



# CITY OF NEPTUNE BEACH FLORIDA



## MUNICIPAL COMPREHENSIVE EMERGENCY MANAGEMENT PLAN “MCEMP”

Prepared by the  
Neptune Beach  
City Manager’s Office

City of Neptune Beach, Florida  
Municipal Comprehensive Emergency Management Plan

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**PROMULGATION LETTER**

Our citizens rely on government to respond with needed assistance whenever a local disaster strikes. The role of each city department and each employee is to assist the city in minimizing the impact of a disaster.

As Mayor, I am charged with the responsibility to declare a state of emergency when disaster strikes. In addition, prior to and during a disaster such as a hurricane, I am responsible for acting as the liaison for the City of Neptune Beach with the City of Jacksonville/Duval County as a member of the Security and Emergency Preparedness Planning Council (SEPPC). The task of protecting the city and restoring critical infrastructure and services is impossible without a workable plan. I fully endorse this plan as the framework and guide for the preparedness, response, recovery, and mitigation of a local disaster.

It is my sincere hope that we will never have to use this comprehensive plan, but as history has proven disasters can occur at any time. I charge each city employee and department to be prepared, to periodically review this plan, and to take this responsibility seriously. I have every confidence that, if needed, each city employee will respond as a true professional and as a city we will do the best we can for our citizens.

  
Elaine Brown, Mayor

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**MCEMP DISTRIBUTION LIST (22)**

**City Manager**  
**Mayor**  
**Vice Mayor**  
**City Council (3)**  
**City Clerk**  
**City Attorney**  
**Chief of Police**  
**Police Commander (2)**  
**Police Sergeant (2)**  
**Deputy City Manager**  
**Public Services Director**  
**Public Services Deputy Director**  
**City Engineer**  
**Safety Officer**  
**Building Official**  
**Chief Financial Officer**  
**Information Technology Manager**  
**Assistant to the City Manager**  
**Duval County Emergency Management Director**

**Note:** The Municipal Comprehensive Emergency Management Plan (MCEMP) can be found on the City's Internet site, <https://ci.neptune-beach.fl.us/>.

**MUNICIPAL COMPREHENSIVE EMERGENCY MANAGEMENT PLAN  
For the City of Neptune Beach, Florida**

**BASIC PLAN**

**I. INTRODUCTION**

The City of Neptune Beach is vulnerable to a variety of hazards that may threaten our population, businesses, and environment. This Municipal Comprehensive Emergency Management Plan (MCEMP) establishes the framework, guidelines, management structure and resources available to ensure the City of Neptune Beach is prepared to deal with these hazards and emergencies. The emergency management structure in Florida is guided by Florida Statute Chapter 252 which utilizes an organizational structure with four levels of intervention (local, county, state, and federal). The lowest level of government (in this case the city) shall have the initial responsibility for disaster response and relief, attempting to mitigate the hazard. Requests for assistance from the next level of government will be made when the magnitude of the disaster exceeds local resources.

An emergency plan examines potential emergencies and disasters based on the risks posed by likely hazards, develops and implements programs aimed toward reducing the impact of these events on a community, prepares for risks that cannot be eliminated, prescribes the actions required to deal with the consequences, and incorporates the National Incident Management System (NIMS) in managing and mitigating the emergency.

The MCEMP for Neptune Beach is an all hazard plan that is intended to conform to Duval County's Comprehensive Emergency Management Plan as well as the State of Florida and Federal Response Plans. This plan emphasizes action within the four phases of the Emergency Management cycle: Preparedness, Response, Recovery, and Mitigation.

The MCEMP is divided into the Basic Plan with seven sub sections and three annexes including Communications, Mass Care, and Debris Management. There are four appendices with additional guidelines for Hurricanes and Severe Weather, Hazardous Materials, Terrorism, and Pandemic Influenza. The following describes each section.

- **The Basic Plan** outlines the general purpose, scope and methodology of the MCEMP, provides a hazard analysis of potential risks as well as provides geographic, demographic, and economic information related to the community. The plan also outlines the concept of operations including preparedness activities, responsibilities, organization and incident management structures, response, communications, resource management, recovery functions and both pre/post mitigation activities. In addition, the plan covers financial responsibilities, references and authorities.
- **Annex I. Communications-** This annex outlines the communication systems that are used by the City of Neptune Beach daily and during a disaster.

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This communication system includes the 800 MHz radio system used for normal radio communications, back-up systems, alternate methods for communications, and methods to alert the public. Included are also procedures for radio use, potential problem areas, and other agencies that may be used for communication support during a disaster.

- **Annex II. Mass Care** - This annex addresses several issues and responsibilities that may need to be addressed and implemented prior to, during, and post disaster such as; communications, evacuation, sheltering, special needs, food, water, first aid and welfare information, and other mass care assistance.
- **Annex III. Debris Management**- This annex addresses most aspects of debris management and focuses on how to adequately manage debris removal following a disaster as well as basic requirements for reimbursement.
- **Appendices I. Hurricane and Severe Weather**- This appendix outlines general hurricane and associated severe weather, their potential for damage, and guidelines for city government to effectively manage an incident. Included are general operating guidelines from a preparedness phase through the recovery phase.
- **Appendices II. Hazardous Materials**- This appendix identifies types of hazardous materials and outlines basic guidelines and available resources used in managing an incident.
- **Appendices III. Terrorism**- This appendix defines terrorism, identifies the different types and methods of terrorism used, defines the alert levels, and identifies methods for handling these types of incidents. In many cases these types of incidents will be managed as a hazardous material incident, however many local and federal agencies will become involved.
- **Appendices IV. Pandemic Influenza**- This appendix identifies a pandemic epidemic and outlines the general guidelines and resources needed in mitigation.

The MCEMP is both a planning and an operations-based document that provides guidance for all aspects of emergency management including preparedness, mitigation functions, evacuation procedures, emergency response activities, public information, resource management, mutual aid, damage assessment, and recovery operations.

**A. Purpose**

The MCEMP for Neptune Beach establishes a framework for an effective system of comprehensive emergency operations and management for:

- Reducing the loss of life, injury, and property damage and loss from the natural or man-made emergencies.

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- Preparing for prompt and efficient response activities to protect lives and property impacted by emergencies.
- Responding to emergencies with the effective use of all relevant plans and appropriate resources.
- Providing for the rapid and orderly implementation of recovery operations.
- Assisting in awareness, education, prevention, and mitigation of emergencies.

**B. Scope**

The MCEMP establishes the basic policies and strategies for a comprehensive all-hazard program for the City of Neptune Beach that works in conjunction with local resources, the Duval County Comprehensive Emergency Management Plan (DCCEMP), and the State of Florida Comprehensive Emergency Management Plan.

1. The following are the priorities of the MCEMP.
  - Protection of citizens.
  - Preservation and protection of property.
  - Providing for the needs of survivors.
  - Preserving or restoring government.
  - Restoring essential services.
  - Providing public information.
2. The plan is applicable to minor, major, or catastrophic disasters. It is flexible and expandable depending on the emergency. Any part or section of the plan may be used separately if required by the situation.
3. The plan establishes the procedures to coordinate with local, regional, state, and federal emergency management agencies, organizations, and programs.
4. The plan utilizes the National Incident Management System (NIMS) that provides for a standardized incident management system for managing emergencies that is flexible enough to apply to all phases of an incident regardless of the size, location, or complexity.
5. The plan brings local, county, state, and federal resources together in a unified approach to disaster management.
6. The plan establishes an effective format for emergency management by identifying the hazards within the city, determining the vulnerability to various types of hazards, and addressing the hazards so appropriate preparedness, mitigation, and planning steps can be made.
7. This plan addresses the four phases of emergency management.
  - **Preparedness-** Preparedness is any action taken in advance of an emergency to develop, support, and enhance the operational capabilities and to facilitate an effective and efficient response and recovery to an emergency. Community hazards and needs should be identified and addressed prior to an emergency. Preparedness includes plans, preparations, and training of personnel, businesses and citizens prior to an event to save lives and property.
  - **Response-** Response is any action taken immediately before, during, or after an emergency to reduce casualties, save lives, minimize damage to property, and enhance the effectiveness and speed of

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recovery. The response phase includes conducting emergency operations by acting to reduce the hazard to acceptable levels (or eliminate it entirely), and to coordinate resources in managing the emergency.

- **Recovery-** Short-term recovery is any action taken to return vital functions and critical infrastructure to a minimum operating standard. Long-term recovery includes restoring life to a normal or improved state. Activities are initiated to assess damages, needs, and available resources and coordinate relief efforts. Included is the rebuilding of communities and the restoration of services so that individuals, businesses, and government can function on their own, return to normal life, and protect against future hazards.
- **Mitigation-** Mitigation is any activity or action taken to eliminate or reduce the degree of long-term risk to human life and property from natural, technological, and human-caused hazards or disasters. This phase involves identifying preventive and/or corrective measures to reduce injury or loss of life and property damage from disasters. This phase should be considered before a disaster occurs and coordinated with the Local Mitigation Strategy.

### C. Methodology

1. This comprehensive all hazard plan was developed in conjunction with the Duval County Comprehensive Emergency Management Plan (DCCEMP), the State of Florida Comprehensive Emergency Plan, the National Response Plan, the Department of Homeland Security, the National Incident Management System (NIMS), and the City of Neptune Beach operational guidelines.
2. The Neptune Beach Chief of Police is the Emergency Management Coordinator and is responsible for maintaining this plan.
3. All City departments are to have plans that support the MCEMP.
4. Each department is responsible to ensure that all employees are familiar with the contents and responsibilities of this plan.
5. Suggestions for changes to the plan by departments must be submitted to the Chief of Police and approved by the City Manager by April 1<sup>st</sup> of each year.
6. An electronic copy is available on the City of Neptune Beach's Internet Site, <https://ci.neptune-beach.fl.us/>.
7. A MCEMP distribution list can be found in the front of this document.

## II. SITUATION

This section of the MCEMP analyzes the hazard potential, geographic characteristics, economic profiles, and demographics of the City of Neptune Beach, Florida.

**A. Hazards Analysis**

This section outlines the man-made and natural hazards that can cause severe damage to the City of Neptune Beach.

