ground Support Unit leader is responsible for the **Ground Support Plan** and is led by the COJ Fleet Management Division, supported by JEA, JSO, and JTA. The Fuel Unit is responsible for the **Fuel Management Plan** that ensures fuel distribution is coordinated, received, tracked, and stored during an incident. The COJ Fleet Management Division is the Lead Agency staffing the Fuel Unit Leader position, assisted by the COJ EPD and JSO.

Search and Rescue (SAR)

The **SAR 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 COJ EPD, Public Works Department, Neighborhoods Department - Environmental Quality Division, JSO, U.S. Coast Guard Sector Jacksonville, and JEA. The **Hazmat Plan** and **Radiological Plan** are executed by these agencies.



Food and Water

The COJ Office of Sports & Entertainment is the Lead Agency for Food and Water. The **Food Management Plan** includes the Food Unit responsible for determining and supplying food needs for EOC Staff during 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. The Food Unit Leader is the Sports & Entertainment ECO, or a designee, supported by the American Red Cross, Nourishment Network Lutheran Social Services, The Salvation Army, Southern Baptist Convention Disaster Relief, Feeding Northeast Florida, as well as the COJ EPD, Procurement Division, and Fleet Management Division.

Utilities

JEA is the Lead Agency for Utilities and is responsible for staffing the Utilities Branch Director position with the JEA ECO or designee. This Branch is responsible for emergency infrastructure assessment, repair and restoration, energy forecast, and energy industry utility coordination. The COJ 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 COJ Military Affairs and Veterans Department, Navy Region Southeast, U.S. Coast Guard Sector Jacksonville, U.S. Marine Corps Blount Island, Florida National Guard, and the Florida Air National Guard 125th Fighter Wing are supporting agencies as outlined in the COJ - Emergency Preparedness - **Incident Command Plan**.

Public Information

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

Volunteers and Donations

Volunteers and Donations are managed separately in the COJ. The 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 Employee Services Department. Supporting agencies include the EPD, JTA, JSO, and Hands-On Jacksonville. The Lead Agency for the **Donations Management Plan** is the EPD, who staffs the Donations Management Unit Leader and is assisted by the Finance and Administration Department.

Law Enforcement

The Law Enforcement Branch is led by JSO. The JSO ECO or designee will serve as the Law Enforcement Branch Director, responsible for implementing 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 COJ Animal Care and Protective Services Division is the Lead Agency for animal related issues during an incident. The Lead Agency staffs the Animal Issues Branch Director position and is responsible for implementing 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, COJ 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 Executive Group serves as the Recovery Task Force. The Corporate Recovery Branch Director position is staffed by the COJ Office of Economic Development, who works closely with governmental and non-governmental stakeholders to meet community needs. 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 Community Organizations Active in Disasters (COAD)

The Duval COAD is an unincorporated coalition of over 40 government agencies, nonprofits, and businesses that have signed a member registration and a 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 culture of appreciation for all-hazard risks and commitment to resiliency through preparation, mitigation and community connections. 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 preparations 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 full activations:

- Food Service operations to provide 4 meals a day for approximately 125 to 150 personnel per shift (Day and Night); 4 meals for the 24-hour operational period 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 EOC and Alternate EOC during full activations:

- Expand temporary workstations to support State and Federal partners (incident dependent).
- Security operations to confirm that all personnel entering the Operations Center are authorized.
- Coordinate additional parking for the increased personnel assigned and reporting to the EOC.
- Increase Wi-Fi hotspot bandwidth to support multiple devices for each staff member that responds and reports for duty at the EOC.
- Deployment and setup of workstations for staff, 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 incident financial management and establishing procedures and policy is the COJ Finance and Administration Department. This Section's roles and responsibilities include all financial, administrative, and cost analysis aspects of an incident, as outlined in the **COJ Finance and Administration Plan**. Roles also include the documentation and reimbursement procedures for Public Assistance per the Florida PA.org website. Divisions that continue their daily-to-day responsibilities during all phases of a disaster including Accounting, Budget, Procurement, Risk Management, and Treasury. Staff members follow established procedures and guidelines to implement the **Finance and Administration Plan**, which is supplemented by supporting agencies. Supporting agencies may include JFRD, EPD, and JSO, as well as Finance Departments from Jacksonville Beach, Neptune Beach, Atlantic Beach and the Town of Baldwin. Supporting agencies staff positions in the EOC as part of the EOC Preparedness Organization, as needed.