1. **Hurricanes/Severe Weather:** As a general hazard, hurricanes (tropical cyclones) and related weather have historically caused extensive damage in the State of Florida from wind, flooding, storm surge, and tornadoes. On average, there are six (6) Atlantic hurricanes each year. A hurricane (winds more than 74 MPH) or tropical storm (winds in excess 39 MPH) usually has a regional impact affecting thousands of lives and causing considerable damage to homes, businesses, property, utilities and infrastructure, and a significant economic impact on communities and their residents. A large amount of resources, time, and financial support are required to evacuate, stabilize, and restore an area after a major storm. The following are weather related hazards that may be related to a hurricane, tropical storm, or other weather-related hazards:

- **Wind-** Wind ranks second behind storm surge, among the lethal components of a hurricane destructive force, yet affects far more people due to the regional impact. High winds will impact inland as well as coastal areas causing problems; such as structural failure, damage from wind blown debris, transportation and evacuation issues, and other related problems. Hurricane force winds are those more than 74 MPH with gusts to over 200 MPH. Gale force winds can extend up to 200 miles on the front side of a storm. Plans must be made for hazards from fallen trees, blocked roadways, power outages, debris, and citizen welfare living in structures (mobile homes) not suitable or rated for strong winds.
- **Flooding-** Flooding may be due to thunderstorms passing through the area dropping a considerable amount of rain or related to heavy rains from a slow moving tropical storm or hurricane. Several areas in the city may be prone to flash flooding due to low land elevations and proximity to the ocean. During tropical storms and hurricanes, the area from 3<sup>rd</sup> Street to the Atlantic Ocean is prone to flooding due to heavy surf conditions and storm surge. The entire barrier island is in a flood zone and may need to be evacuated before a hurricane, due to the flood hazards. During the time it takes a storm to pass, an average of 5-10 inches of rain may fall. Nationally, flash floods are the number one cause of weather related deaths.
- **Storm Surge-** Storm surge is considered the most destructive of the forces related to hurricanes and could present a major hazard in NE Florida coastal communities from the force and associated flooding. Storm surge is the result of wind driven water impacting the continental shelf and building up large waves of water reaching heights up to 15-20 feet as it reaches the coast. Severe damage to any structure in the path can be expected as well as extensive beach erosion. Storm surge will also influence the Intracoastal Waterway and adjoining property, backing up tidal waters and resulting in extremely high tides and possible flooding.
- **Tornadoes-** Tornadoes are described as violent rotating columns of air (100-300 MPH) extending from a thunderstorm to the ground. This type

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of phenomenon will be associated with a thunderstorm or may form during a hurricane. On an average, 800 tornadoes are reported annually in the U.S. Tornadoes can occur anywhere and at any time of the year. While the width of most tornadoes is relatively small (less than 200 feet) violent storms may develop winds to 300 MPH with a diameter of 1 ½ miles. Warning measures for a tornado are limited with hazards related to destructive winds, flying debris, and limited shelters.

- **Lightning-** Lightning is the most dangerous and frequently encountered weather hazard. It is the second most frequent weather hazard killer in the U.S.
2. **Hazardous Material Incidents:** Persons in Neptune Beach may be vulnerable to a variety of hazardous and combustible materials in the event of a spill or release from storage facilities or by air, water, or land transportation. There are several public and private facilities that store and use hazardous materials. There is one fuel station with underground fuel storage, as well as chlorine and other chemicals used for water purifications within the city. Transport vehicles containing thousands of gallons of both Liquid Propane Gas (LPG) and fuels may be transporting or off-loading hazardous materials in the city at any given time. With proximity to two military bases and direct access to the Atlantic Ocean and Intracoastal Waterway, there is a considerable number of marine vessels and aircraft that could create a hazard in the city in the event of a spill, crash, or other accident.
  3. **Freezing/Ice Storms:** These storms producing freezing temperatures and precipitation can cause significant damage due to power outages, disruption of transportation, debris, and property damage due to frozen pipes.
  4. **Utility/Critical Infrastructure Disruption:** The disruption of electricity, water, or sewer for any extended period can have a major impact on the services provided to the citizens. These outages may occur at any time but are usually associated with weather related problems, fires, or other man-made accidents. Power outages could impact communications, electronics, and water and sewer systems, however most critical functions are backed up by generator power in the event of power failure.
  5. **Fires/Explosions:** Major fires or explosions impacting facilities, hazardous materials, transport vehicles, and involving large numbers of people or casualties will create a hazard for the city.
  6. **Terrorism:** Terrorism is the unlawful use or threatened use of force or violence by a group or individual committed to intimidating or coercing a government, citizen population, in furtherance of a political or social objective. The real or threat of destruction from a terrorist may utilize a variety of methods to reap chaos.

Methods may include chemical dispersion such as sarin, attacking or exploding nuclear facilities or radioactive devices, spreading biological

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agents such as anthrax or small pox, or detonating explosive devices such as a pipe or car bomb. Targets may be equipment, vehicles, citizens, public activities, special events, infrastructure, emergency workers, or a host of others. While the City of Neptune Beach is not a high hazard risk, the hazard potential is here. The highest risk to the city is cyber terrorism, which can disrupt and damage the city's computer system.

7. **Earthquake/Tsunamis:** Although the city is not located over a major fault line, the potential could exist for an earthquake and associated structural damage to the city. Earthquakes, landslides, or other seismic activity could also cause a tsunami, which is a giant wave affecting the coast line. Tsunamis normally affect the Pacific Rim region but could impact our coastline.
8. **Civil Disorder:** Riots, looting, mass vandalism, and fires may be caused by a variety of social factors. Civil disorders have a high potential for injuries/death and property damage and require a large amount of resources to manage.
9. **Disease/Pandemic Outbreak:** Diseases such as smallpox or the spread of an unknown virus either caused by an act of terrorism or natural causes could cause a hazard to the public and government operations.
10. **Special Events:** Special events held in the city, due to the high public profile and large crowds, have a high potential for injury/death from accidents, property damage, civil disorder, transportation issues, and a potential site for terrorist activities. These events require many resources and proactive prevention methods.

**B. Geographic/Demographic/Economic Information**

The City of Neptune Beach is in NE Florida on a barrier island in Duval County. The City is bounded on the east by the Atlantic Ocean and on the west by Pablo Creek, a part of the Intracoastal Waterway. Directly to the south lies Jacksonville Beach and to the north is Atlantic Beach.

- The city covers slightly more than 2.25 square miles; however, some of the area, to the west, is salt marsh and wetlands.
- About 7,400 people live in Neptune Beach with additional seasonal and weekend population consistent with an oceanfront city. During special events daily population may increase as much as 4-5 times.
- The city is generally a residential community.
- There is a commercial/entertainment district near the beach and city hall.
- There is light commercial business scattered throughout the city.
- Access to the city from the west is across the Intracoastal Waterway via the bridges at Beach Boulevard, Atlantic Boulevard, Wonderwood Drive or J. Turner Butler Boulevard. Access from the north or south is via A1A.
- Elevation in the city is varied but generally ranges from 8-20 feet, except for the property to the west facing the Intracoastal Waterway.

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- The elevation for this property generally ranges 5-6 feet.
- The elevation figures are based on the MSL (mean sea level), which is an average sea level deducting for tidal fluctuations.
- Neptune Beach is in an evacuation area for Category 1-5 hurricanes. Normal evacuation routes from the beach utilize Atlantic Boulevard and Beach Boulevard.
- Most residents are between the ages of 25-64, with a median age of 40.8.

**C. Emergency Management Support Facilities**

- a. **Police Department Facility** Utilized as local Emergency Operations Center, 200 Lemon Street and may be expanded to the City Hall, at 116 First Street, Neptune Beach
- b. **Law Enforcement and Communications Facilities**  
9-1-1 Communications Center  
200 Lemon Street, Neptune Beach
- c. **Neptune Beach City Hall**  
116 First Street, Neptune Beach
- d. **COJ/Duval County Emergency Operations Center**  
Duval County EOC 4<sup>th</sup> Floor 515 N. Julia Street, Jacksonville, Florida
- e. **State of Florida Emergency Operations Center**  
2555 Shumand Oak Boulevard, Tallahassee, Florida
- f. **Jarboe Park-** Staging area and site to be used for portable buildings if needed  
1200 Third Street, Neptune Beach
- g. **Baptist Medical Center Beaches**  
1350 13<sup>th</sup> Avenue South, Jacksonville Beach
- h. **Point of Distribution (POD) Sites**
  - Public Works Facility/City Yard  
2010 Forest Boulevard, Neptune Beach
  - Neptune Beach Elementary School  
1515 Florida Avenue, Neptune Beach
- i. **Beach Complex**
  - Located at the Jacksonville Beach Operation & Maintenance Facility, 1460 Shetter Avenue, Jacksonville Beach, Florida, or a site west of the Intracoastal as decided on by the beach cities

**III. CONCEPT OF OPERATIONS**

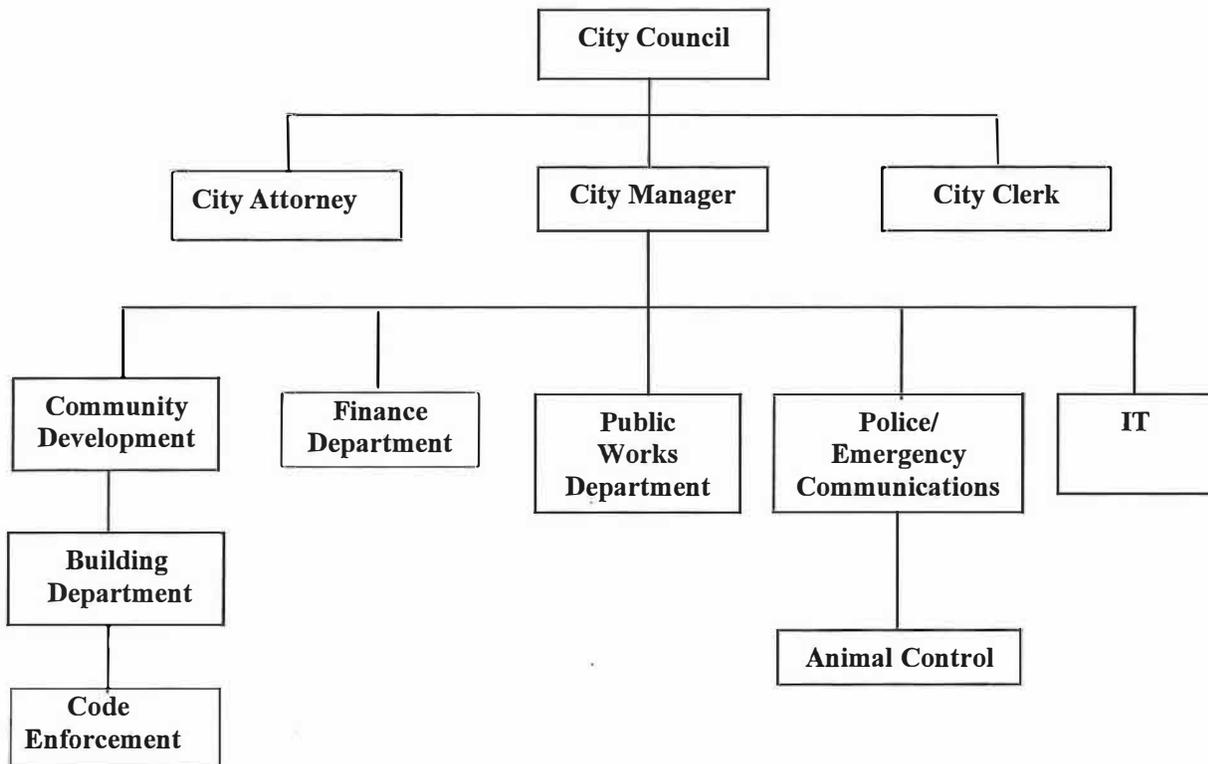
**A. Organization**

The city operates under a council-manager form of government. Policy making and legislative authority are vested in the City Council, which consists of a mayor and four council members. The City Council is responsible for determining policy, passing ordinances, adopting the annual budget, appointing committees, and hiring the City Manager, City Clerk and City Attorney. The City Manager is the Chief Executive Officer for the city and is charged with carrying out the policies of the City Council and managing day-to-day operations.

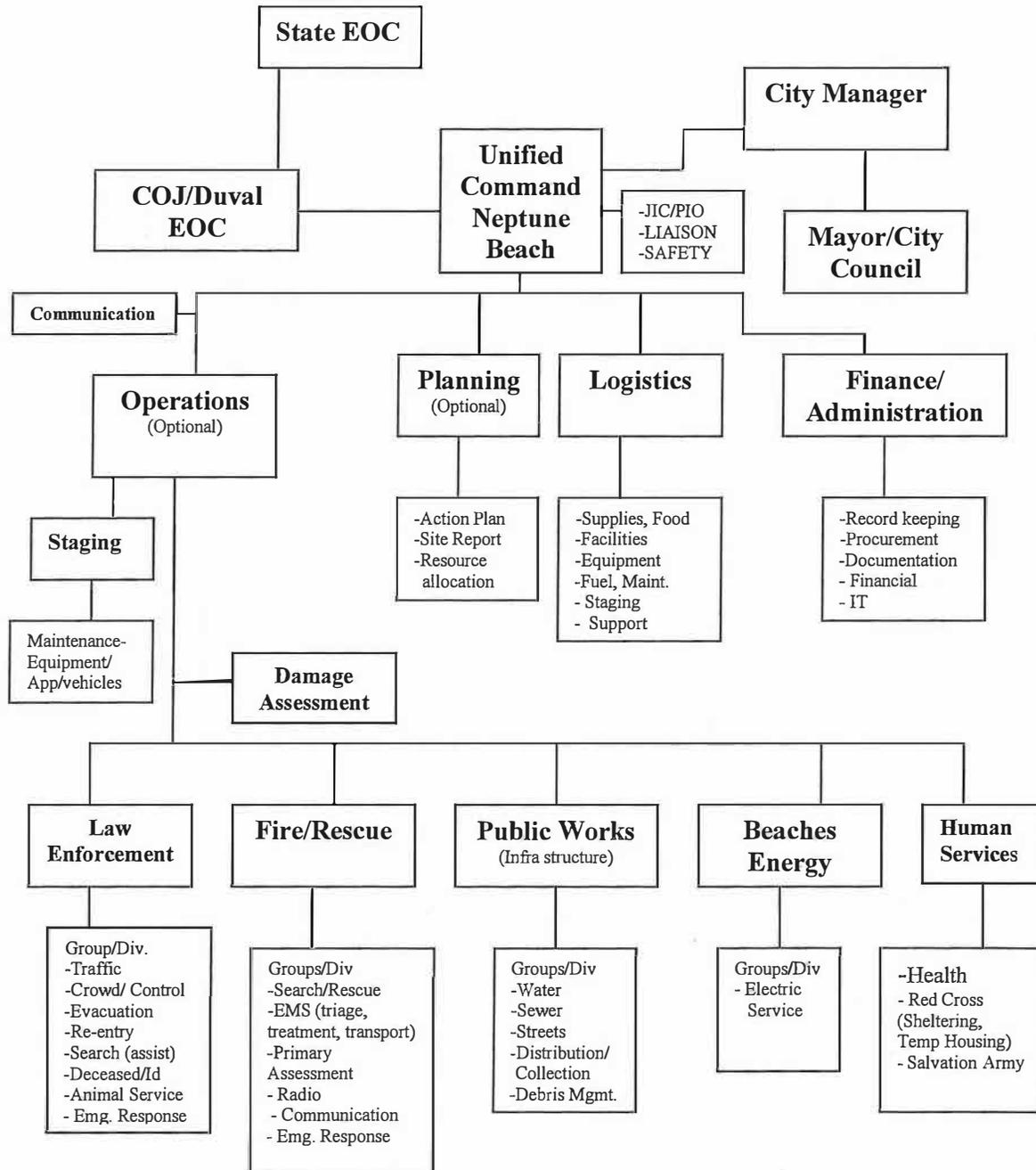
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The day to day management structure and line of authority of the City of Neptune Beach is illustrated by the following organizational chart. Included are organizational charts that are guides to use during a disaster or response phase as well during recovery operations. Command structures follow the National Incident Management System (NIMS). During disaster situations, the City of Neptune Beach will coordinate emergency management activities locally or if needed with COJ/Duval County EOC. During a catastrophic disaster or time of an evacuation of the beaches, a Beaches Complex will be established to coordinate all beach cities with COJ/Duval County EOC.

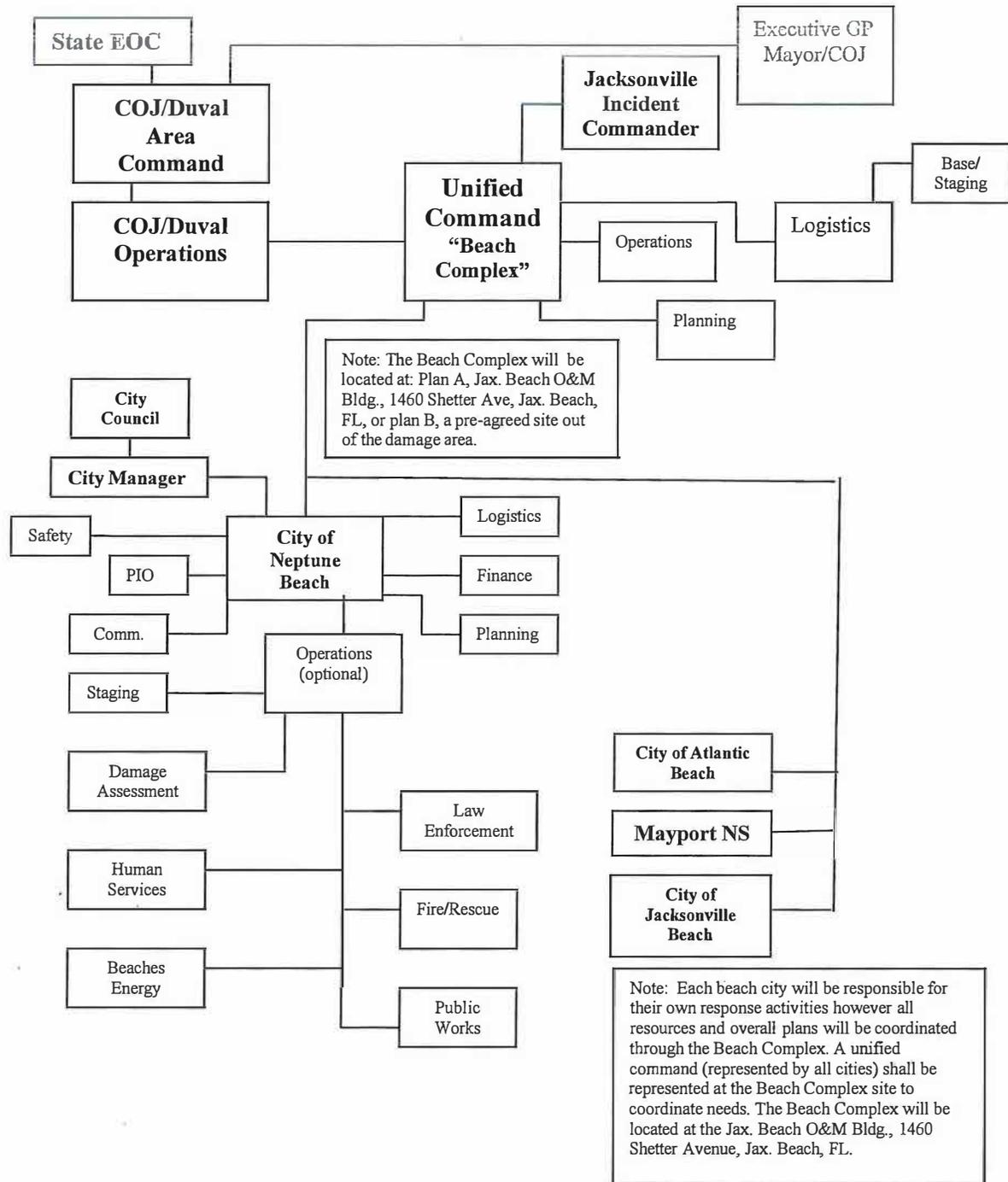
**CITY OF NEPTUNE BEACH ORGANIZATIONAL CHART**



**EMERGENCY OPERATIONS ORGANIZATIONAL CHART**  
**(Sample Response/Recovery Local)**



**EMERGENCY OPERATIONS ORGANIZATIONAL CHART**  
**(Sample Response/Recovery for major disaster w/Beach Complex)**



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1. **Levels of Activation/Assistance**

- a. Neptune Beach does not utilize a full time EOC or emergency management staff, but will staff a localized command post for minor disasters at or near the site. For a large disaster or potential, the Police Department facility will be staffed with an Incident Command System structure and COJ/Duval County EOC utilized for assistance. For a catastrophic incident such as a hurricane, COJ/Duval County will fully staff their EOC and establish an Area Command. The county will be divided into four complexes with a Beach Complex being established (cities east of the Intracoastal). Each beach city will have a representative at that site to coordinate activities and resources. The Beach Complex will be in a separate area at the Jacksonville Beach O & M facility or an alternate site agreed upon by each city if the facility is unusable. Each beach city (Atlantic, Neptune, and Jax Beach) will be responsible for their own city's response and recovery functions although resources and overall plans will be coordinated through the Beaches Complex to COJ/Duval County Operations at the EOC. In some cases, due to the potential for a disaster, activation of a local operations post and the Incident Command System may precede the actual event. **If an evacuation of the beaches is called for a Beach Complex will be established.**
- b. Under Florida Statutes Chapter 252, each county is to operate an emergency management agency for coordinating disaster relief. There are three levels of activation by the County and State Emergency Management agencies, depending on the situation.
  - **Level 1 - Full Scale Activation** -In a full-scale activation, all primary and support agencies under the plan are notified. The Emergency Operations Center will be staffed by Emergency Management personnel and all Emergency Support Functions.
  - **Level 2 - Partial Activation** - This is a limited agency activation. All primary, or lead, Emergency Support Functions are notified.
  - **Level 3 - Monitoring Activation** - Level 3 is typically a "monitoring" phase. Notification will be made to those agencies and Emergency Support Functions who would need to act as part of their everyday responsibilities.
- c. Upon exhausting resources at the County level, requests will be made to the Florida Division of Emergency Management (DEM) through the County. The State Emergency Operations Center (SEOC) will be activated and staffed by emergency response teams to support local operations. The state has a 24-hour State Warning Point with a single point to disseminate information. The Governor may declare a state of disaster and direct state resources to the area.
- d. When local and state resources are determined to be inadequate, the Governor will request assistance from the Federal Government. When the President of the United States declares an emergency or disaster, the Federal Response is activated enabling FEMA to coordinate the efforts of 27 Federal agencies to assist State and local governments.