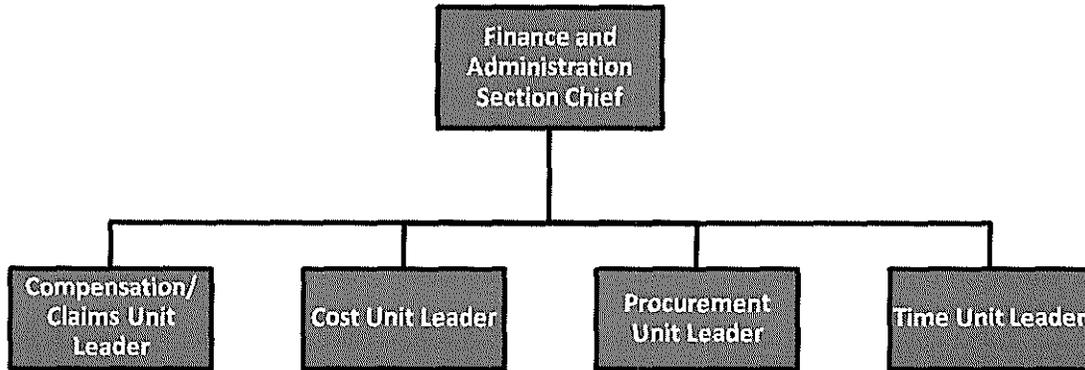
Jurisdictions are responsible for managing their day-to-day finances including grant management. However, due to the reorganization that occurs during an incident with the activation of the EOC, the COJ may incorporate data and documentation from other Finance Sections. The COJ Finance and Administration Department is responsible for guiding and recommending training for finance departments, organizations, and agency financial management including FEMA courses hosted by EPD. The Finance and Administration Section is established according to Figure 16: Finance and Administration Section Organizational Chart, with the COJ Chief Financial Officer assuming the responsibilities of the Finance and Administration Section Chief. The Section Chief assumes financial management during the disaster and has the City authority to enter into new funding agreements with other legal entities.

All departments and organizations that participate in an incident are responsible for tracking personnel time and equipment used to ensure reimbursement following the incident, according to FEMA guidelines. They 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 after an incident and



are established according to Chapter 126.207 of the Procurement Code. Any new funding agreements are reviewed by the Mayor's Budget Review Committee, City Council, and approved by the Mayor.

Figure 14: Finance and Administration Section Organizational Chart



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 COJ used resources pursuant to a mutual aid agreement, the 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 COJ 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: 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 EMPA 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: 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.
- Flood Mitigation Assistance Grant Program: The Flood Mitigation Assistance Grant Program 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: 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

This CEMP is a living document that adapts to changes in policy, priorities, and needs, updated as needed in compliance with the COJ EPD’s Emergency Management Planning review policy, or State and Federal guidelines. The authority for changing this Plan is delegated to the Planning and Mitigation Supervisor, who is responsible for revision coordination with affected agencies; after consensus they can changes to this plan. The EPD Planning and Mitigation Supervisor is responsible for the development and maintenance of this CEMP, as well as ensuring necessary revisions are prepared, coordinated, published, and distributed.

The 2025 publication of the CEMP shall be effective for 4 years, updated every 2 years, and reviewed or revised as needed. The next CEMP update should be published around July 2029, with formal approval being executed by the EPD Director/Division Chief no later than August 2025. The following process is used so this CEMP document is evaluated every 12 months, or after the occurrence of an incident or exercise. A Record of Changes is used to record all published changes in Table 7: Record of Revisions and Changes below.

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
February 2025	Completed update of plan	A. Chambers

All major changes will be routed to plan holders within 90 days of the promulgation of the change.

All other plans are reviewed every 36 months or following an activation requiring CEMP use, an exercise, new research or materials that significantly alter or improve the plan processes, or at the discretion of the EPD Chief. In the event any of these triggering events has occurred, the performance of relevant plans will be evaluated, and the Planning and Mitigation Supervisor is authorized to make reasonable revisions.