**2. Emergency Support Functions at the COJ/Duval County EOC**

Functional groupings called (ESFs) have been phased out of Emergency Operations Centers at the County and State level and were being replaced with an Incident Command Structure management structure meeting NIMS requirements.

Support efforts/equipment/supplies needed outside the realm of local government will be requested to COJ/Duval County EOC. For catastrophic disasters or the potential, the county will be divided into four complexes with one complex encompassing the beaches communities. A central staging area will be established for the county at a site such as Cecil Field with each complex having a base/staging area established for fuel, food, equipment, staffing, supplies, and other needs. Needs for each of the beach cities will be coordinated through the Beach Complex.

**B. Responsibilities**

1. The Chief of Police is the Emergency Management Coordinator for the City and is responsible for preparedness activities, establishing the local command center and assisting with directing emergency operations during a disaster, coordinating information with COJ/Duval County EOC, and assisting with recovery and mitigation activities. Department Directors and critical staff are responsible for preparedness activities and in providing support activities during response and recovery operations, as well as mitigation activities.
2. The City Manager is the Chief Executive Officer for the City of Neptune Beach with responsibility over all operations during the preparedness, response, recovery and mitigation periods. While dependent on state laws, the City Manager can establish curfews, direct evacuations, and coordinate with the local health authority to order a quarantine if needed. In addition to providing leadership and setting objectives, the City Manager provides a key role in communicating to the public and helping the public cope with the consequences of a disaster.
3. During emergency operations, a Unified Command will be established to direct operations with the division/department director responsible for the key operations taking the lead role. For area wide operations, a Beaches Complex covering all the beach communities will be established to coordinate activities with each city responsible for their area.
4. The Mayor of Neptune Beach (or designee) will serve as the liaison with the COJ/Duval County Executive Group as a member of the Security Emergency Preparedness Planning Council (SEPPC) and representative for the City. The Mayor may declare a local disaster. City Council members will be kept informed of events and are included in the policy making group.
5. The Mayor of Jacksonville is the director of the Executive/Policy Group of the COJ/Duval County Emergency Operations Center and has the authority to establish policies that direct County EOC operations. Operations will be coordinated with COJ/Duval County EOC. Upon the declaration of a state of disaster by the Executive Officer (Mayor of Jacksonville), the COJ/Duval County EOC becomes fully operational and activates the City of Jacksonville's Disaster Emergency Plan.

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6. When resources are exhausted at a county level, requests will be made to the State Division of Emergency Management (DEM). Based on evaluated damage and resources, the Governor may declare a state of emergency, directing state resources. When local and state resources are exhausted, the Governor may request assistance through FEMA requiring a Presidential declaration.

**C. Preparedness Activities**

Preparedness is any action taken in advance of an emergency to develop, support, and enhance the operational capabilities and to facilitate an effective and efficient response and recovery to an emergency. Community hazards and needs should be identified and addressed prior to an emergency. Preparedness includes plans, preparations, and training of personnel and citizens prior to an event to save lives and property.

**1. General**

- a. The City Manager will assist in coordinating overall preparedness plans for the City.
- b. The Chief of Police is responsible for the development and maintenance of the MCEMP (Municipal Comprehensive Emergency Management Plan).
- c. The City Clerk and Finance departments are responsible for preservation of records/documents for the continuation of government functions in the event of a disaster.
- d. Purchasing and Procurement is responsible for maintaining supplies in readiness and facility readiness.
- e. Each department director or is responsible for preparedness activities for his/her department.
- f. Persons with special needs during a disaster should be registered with COJ/Duval County EOC.

**2. Public Awareness**

Public and employee education regarding disasters is disseminated in a variety of methods. These include but are not limited to the following:

- a. Brochures related to hurricane planning and preparedness.
- b. Information placed in the Beaches Leader and Florida Times Union.
- c. Information given out through promotions and programs offered by City departments, via city website and social media platforms.
- d. Information offered through Duval County Emergency Preparedness Division such as Evacuation Routes, Disaster Preparedness Guide, Re-Entry Program, and others.
- e. Information during a disaster such as evacuation routes, time frames, shelters, Disaster Recovery services, FEMA assistance, etc., is communicated by Duval County Emergency Preparedness through the news media. Neptune Beach is in Zone 1, which requires an evacuation of the general population of the City for a Category 1 or greater storm. Evacuation routes to the west from the beach include JTB Blvd., Beach Blvd., Atlantic Blvd., and Wonderwood Drive.

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- f. E-mail and fax information regarding weather and elevated terror alerts.
- g. Police personnel will activate Everbridge for notifications.
- h. Information will be disseminated to the public prior to and during recovery phases of a disaster through a published city phone number.
- i. The website for City of Neptune Beach has several emergency helpful links, <https://ci.neptune-beach.fl.us/>.

### 3. Training

A variety of training is available and completed annually to assist personnel in the event of a disaster.

- Annual hurricane exercise.
- Weapons of Mass Destruction/Incident Command System multi-department exercise.
- Annual employee training on hurricane preparedness.
- Departmental Review of Emergency Operations Plan.
- Annual Haz-com training.
- Individual FEMA training by departments.
- Seminars and on-line FEMA courses on hurricane preparedness, debris management, recovery operations, WMD, Incident Command, and Haz-mat.
- NIMS training for emergency response and management personnel.

### D. Activation/Authorization

This MCEMP should be initiated during situations that require a response beyond the scope of normal emergency operations. Consider this plan to be in effect based on the following:

1. On the order of the Neptune Beach Mayor, provided the existence or threat of a local emergency is proclaimed in accordance with the City Charter.
2. When the County Executive (Mayor) has proclaimed a state of emergency in Jacksonville/Duval County.
3. At the direction of the City Manager (City Chief Executive Officer) or his representative in response to a major emergency.
4. When the Governor has proclaimed a state of emergency in an area that includes Duval County.
5. By a presidential declaration of a national disaster or emergency.
6. Automatically on the proclamation of a state of war, the receipt of an attack warning or the observation of a nuclear detonation.
7. Portions of this plan may be activated on a smaller scale, at the direction of the incident commander, for an emergency involving multiple departments or agencies.
8. **Emergency Proclamations**
  - **City State of Emergency-** The Mayor or City Council may proclaim a local state of emergency in Neptune Beach. A local emergency is proclaimed when a disaster or possible disaster threatens people and property in Neptune Beach. A Command Post (CP) or local Emergency Operations Center (EOC) will be activated whenever a local emergency is proclaimed. The proclamation of a local emergency provides legal authority to:

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1. Request, if needed, that the County Executive (Mayor) declare a state of emergency.
2. Issue orders and regulations to protect life and property, including curfew orders.
3. Request mutual aid from other cities and the county.
4. Require the emergency services of any local official or city worker.
5. Requisition necessary personnel and materials from city departments.
6. Obtain vital supplies and equipment and, if required immediately, to commandeer the same for public use.
7. Impose penalties for violations of lawful orders.

▪ **County State of Emergency.**

The Mayor of Jacksonville, as County Executive, may proclaim a state of emergency when disaster conditions occur that impact the entire county. A county state of emergency may also be declared at the request of a city in the county. The County Executive (Mayor) must declare a state of emergency and activate the EOC to request assistance from the Governor.

▪ **Florida State of Emergency**

At the request of a County Executive, the Governor may declare a state of emergency. The Governor may also declare a state of emergency when local authorities are not able to cope with a disaster. Whenever the Governor declares a state of emergency:

1. Mutual aid may be provided by jurisdictions throughout the state.
2. The Governor can exercise all vested police powers in the disaster area and issue/enforce orders as necessary.
3. The Governor may suspend certain state regulations.
4. The Governor may commandeer private property.

**E. Incident Management System (NIMS)**

No single agency can handle every emergency or disaster alone. Because of the Homeland Security Presidential Directive-5, the National Incident Management System (NIMS) was developed to provide a comprehensive all risk national approach to incident management that is applicable to all jurisdictions and crosses functional disciplines regardless of the cause, size or complexity.

The Incident Command System (ICS) used on a local level must have the ability to expand its structure and organization to incorporate assistance and resources at the local, county, state, and federal level. The flexibility applies to all phases of incident management including preparedness, response, recovery and mitigation. NIMS incident management structure is based on the Incident Command System (ICS), which defines the operating structure and management components throughout an incident, the Multi-agency Coordinating System, which includes the management components and organizational structure of supporting entities,

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and the Public Information System, which includes the process and systems for communication of information to the public.

1. **Incident Command System (ICS)** - ICS is a combination of facilities, equipment, personnel, procedures, and communications operating within a common organized structure for incident management.

The ICS system is used to organize field level operations for a broad spectrum of emergencies for small to complex situations and both natural and manmade disasters. The ICS system has several components working together that interactively provide the basis for effective operations, which include:

- Common Terminology
- Modular Organization
- Management by Objectives
- Reliance on an Incident Action Plan
- Manageable span of control (5-7 units)
- Pre-designated Incident Mobilization Center Locations and Facilities
- Comprehensive Resource Management
- Integrated Communications
- Establishment and transfer of Command
- Chain of Command and Unity of Command
- Unified Command
- Accountability of Resources and Personnel
- Deployment
- Information and Intelligence Management

2. **Incident Command System (ICS) Command**

- **Single Command** - Within a jurisdiction where an incident occurs, where there is no overlap of authority, a single incident commander will manage the incident.
- **Unified Command** - Within a single or multiple jurisdiction, where multiple departments/agencies have major responsibility, management of the incident is shared between departments/agencies. In these situations, the department/agency with the most responsibility takes the lead with the other department/agencies assuming a support role or function.
- **Area Command**- Established to oversee the management of multiple incidents that are being managed by an ICS organization or of large incidents that cross jurisdictional boundaries.
- **Complex** - Established during a major incident which crosses jurisdictional lines or agencies to coordinate activities within an Area Command. A Beach Complex is established to coordinate all beach cities during a major disaster.
- **Multiagency Coordination System**- These include Emergency Operations Centers and assist in coordinating resources, information, policy issues, and strategic coordination.

3. **“Span of Control”**- Span of Control is the number of units one supervisor can manage. The normal span of control guideline is 1-5 units. If the span of control gets too large, this is the reason to expand the ICS system and add another level. An ICS system normally begins small and grows as an incident escalates, except where a large-scale emergency develops rapidly.

4. **General Incident Command System (ICS) Structure**

- a. The Incident Command System has five functional areas; Command (either a single Incident Commander (IC) or a Unified Command (UC)) and the General Staff; Operations, Logistics, Planning, and Finance/Administration. A sixth area, (Intelligence) may be added. Large scale incidents usually require that general staff functions are staffed. Each section can expand to meet the demands of the situation.
  - **Command** - The Incident Commander (IC) or Unified Command (UC) is the individual or joint individuals responsible for the overall incident. Command must be staffed on all incidents. The IC/UC is responsible for all on scene management. If functions are not staffed, the IC is responsible for that responsibility or function.

The IC is responsible for developing an action plan reflecting the objectives and strategies, which may need changes as the incident progresses. For small incidents, the plan need not be written.

Large scale incidents need a written plan reflecting the policy and needs of all agencies. The IC will base the decision to expand or contract the ICS organization based on three incident priorities:

1. Life Safety- The priority of the IC/UC is the safety of the emergency workers and the public.
  2. Incident stability- The IC/UC is responsible for determining strategy that will minimize the effect the incident has on the surroundings and to maximize the response effort while using resources effectively.
  3. Property conservation- The IC/UC is responsible for minimizing the damage to property while achieving the incident objectives.
- **Operations** - The operations section, when staffed, is responsible for managing the tactical operations which include all activities toward reducing the immediate hazard, establishing control, and restoring normal operations. Agencies or departments within this section may include Law Enforcement, Fire Department, Public Works, Electric, Human Services, or functional areas such as Hazardous Materials, EMS, Fire, Rescue, etc.
  - **Planning** - The planning section, when staffed, is responsible for collecting, evaluating, and disseminating information about the incident and assisting the IC/UC in developing the incident action plan. It is also used to forecast needs for personnel and equipment needs.
  - **Logistics** - Logistics, when staffed, is responsible for providing all support to the incident which may include food, facilities,

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transportation, supplies, equipment, maintenance, fuel, etc.

- **Finance/Administration** - The Finance/Administration section is staffed when needed and is responsible for cost analysis and other financial responsibilities. Restoring the IT system is under Finance.
  - **Information/Intelligence** - IT staff provides analysis and sharing of information and intelligence during an incident. Information may involve national security or may include operational information such as risk assessment.
- b. **Command Staff** - The Command Staff is composed of the IC and his immediate staff, which may include an Information Officer, Safety Officer, and Liaison Officer. If the positions are not staffed they are the responsibility of the IC.
- c. **Tactical Operations**-Incident operations can be managed in a variety of ways such as geographically (divisions) or functionally (groups) depending on the size and type of incident, agencies involved, objectives, and strategies. The organization will be built with additional levels added as the span of control is exceeded. Functional areas may include Fire, Rescue, Law Enforcement, Public Works, Utilities, EMS, etc. Tasks may be done by single assigned persons or multiple units.
- d. **Other Functions** - Other functional areas such as communication, resource management (staging) etc. may be assigned by the IC/UC to manage functional areas of responsibilities.

**F. Response**

Response is any action taken immediately before, during, or after an emergency to reduce casualties, save lives, minimize damage to property, and enhance the effectiveness and speed of recovery. The response phase includes conducting emergency operations by taking action to reduce the hazard to acceptable levels (or eliminate it entirely), and to coordinate resources in managing the emergency. The response or emergency phase will include activities immediately before, during, and immediately following a disaster. Disaster response should begin as soon as a disaster threatens and should consist of the following areas:

1. Prior to the emergency, preparation for the event will be planned for and actions taken to minimize the event. This will include preparing all city buildings, personnel, records, infrastructure, utilities, equipment and apparatus.
2. Alert or communicate the hazard to the public.
3. Evacuation of the general population or getting people out of danger when required.
4. Establish an incident management system (ICS) and site to manage equipment, resources, and tasks for the event. This will be located at a stationary command post and may include the addition of a complex. The structure of the Incident Command System will be determined by the size of the disaster.
5. Coordinate with the county EOC or outside agencies for resources.

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6. When possible take early measures to ensure facilities, equipment, records are secured and protected.
7. Ensure safety of workers.
8. Mobilizing and positioning equipment and resources.
9. Providing essential services such as fire extinguishment, search and rescue, EMS, security and other law enforcement activities, and other
10. Restoring critical infrastructure such as electricity, water, and sewer.
11. Local responders, government agencies, and private organizations work in a coordinated effort to ensure that actions are taken to protect life and property.
12. Emergency Response
  - Emergency response will usually include Police/Law Enforcement, Fire/Rescue, EMS, but may include Public Works, Beaches Energy; other city staff members or outside resources such as the American Red Cross, Salvation Army, National Guard, U.S. Coast Guard, and others.
  - Generally, emergency response will progress from local, county, state, and federal involvement, based on the severity, scope, and resources available.
  - The County, State, and the Federal government are prepared to supplement the efforts of the City when it becomes evident that local resources are unable to cope with the effects of a disaster.
  - During emergency operations, local resources will first be utilized using mutual aid agreements. Additional requests for resources will be made through COJ/Duval EOC to the State EOC.
  - Additional Fire/Rescue, EMS, and communication resources are available through the SERP (State Emergency Response Plan).

**G. Communications**

Communications is critical to adequately manage an emergency or disaster. This involves emergency crews, local EOC, mutual aid units, as well as relaying information to the public. In many cases during a disaster, normal communications avenues fail early. Neptune Beach uses an independent 800 MHz system as a primary means of radio communications with several back-up methods in place in the event of communications failure.

The City of Neptune Beach will coordinate with the COJ/Duval County EOC for news briefs and public information announcements. During pre/post disaster conditions, the City of Neptune Beach will post a telephone number for residents to call for local information. For additional information related to the City of Neptune Beach communication system and disaster communications activities during a disaster see **Annex I Communications (Page 36)**.

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**H. Mutual Aid Agreements**

The State Emergency Management Act, Chapter 252, Florida Statutes, authorizes the State and its political subdivisions to develop and enter into mutual aid agreements for emergency aid and assistance. The Chief of Emergency Preparedness Division at the COJ/Duval County EOC acts as the contact and coordination point for all statewide mutual aid assistance with all requests made through that office. The Emergency Management Coordinator for the City of Neptune Beach (Chief of Police) will coordinate with COJ/Duval County EOC for assistance from outside the immediate area and additional resources or supplies. State agencies will provide resources to local governments through the state Wide Mutual Aid Agreement.

1. Neptune Beach Police Department has mutual aid agreements with the following jurisdictions that may be used, if available.

- Atlantic Beach Police Department
- Jacksonville Beach Police Department
- Jacksonville Sheriff's Office

2. The Florida Chief of Police Association (FFCA) has developed a Statewide Emergency Response Plan (SERP) which divides the state into 8 regional response areas to provide for systematic mobilization, deployment, organization, and management of emergency resources (Fire, EMS, Hazmat, etc). The program will be coordinated through the State Emergency Operations Center (SEOC) and State Fire Marshals Office (SFMO), ESF 4 and 9.

3. The Florida Municipal Electric Association (FMEA) has a statewide mutual aid agreement to assist with power outages during disasters.

**I. Memorandums of Understanding (MOU)/Contracts**

1. Motorola Communications (Hasty's): An MOU has been established with Hasty's Communications for the rapid restoration of police department radio communications after a disaster.

2. Grubbs Emergency Services: A contract has been established with Grubbs for disaster recovery services including debris removal.

**IV. RECOVERY ACTIVITIES**

**A. Introduction**

Once the principal threat from a disaster has passed and the primary concern of protecting citizens from harm has been addressed, it is critical to ensure the speedy yet orderly recovery of the community. There is not a clear-cut transition from the Response or Emergent Phase to the Recovery Phase. The Recovery Phase is a transition from the command and control, coordination, and resources phase to a more deliberative process of service delivery.

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**B. Responsibilities**

The City of Neptune Beach will be the lead agency in the early stages of recovery operations for the city. The City will coordinate recovery activities with COJ/Duval County EOC, the Florida Division of Emergency Management, and FEMA for assistance. As soon as possible, efforts should be made to bring together federal, state, county and local government officials, and the American Red Cross and Salvation Army to coordinate assistance and support work.

- a. The City Manager and Incident Commander will be responsible for coordinating all City of Neptune Beach recovery activities.
- b. The Police Department will coordinate with Jacksonville Fire/Rescue for coordinating Fire/Rescue activities with other outside agencies and in restoring fire/rescue operations.
- c. The Police Department is responsible for maintaining security and in restoring law enforcement operations during recovery activities.
- d. Public Works will be responsible debris management and infrastructure repair such as water and sewer.
- e. Beaches Energy will be responsible for infrastructure repair of electric services.
- f. The Building Department will be responsible for damage assessment and code enforcement issue as well as coordinating post-disaster mitigation activities (LMS).
- g. The Finance Department will be responsible for documentation, financial responsibilities, and coordinating all FEMA Public Assistance grants and reimbursements.
- h. Public Works will be responsible for maintenance and repairs of city facilities.

**C. Recovery Functions**

Recovery functions include short term operations such as clearing roads, damage assessment, debris removal, infrastructure repair, as well as short term disaster assistance to government, businesses, and citizens, from the County, State, and Federal Government. Once the early stage of recovery has brought the community back to a safe and operational level of functioning, long term recovery can begin. Long term recovery may take several months or as long as several years because it is not only revitalizing homes, but also businesses, public infrastructure, and the community's economy and quality of life. Long term assistance would include assistance in rebuilding facilities. Assistance from FEMA may be available in the form of grants and government loans for public and individual assistance.

**1. Documentation/Reports**

- a. Good documentation must be kept by all departments to adequately provide/document the necessary preventive measures taken, resources and equipment used during/after an event, and damage assessment/recovery information. The information will be compiled and used to inform the City of Neptune Beach officials, COJ/Duval County EOC, the State of Florida, FEMA, and the local media of the services provided, the cost incurred by the city in providing services, and recovery needed from a declared disaster.