REFERENCES AND DISTRIBUTION

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

HAZARD SPECIFIC PLANS (HSP)

- 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
- Tactical Interoperable Communications Plan
- Communications Plan
 - Alert and Warning Annex
- Fuel Management Plan
- Ground Support Plan

Support Branch

- County Staging Area Plan
- Donations Management Plan
- Facilities Management Plan
- Mutual Aid Reception Point 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
- Shelter Plan,
 - Special Medical Needs Sheltering Annex
 - Pet Friendly Sheltering Annex
- Medical Countermeasures Plan
- Reduced Hospital Service Plan

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, 2025
- 2021 Regional Evacuation Study
- City of Jacksonville 2045 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
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
CEMP	Comprehensive Emergency Management Plan
COAD	Community Organizations Active in Disasters
COJ	City of Jacksonville
COOP	Continuity of Operations Plans
CPAC	Citizen Planning Advisory Councils
ECO	Emergency Coordinating Officer
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EPD	Emergency Preparedness Division
ESF	Emergency Support Functions
FDEM	Florida Division of Emergency Management
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HSEEP	Homeland Security Exercise Evaluation Program
HSP	Hazard Specific Plans
IAP	Incident Action Plan
ICS	Incident Command System
ITD	Information Technology Division
JAA	Jacksonville Aviation Authority
JAXPORT	Jacksonville Port Authority
JFRD	Jacksonville Fire and Rescue Department
JSO	Jacksonville Sheriff's Office
JTA	Jacksonville Transportation Authority
LMS	Local Mitigation Strategy
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
PIO	Public Information Officer
SAR	Search and Rescue
SEPPC	Security and Emergency Preparedness Planning Council
SMAA	Statewide Mutual Aid Agreement
SOP	Standard Operating Procedures



DEFINITIONS

Amateur Radio Emergency Services (ARES): Emergency-communications organization consisting of licensed amateurs who have voluntarily registered their qualifications and equipment.

Citizen Corps Grant: Funds to promote volunteer service activities that support homeland security and community safety.

Comprehensive Emergency Management Plan (CEMP): Describes the responsibilities and capabilities of agencies and organizations working to prevent, protect against, mitigate, respond to, and recover from emergencies and disasters.

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.

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.

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

Emergency Operations Center (EOC): The protected site from which State and Local civil government officials coordinate, monitor, and direct emergency response activities during an emergency.

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.

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.

Geographic Information System (GIS): Integrated computer hardware and software that store, manage, analyze, edit, calculate, and visualize geographic data.

Hazard Analysis Grant: Funds from the State to identify and conduct on-site evaluation of facilities in the community housing hazardous materials.

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.

Hazard Specific Plans (HSP): Provides the planning and operations guidance for all hazards preparation, recovery, and response in the City of Jacksonville.

Incident Action Plan (IAP): Plans for an operational period that provide supervisors with direct incident actions to achieve objectives that are measurable and achievable, organized by standardized ICS forms that allow for accurate and precise documentation of an incident.

Incident Command System (ICS): A standardized organizational structure used to command, control, and coordinate the use of resources and personnel that have responded to the scene of an emergency.



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 2024.

Mutual Aid Agreement (MAA): A voluntary cooperation agreement, in writing, or a requested operational assistance agreement, in writing, between two or more agencies that permits voluntary cooperation and assistance, of a routine enforcement nature across jurisdictional lines.

Organization-specific Standard Operating Procedures (SOP): Step-by-step instructions compiled by an organization to help workers carry out complex operations during emergencies.

Position Specific Checklists (PSL): Checklists the EOC's Command and General Staff sections and branches uses to run Response and Recovery operations.

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).

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

Public Information Officer (PIO): A Federal, State, or Local government official responsible for preparing and coordinating the dissemination of emergency public information.

Search and Rescue (SAR): A type of technical rescue operation that involves the location, extrication, and initial medical stabilization of victims due to natural disasters, terrorism, or accidents.

Standard Operating Guides (SOG): How-to guides for operational processes or procedures that may not be directly related to emergency response.

Standard Operating Procedures (SOP): A set of instructions constituting a directive, covering operational features in a definite, step-by-step process of accomplishment.

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.

WebEOC: A cloud-based platform designed to help agencies and organizations maintain a common operating picture during critical events while simultaneously delivering powerful data and process workflows that can be used to expedite or automate routine tasks.



ATTACHMENT 1: DRAFT RESOLUTION AND PROMULGATION LETTER.

Promulgation

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 COJ Ordinance Code. The EPD Chief 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.