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- b. Good documentation and assessment will assist in streamlining the recovery process and increase the potential for FEMA reimbursements. FEMA will use Preliminary Damage Assessments (PDAs) to verify if a disaster exceeds the response capabilities of the State and local governments and if supplemental Federal assistance is needed.
    - c. The City will be zoned into areas and outlined on a map that will be useful for search/rescue, debris management, and damage assessment/inspections during the initial Recovery Phase.
  2. **Preliminary Damage Assessment (PDA)** - Is a joint venture to document the impact and magnitude of the disaster on individuals, families, businesses, and public property. The Community Development Director will develop and coordinate a Damage Assessment Team to assess public and individual damages resulting from a disaster. A summary report of damages to all public facilities and property, an individual summary of all damaged residential property, and a report of all damaged business will be developed as soon after the disaster as possible and forwarded to the Chief of Police and Finance Officer.
  3. **Request for Initial Damage Assessment for Public Assistance** - An initial assessment report will be requested by COJ/Duval County and the State within several days after a disaster to estimate the city/county cost that resulted from the preparation, overtime and additional equipment required, damages, and estimated cost during the recovery phase after a disaster. It is used to determine if there is enough damage in the city/county to be a declared disaster area. Each department will submit information related to the impact from the storm on their department as soon as possible to the Finance Officer and Chief of Police to aid in completing the Initial Damage Assessment-Request for Public Assistance. Information required on the form includes:
    - Category A (debris removal).
    - Category B (protective measures including overtime costs).
    - Category C (damage to roads, signs, and bridges).
    - Category D (water control).
    - Category E (building and equipment).
    - Category F (public utilities).
    - Category G (parks and recreation).
    - Other information related to population, city budget information, assessment team members, and incident periods. In addition, city insurance information is required to determine the impact to the city's budget. (See Damage Assessment: Public Assistance below).
  4. **Request for Public Assistance (RFPA) Form**- A RFPA form will be completed by the Finance Officer and sent to the State Division of Emergency Management (DEM) if a disaster declaration has been declared or the potential exists and public assistance for Neptune Beach is requested. Reimbursement funding comes from FEMA through the DEM once approved.

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5. **Project Worksheets-** Because of a declared disaster, preparation of project worksheets for the disaster will be supervised by the Finance Director with assistance from department directors and the designated FEMA Public Assistance Coordinator. Projects will be considered large as determined by a dollar amount specified by FEMA (\$128,900 as of 10/01/2018).
  - a. The Finance Officer will develop project worksheets from cost associated with debris removal, emergency protective measures taken (overtime, equipment, preventive measures, rental equipment, etc.), and permanent work repairs needed such as roads and bridges, water control, buildings and equipment, utilities, and parks and recreational facilities.
  - b. Reimbursable expenditures will usually be Category A & B but may include Category C-G as identified by the disaster declaration. These project worksheets will identify and document expenditures by the city for potential FEMA Public Assistance Program reimbursements.

**D. Damage Assessment Activities**

The damage assessment process is essential in determining what happened, what the effects are, which areas were hardest hit, what situations must be given priority and what types of assistance are needed (e.g., local, state, or federal). In the aftermath of a disaster, both public and private non-profit and individual damage assessments must be performed, because of the corresponding types of federal/state assistance available. Each type of assessment is designed to quantify the eligible amounts of damages a community incurred.

- **Damage Assessment Team-** A damage assessment team will be assembled by the Community Development Director after a disaster to assess the damage to the city. This assessment will include an initial habitability assessment for homes and private business and an assessment of city property and facilities, parks and recreation areas, streets, street signs, beach/walkovers, etc.
  - a. This assessment will be conducted after the preliminary assessment by rescue crews.
  - b. For catastrophic damages, a tag system should be used to identify those structures that are habitable (Green), those that need some work but are habitable (Yellow), and those non-habitable (Red).
- **Reporting-** A summarized report of all damages and estimated cost will be forwarded to the Chief of Police (Emergency Management Coordinator) and the Finance Director by the Damage Assessment Team. This information will be compiled and forwarded to the County/State to determine if a disaster can be declared and for what categories.
  1. **Public Assistance-** Public Assistance may be requested to assist with cost associated with debris removal and emergency protective measures. Public damages can include any damage incurred by a structure or facility which is owned by a public or private non-

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profit entity. Departments will use FEMA Public Assistance criteria when providing information to the Finance Director. To be eligible for reimbursement, the damages must fall in one of the following seven basic categories:

- **Category A: Debris Clearance-** Includes all storm induced debris on non-federal public roads, including the right-of-way, non-federal public waterways, other public property, and private property when undertaken by local government forces. Costs should also capture debris removal for Federal Aid roads.

Category A can also cover the cost of demolition of public structures if those structures were made unsafe by the disaster.

- **Category B: Emergency Protective Measures-** Includes the cost of providing appropriate emergency measures designed to protect life, safety, property, and health (i.e., barricades, sand bags, safety personnel).
- **Category C: Road System-** Addresses damages to non-federal roads, bridges, streets, culverts, and traffic control devices.
- **Category D: Water Control Facilities-** Includes cost to repair or replace dikes, dams, drainage channels, irrigation works, and levees.
- **Category E: Buildings and Equipment-** Eligible damages include costs to repair public buildings and equipment, supplies/inventories that were damaged and transportation systems such as public transit systems.
- **Category F: Public Utility Systems-** Assistance is available for damaged water systems, landfills, sanitary sewerage systems, storm drainage systems, and light/power facilities.
- **Category G: Other-** Includes park and recreational facilities, or any other public facility damages that does not reasonably fit in one of the previous six categories.

2. **Categories for Individual Assistance-**The purpose of individual damage assessment is to determine the extent and dollar amount to which individuals and private businesses have been impacted by a disaster. Persons needing assistance from FEMA are required to contact FEMA and register for these grant opportunities and other assistance. The two basic categories of eligible individual damage include:

- **Damage to Homes-** A person whose residence has been damaged due to a disaster may qualify for various forms of disaster assistance. When damage assessors go into the field, they will estimate the degree of damage to the home, evaluate the victim's insurance coverage, estimate the

victim's income, and determine the habitability and type of the victim's home.

- **Damage to Businesses-** Privately owned businesses that were damaged or destroyed by the disaster can qualify for individual assistance programs. The same procedures used to assess damages to homes are used to quantify damages; as well as determine the impact those damages will have on the community. Loss of a business may result in lost jobs, income, etc., to the individual owner and employees.

#### E. **Debris Management**

Debris Management is an important part in the Recovery Phase. Following a major natural disaster, emphasis will focus on rapid removal of debris from public rights-of-way to allow emergency personnel and critical personnel back to the city. Included also in debris management may be demolition, sand removal, disaster recovery services, reimbursement assistance, etc. While most of the debris removal may be the result of a hurricane or severe weather, it may also result from man-made disasters. Debris may be localized and may be taken care of by local resources or wide spread and necessitate a debris management contractor. The Public Works Department will be responsible for coordinating debris management. For further information see the **Annex III on Debris Management**.

#### F. **Disaster Assistance (FEMA)**

1. **Request for Public Assistance-** Because of a Presidential declared disaster, FEMA may aid public entities for damages and costs (Category A-G) associated with a disaster.

- a. After the damage assessment is completed, the report will be forwarded to Duval County EOC. A Request for Public Assistance form will be completed by the Finance Director/Chief of Police and sent to the State to be eligible for reimbursement. FEMA will send a Disaster Relief Funding Agreement and assign a number for each declared disaster.
- b. At some point, a kick-off meeting will be scheduled in COJ/Duval County EOC to discuss the process. A FEMA representative will be assigned and sent to the city to review damages, documentation, and assist with project worksheets.
- c. FEMA will assist in writing the project worksheets, however having the information and project worksheets already completed may expedite the process.
- d. The Finance Officer will send out FEMA forms to all departments requesting information to assist in the documentation/reimbursement process.
- e. A FEMA coordinator will meet and assist the City in developing the project worksheets.

2. **Request for Individual Assistance-** Because of a Presidential declared disaster, FEMA may aid individual citizens and businesses for hurricane/disaster damages. Citizens must call FEMA to register at 1-

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800-621-3362. There are a wide variety of assistance programs that are provided for the individual.

- a. Low interest loans to individuals and businesses for refinancing, repair, rehabilitation, or replacement of damaged property (real and personal).
- b. Individuals unemployed because of a major disaster, and not covered by regular state or private unemployment insurance programs, will be eligible for unemployment benefit.
- c. Low interest disaster loans are made available to farmers, ranchers and agricultural operators for physical or production losses (if needed).
- d. Temporary housing or housing assistance may be authorized.
- e. Special grants for medical expenses, transportation costs, home repairs, protective measures, and funeral expenses.
- f. Disaster recovery centers established for food coupons, legal assistance, and counseling.

#### **G. After Action Report**

A preliminary “After Action Report” will be completed by the Chief of Police (Emergency Management Coordinator) as soon as possible after any major disaster in which multiple departments were involved and forwarded to the City Manager to brief the City Council and provide accurate information to the media. Lessons learned and corrective actions will also be pointed out and addressed by City staff. Based on the magnitude of the event, a final “After Action Report” may be developed.

- Included in the report will be actions the city took in preparation, when/if the City EOC was set up, the number and types of responses, personnel activated, highlights of each department’s activities during the event/disaster, and the initial damage report.
- This damage assessment is preliminary at this point, but should give a rough estimate of the amount of damage to the city. Pictures/addresses of damaged areas will be included in the report.
- Each department should forward the initial information related to their department to the Chief of Police, to be included in the After-Action Report.

### **V. MITIGATION ACTIVITIES**

#### **A. Introduction**

Mitigation includes those activities, policies, or programs developed and adopted that will reduce, eliminate, or alleviate damage caused by disasters. Proper and coordinated planning is a prerequisite to effective hazard mitigation. The purpose of the mitigation programs is intended to reduce loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster or to prevent future hazards. Eligible activities for this program may include:

- Property acquisition or relocation.

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- Structural and non-structural retrofitting (e.g., elevation, storm shutters and hurricane clips).
- Minor structural hazard control protection (e.g., culverts, floodgates, retention basins).
- Localized flood control projects that are designed to protect critical facilities and are not part of a larger flood control system.
- Protection of utilities.

**B. Responsibilities**

Mitigation activities will be the responsibility of each department; however, activities should be coordinated with Finance Officer for the City.

**C. Mitigation Programs/Activities**

The Federal Government, through FEMA, makes available several types of hazard mitigation grants to help or eliminate risk to people and property from natural hazards and their effects. Hazard mitigation projects may include disaster repairs and updates related to the immediate declared disaster (usually filed under the 406 Public Assistance program) or long-term improvements and mitigation related to the County's Local Mitigation Strategy (filed under 404 HMGP). Jacksonville/Duval County has adopted a LMS strategy that assesses hazards and prioritizes activities, with Emergency Preparedness taking the lead role.

- **406 Hazard Mitigation Grants** are implemented by FEMA through the Public Assistance Program in conjunction with a Public Assistance Work Project and are disaster repairs and upgrades that are above and beyond the work required to return the facility to its pre-disaster design. These are related to a disaster and are not required to be in the Local Mitigation Strategy.
- **404 Hazard Mitigation Grants (HMGP)** are a separate program operated by FEMA through the State Hazard Mitigation Grant Program. Program funds are capped at a percentage of total disaster funds spent in the State in a given year. In addition, although the applicant submits a Notice of Intent (NOI) to the Florida DCA, project funding comes through the county. Projects submitted on the NOI must also be included in the Duval County Local Mitigation Strategy (LMS) to be eligible.
- **Pre-Disaster Mitigation (PDM)** is like the other mitigation grants although this program's projects compete on a national basis. The PDM program will provide funding for pre-disaster mitigation planning and implementation of cost-effective projects prior to a disaster. It is applied to through Duval County Emergency Management.
- **Flood Mitigation Assistance (FMA)** is a partnership assistance program to eliminate or reduce the long-term risk of repeatedly flooded structures insured under the National Flood Insurance Program (NFIP). The State coordinating agency is the Florida Division of Emergency Management.

## VI. FINANCIAL MANAGEMENT

**A. Introduction**

Financial management after a disaster will present a challenge for a local government. Responsibilities will not only include providing the immediate

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financial support for equipment, supplies, and staffing, prior to and during a disaster, but will also include identifying costs, documentation, and reimbursement activities with the State and Federal Government.

Additional responsibilities also include ensuring that all documentation, records, and information technology (IT) that is needed by the city has been backed-up and is available for use. A disaster may require that all records, hardware, and information required to run the city may have to be moved and activities conducted from a remote source for a period.

**B. Responsibilities**

1. The Finance Department is responsible for the following activities:

- Ensure all key information and financial activities are backed up on computer system.
- Ensure that all current financial obligations are met.
- Ensure all supporting financial documentation, vendors, contracts, invoices, and other required information and files are maintained.
- Provide for financial support of city personnel, equipment, supplies, and material required during disaster activities.
- Provide for financial responsibilities for outside contractors used for activities such as debris removal.
- Provide for the documentation of all costs associated with staffing, equipment, apparatus, and other activities during disaster activities.
- Ensure damage reports and reimbursement requirements are completed and turned into the State and FEMA.
- Ensure annual training/familiarization for employees is conducted related to financial management during a disaster.
- is responsible for the following:
  - Ensuring that all City files and systems have a back up copy made.
  - Ensure that IT can provide the computer capabilities for the Finance Department to restore the system and provide for the financial responsibilities of the City.
  - Provide IT support to the command staff during the disaster.
  - Restore the local government IT services.

**VII. REFERENCES AND AUTHORITIES**

- A. **State of Florida Requirements-** Chapter 252, Florida Statutes (State Emergency Management Act) mandates the development of the Florida Comprehensive Emergency Management Plan. Each County is required to establish and Emergency Management Agency for coordinating disaster relief efforts in their county and develop a Comprehensive Emergency Management Plan (CEMP). The Municipal Comprehensive Emergency Management Plans (MCEMP) developed by the City should conform to all the standards and requirements applicable to the Duval County CEMP and the State CEMP Plan.

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1. The City of Neptune Beach MCEMP should be reviewed by the COJ/Duval County Emergency Management Department periodically to determine compliance.
2. The MCEMP must be approved by the governing body.

**B. Policies**

1. The Municipal Comprehensive Emergency Management Plan (MCEMP) shall include guidance for post-disaster recovery operations and hazard mitigation programs that could eliminate or reduce future loss.
2. The Executive Officer (City Manager) will oversee recovery operations.
3. Recovery operations may include but are not limited to the issuance of emergency building permits, coordination with State and Federal officials, mitigation options in the replacement of damaged or destroyed public facilities or infrastructure, etc.
4. Immediate repair and clean-up needed to protect the public health and safety shall receive the first priority. These may include repairs to potable water, wastewater, restoration of power/electricity, debris removal, stabilization or removal of structures about to collapse, and other hazards.
5. The City will participate in and prioritize mitigation efforts using the Duval County Local Mitigation Strategy (LMS).
6. Structures which suffer damage more than 50% of their current assessed value will have to meet all current building and code requirements.
7. Each City Department will have Standard Operating Guidelines or procedures that support the MCEMP.

**C. Authorities**

The following provide authority for conducting disaster emergency operations:

1. Charter of the City of Neptune Beach, Florida  
Section 4 Mayor-Duties and Powers.
2. Code of Ordinances, City of Neptune Beach, Florida  
Chapter 2, Administration; Article VII. State of Emergency.
3. Code of Ordinances, City of Jacksonville  
Chapter 674, Disaster Preparedness.
4. Chapter 252, Florida Statutes, Emergency Management.
5. Federal Civil Defense Act of 1950.
6. Public Law 100-707, "Robert T. Stafford Disaster Relief Act of 1988".
7. Public Law 93-288, "Disaster Relief Act of 1974".
8. 40 and 49 Code of Federal Regulations (CFR), SARA Title III 29 CFR.

**ANNEX I. COMMUNICATIONS**

**A. Introduction**

Effective response to an emergency depends on reliable communications. In an emergency, communications systems may be damaged or overloaded. Having multiple means for communication will help to assure effective response. Emergency communications serve three purposes:

- To direct the response of City forces.
- To alert and instruct the public.

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- To coordinate with the County government.

In a major emergency, it is important to maintain communications between the local EOC, the City Manager, and COJ/Duval County EOC. All requests for resources outside our local aid agreements should be made through COJ/Duval County EOC.

## B. Communications Systems

The City has six communications systems available.

- **FCIC/NCIC Telecommunications-** This system uses dedicated telephone lines to provide electronic data messages to local, state and national law enforcement agencies.
- **Disaster Warning Net-** This network provides communications by both radio and telephone. Police Communications is equipped to operate on this system. The City EOC is equipped to operate on the radio portion of this system.
- **Amateur Radio Emergency Service (ARES) -** When requested, licensed amateur radio operators are to establish a radio control station at our City command post. This is to back-up other communications systems with the COJ/Duval County EOC. ARES operators can also establish field communications to back-up or replace regular radio and telephone links.
- **Telephone-** Regular commercial and cellular telephone services, including fax messages, may be used for emergency communications. If available, Satellite phones may be used during disasters when all other communication services are not available.
- **Messenger Service-** If all electronic communications fail, messages are to be relayed by messenger.

### 1. Potential Problems

- **Weak Links-** Radio and telephone systems use a combination of overhead and underground telephone lines, microwave and satellite links, antenna towers and other subsystems for operation.  
The failure of one link may disable the entire system. After an intense storm, the ARES radio system may be the only usable electronic communications. The City will require support from Motorola and AT&T to restore regular communications.
- **Power Failure-** Loss of electrical power service, failure of emergency generators or inability to recharge batteries may cause the failure of radio and telephone services.
- **Overloading-** The high volume of messages that result from an emergency may make good communications difficult or impossible. By experience, telephone communications are quickly limited in large emergency situations. Radio communications may be overloaded by poor procedures, confusion and lack of discipline by users.
- **Severe Weather-** The radio and telephone systems are expected to survive a Category 1 or 2 hurricane with only minor damage. Cell phones are expected to fail early.

### C. General Operations

#### 1. Disaster Communications

- **24-hour Warning Point-** The 9-1-1 Communication Center serves as the twenty-four hour warning point for our City. Communications Officers provide several essential disaster services including:
  - a. Notify other City departments of alerts and warnings.
  - b. Notify the COJ/Duval County EOC of disaster emergencies in progress in our city and request aid as directed.
  - c. The Chief of Police will monitor hurricane activity and keep city staff informed.

2. **Departmental Communications-** Each department is to maintain its telephones and radios to be ready to respond to an emergency at any time. Department directors are to establish departmental policies regarding emergency and disaster communications consistent with the MCEMP.

3. **Emergency Contact List-** Each Department Director is to maintain an up-to-date emergency contact list with Police Communications. This list is to include the Department Director and Division personnel who are authorized to initiate emergency operations by the department.

#### 4. Public Warning System

In general, public warning messages and instructions are to be issued by the County Emergency Operations Center (EOC). This is especially important during hurricane warnings and similar wide area emergencies where control of public messages is required to avoid confusion. During disaster emergencies where the COJ/Duval County EOC is activated, any public messages are to be released through this agency.

- **Emergency Alert System-** The emergency alert system is a nationwide system used to broadcast warnings, information and instructions to the public.

In Duval County, the emergency alert system will override the cable television system as well as broadcast on commercial radio stations. Locally, the emergency alert system is activated through the County emergency operations center.

- **Emergency Alert Radio System (EARS) -** This is a local radio warning system used to alert the media to emergencies. This system is activated through the Jacksonville Sheriff's Office.
- **National Oceanographic and Atmospheric Administration (NOAA) Weather Radio-** The local NOAA weather office operates a radio station continuously broadcasting weather information. This radio system has an alert feature for hurricane, tornado and other weather warning information. The local media monitor this system and rebroadcast weather warnings to the public.
- **Press Conferences -** The County Executive (Mayor of Jacksonville), the Governor or other appropriate official may give instructions to the public and emergency responders by press conferences or press releases broadcast on commercial radio and television.

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- **Everbridge** - A telephone system utilized by Emergency Communications where citizens in a geographical area can be contacted with information.
- **Neighborhood Warning**- In some emergency situations it may be necessary to conduct a door-to-door notification process. Any city resources may be utilized for this work. Special care is to be taken to notify the hospital, nursing home, schools, hotels, and similar high life hazard occupancies as appropriate.
- **Cable Emergency Alert System**- Gives the city the ability to alert citizens of emergency messages using Cable TV.

5. **Command Post/EOC Communications**

- a. The City EOC is equipped to operate on the following communications systems.
  - Disaster Warning Net, radio only.
  - FCRC 800 MHz Radio System.
  - First Coast Radio System.
  - Internet/wireless
  - Commercial telephone, including fax.
  - Cellular telephone.
- b. The command post vehicle operated by the Fire Department is designated as a mobile command post in the County Comprehensive Emergency Plan. This vehicle is equipped to operate on communications systems that include:
  - First Coast Radio System (Jacksonville).
  - City 800 MHz Radio System.
  - VHF Radio Links to other fire agencies (St. Johns County) and the US Coast Guard (marine channel 16).
  - Cellular telephones and Satellite phones.

6. **Neptune Beach 800MHz Radio System**

The department owns a computerized base station that is connected to the City of Jacksonville (First Coast Radio System) through one (1) fiber line. Field radio equipment consists of mobile radios in vehicles and programmable portable radios issued to all sworn personnel. The NBPD is responsible for the operation and maintenance of the base station located at 200 Lemon Street Headquarters for the NBPD and the department issued portable radios. The radio system is licensed, owned, operated and maintained by the City of Jacksonville. (First Coast Radio System).

Mobile and portable radios are programmed into "talk groups" all channels on the 800Mhz radio system are encrypted. The NBPD has four (4) assigned channels on A-Flight;

NBPD 1 - Primary channel for all service

NBPD C2C - Secondary channel used for car-to-car or officer-to-officer transmissions and/or special operations.

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NBPD 2 - Channel primarily assigned for talk to talk.

NBPD DET - Channel primarily assigned to Ocean Rescue and/or detectives.

The officers of the department have the capability of communicating with the Office of the Sheriff, Atlantic Beach Police Department and Jacksonville Beach Police Department by switching the “flight” and channel number. See Radio Map below.