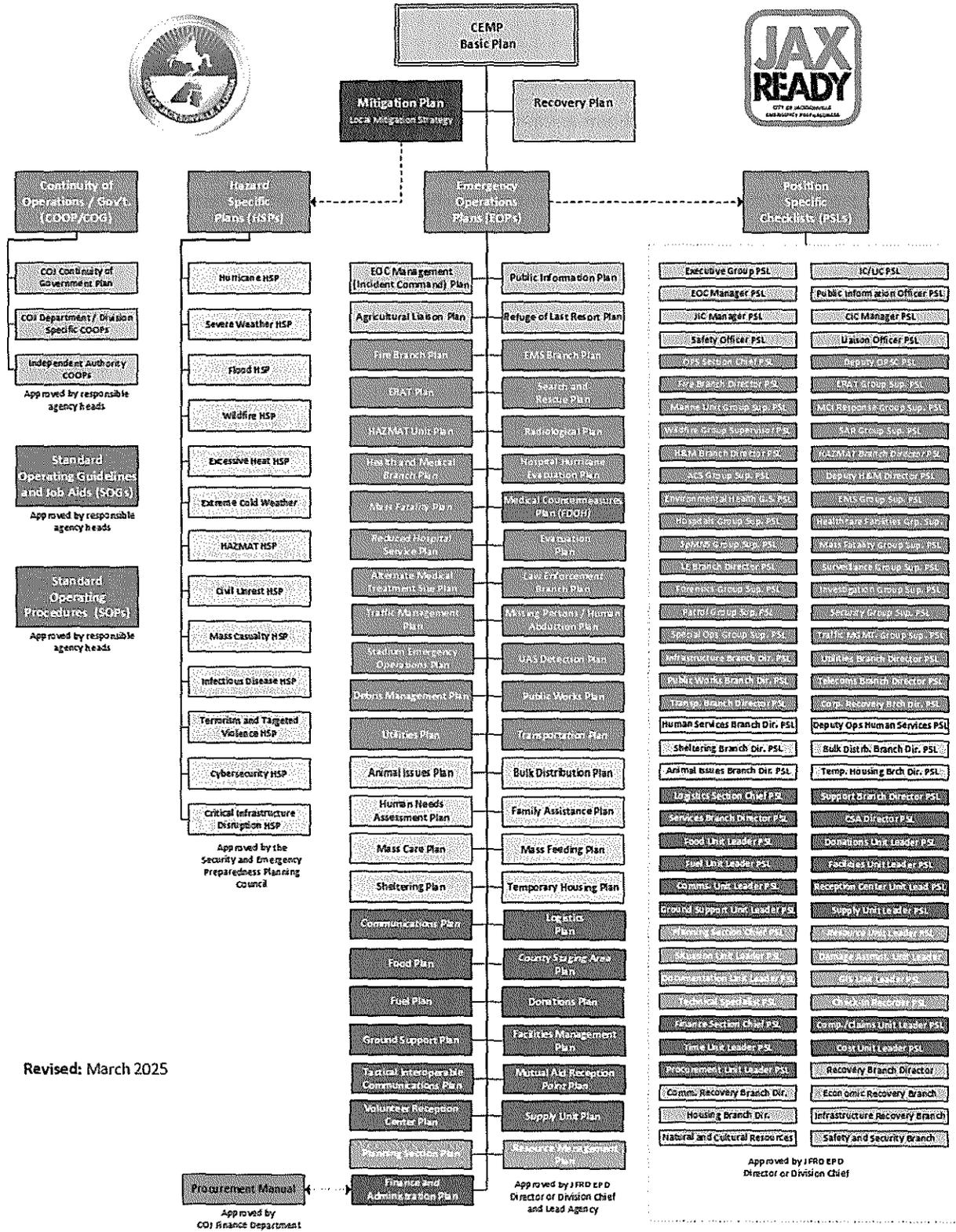
The Basic Plan, Recovery Annex, and Mitigation Annex demonstrate the City of Jacksonville's Emergency Preparedness Program as described in basic strategies, assumptions, operational objectives, and mechanisms through which resources will be mobilized and activities conducted in prevention, preparedness, 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, exercise, and revise this plan 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, EPD. 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 2026-____. Approval constitutes the adoption of this plan, and it becomes effective upon my final signature.

Donna Deegan
Mayor, City of Jacksonville



ATTACHMENT 2: EMERGENCY PLANS ORGANIZATIONAL STRUCTURE





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