**RADIO MAP**

Flight A	Flight B	Flight C
NBPD 1	ZONE 1	JSO MARINE
NBPD C2C	ZONE 2	DCSB PD
NBPD 2	ZONE 3	UNF PD
NBPD DET	ZONE 4	JAA PD
BEACHTAC	ZONE 5	HANNA
JBPD 1	ZONE 6	C6 NIMS N
JBPD 2	Z2C2C	C7 NIMS S
JBPD TAC	Z3C3C	C8 NIMS E
JBPD BU	DET 1	C9 NIMS W
JB PFTAC	DET 2	C10 EOC
JSO TALK1	SPEV 1	8TAC94
JSO TALK2	SPEV 2	8TAC93
ABPD ADM	SPEV 3	8TAC92
ABPD-DET	SPEV 4	8TAC91
ABPD 2	TAC-2	8CAL90
ABPD 1	TAC-1	C16 MA FLA

All NBPD radios are programmed with three (3) flights or sets of talkgroups with sixteen (16) channels each. If/when an officer changes over to one of the other talkgroups or channels he/she must identify himself/herself as an NBPD officer plus their radio ID. These talkgroups are not recorded by the Communications recording system.

The NBPD Communications Center has the capability of linking multiple agencies - Jacksonville Beach Police Department, Jacksonville Fire Department and Rescue, Atlantic Beach Police Department, Hanna Park.

On duty communications personnel can monitor our primary channel as well as all the channels listed above. A walkie-talkie is additionally maintained in the Communications Center that has all the programmed channels as indicated above.

### **General Radio Operating Procedures**

The NBPD Communications Center will be the "Control Station" for operations within the corporate city of Neptune Beach. Alerts and warnings are received in the Communications Center via telephone, Teletype, 9-1-1 System, and Fax. Communications personnel notify field units, and City Officials.

Messages should be short and to the point. Clear text can be utilized to ensure that personnel not trained in 10-Codes and Signals can understand what is being transmitted. Messages are to be addressed from sender to receiver and acknowledged by restating the message.

## **ANNEX II. MASS CARE**

### **A. Introduction**

Mass care involves several issues and responsibilities that may need to be addressed and implemented prior to, during, and post disaster such as communications, evacuation, sheltering, special needs, food, water, first aid and welfare information, and other mass care assistance. These may be the result of a natural disaster such as a hurricane, terrorism, hazardous materials crisis, or other large-scale event. Disaster assistance is expected to be coordinated through "one stop" disaster applications centers, staffed by representatives of all agencies, both public and private that provide aid.

### **B. Responsibilities**

Responsibilities for mass care are a coordinated effort between local government, County, State, and other Federal agencies such as the American Red Cross. Responsibilities for coordinating mass care during and after a disaster will be the Incident Commander or his assigned command staff.

### **C. General Operations**

#### **1. Communications**

- a. Notification and information concerning a disaster or potential disaster to the public will usually be communicated from the COJ/Duval County EOC utilizing the local media, unless the emergency is localized.
- b. City personnel will be notified by the department directors through E-mail or by telephone contact.
- c. Persons with special needs are urged to register with the COJ/Duval County EOC.

#### **2. Evacuation**

- a. **General Population-** Neptune Beach is in a Category 1 evacuation zone, requiring evacuation of the entire civilian population in the event of hurricane force winds (Category 1 through Category 5). Low lying areas and mobile homes may be requested to evacuate early based on wind or flooding expectations. There are no hurricane shelters at the beach. For hurricane projections of marginal impact or landfall, the City will be evacuated based on predicted damage and life safety issues.

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- General population evacuation orders and instructions will be issued by the COJ/Duval County Mayor in concert with the Executive Group (SEPPC) and other Beaches Mayors through the local media.
  - General evacuation efforts will be coordinated with COJ/Duval County EOC.
  - Evacuation orders are mandatory, however people who refuse will not be forced to evacuate.
  - Senior citizens residences and other similar occupancies are to have specific plans in place for evacuation.
  - The U.S. Navy at Mayport can be expected to start evacuation earlier than the civilian community.
  - All citizens will be instructed to seek shelter inland. If possible seek shelter with friends and family. Shelters will be available staffed by the American Red Cross (ARC) volunteers.
  - Information concerning the type of shelter (special needs), locations, and instructions will be available from the media, on the internet at the coj.net site, and on electronic bill-boards. Re-entry tags have been issued to citizens, however additional tags may be available at the fire station or city hall prior to the event.
  - Persons needing transportation to the ARC shelters should be directed to the pick-up points at Fletcher Middle School and Neptune Beach Elementary School. JTA busses will be available at these locations for transportation to the ARC shelters. If necessary, city personnel will assist in transportation to the pick-up sites.
- b. **Special Needs-** Persons with special needs and or transportation needs should register ahead of time with COJ/Duval County EOC on line at coj.net, by telephone at 630-2472, or by mailing in a special needs or transportation form. Forms can be picked up at the Neptune Beach Police Department Building or the Utility Billing Department at Neptune Beach City Hall. An annual list of those who have registered for Special Needs/Transportation in Neptune Beach will be kept by the Neptune Beach Police Department. As a last resort, the JTA bus system (any bus stop) can be used for emergency transportation.
- c. **Localized Evacuation-** For evacuation due to a localized disaster in the City of Neptune Beach, instructions will be given to those persons and families affected and temporary sheltering may be provided by the American Red Cross at local hotels.
3. **Shelters** - If a general population evacuation occurs, the COJ/Duval County EOC, Health Department, and the American Red Cross will assess/coordinate the sheltering and special needs requirements including staffing, transportation, and sheltering. The bulk of mass care during sheltering and post disaster assistance will come from the American Red Cross and other volunteer organizations.
- Shelters will be identified by COJ/Duval County EOC prior to the evacuation.
  - Special needs shelters will be opened for those persons with special needs.
  - Long term sheltering needs will require the assistance from a variety of sources including FEMA, but in most cases most people needing long

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term assistance should seek other means such as their local insurance before seeking Federal assistance.

4. **Distribution Sites-** Points of Distribution (PODS) will be available for receiving and distributing bulk emergency relief supplies such as food, water, ice and tarps within the first 26-96 hours. These will be drive through sites capable of handling many people quickly.
5. **Comfort Stations** - Comfort stations may be established by volunteer organizations several days after an incident to assist citizens with household supplies or other needs.

### **ANNEX III. DEBRIS MANAGEMENT**

#### **A. Introduction**

Debris Management is an important part in the Recovery Phase. Following a major natural disaster, emphasis will focus on rapid removal of debris from public rights-of-way to allow emergency personnel and critical personnel back to the city. Included also in debris management may be demolition, sand removal, disaster recovery services, reimbursement assistance, etc. While most of the debris removal may be the result of a hurricane or severe weather, it may also result for other man-made disasters. In the past 15 years, the costs associated with debris removal have averaged 15% of all disaster related cost nationally.

#### **B. Responsibilities**

The Public Works Department will be responsible for coordinating all debris management operations and activities following a disaster. Reimbursement cost and project worksheets will be coordinated with the Finance Director. The Chief of Police (Emergency Management Coordinator) and Public Services Director will ensure that a debris contractor and contract are maintained for debris management services.

#### **C. Debris Management Plan**

- **Debris Clearance (Category A)** - Includes all storm induced debris on non-federal public roads, including the right-of-way, non-federal public waterways, other public property, and private property when undertaken by local government forces. Cat-A will also cover the cost of demolition of public structures if those structures were made unsafe by the disaster.
- **Planning** - Key roadways, city right-of-ways, public buildings, and a local debris processing site for debris will be identified. After the storm passes and during the preliminary damage assessment, a determination needs to be made on the type and the estimated amount of debris that will be moved and disposed of. The city will be sectioned off and mapped into sections. Debris clearance should be managed to ensure that costs established for debris removal and other clean-up with the contractor is eligible for FEMA reimbursement. The unit price contract (cost per cubic yard) should be used when the scope of work is difficult to define and based on estimated quantities.

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- **Push or Clearing Phase** - The first 72 hours following the return of key personnel, establishing security, and initial assessment, debris removal by the contractor will focus on clearing key roadways and infrastructure for emergency personnel and equipment. This time frame may be 100% reimbursable from FEMA. Based on damage, this phase may not include any pick-up of debris. In some cases, areas outside of the city will need to be cleared to allow Beaches Energy Services to begin restoring power.
- **Debris Pickup Phase**- A transition will be made from the push or clearing phase to the pick-up phase. After the initial phase of opening key roadways, a schedule should be established and communicated to the public for curb/street pick-up of debris. A schedule will need to be made to determine the number of times that contractor will pick up debris.  
Debris picked up and transported to the local holding site will be segregated and burned/chopped and/or transported to a permanent disposal site.
- **Local Collection Site**- A local site for debris collection (TDSR) or staging area for debris should be established. This site should be easily assessable, screened for unapproved waste, and ensured that an elevated inspection station is established and debris monitored. The site or sites also need an environmental permit. In most cases this is a holding site until transfer to a landfill or burn site can be made.
- **Monitoring**- Monitoring debris removal and management should follow FEMA guidelines. A city representative (reduction site/disposal manager) responsible for monitoring debris should be established at the temporary storage and reduction site to determine the quantity of material being hauled and disposed of and to maintain proper documentation. An elevated inspection station should be established with proper records kept (load tickets, unit number, weight, amount) of all debris picked up/deposited and transported.
- **Communication**- After the public has been allowed to return to the beach or the storm has passed, a public announcement should be made to the public on what to do with their debris, the length of time the city will assist with pick-up services, and the number of times debris will be picked up.
- **Financial** - A financial tracking system for city personnel and equipment used as well as contracted debris removal will need to be established to qualify for FEMA reimbursement. FEMA has strict guidelines related to debris removal reimbursement once a disaster has been declared. In addition to other city financial responsibilities, financial obligations to the contractor must be planned for.
- **Documentation**- Documentation meeting FEMA guidelines will be necessary to be eligible for reimbursement. Debris removal and clean-up is eligible for reimbursement under the Public Assistance Program from FEMA if a Presidential Disaster is declared. Based on the type and amount of debris, several methods may be used for determining a cost out method, which should be negotiated with the debris contractor based on recommendations from FEMA.

#### D. General Debris Operations Strategy

In many cases, prior contact with the debris contractor is not possible, however for a potential hurricane impact, contact should be made with the Disaster Recovery Contractor to begin planning for the deployment of services. The Incident Commander or his designee (Public Services Director) is responsible for contacting the Disaster Recovery Contractor to initiate their services which include debris removal, clean up, demolition, and technical assistance. Due to the wide coverage of electrical service that Jacksonville Beach provides to Neptune Beach residents, key areas may have to be cleared of debris the city to assist in restoring service.

There are two major phases to the initial debris operations, however the transfer of material to a reduction site or landfill could be considered a third phase.

1. The following are key areas to consider:
  - b. Develop a strategy and map out debris zones (see attachment) of the city.
  - c. Determine method of estimating debris and cost with Debris Contractor.
    1. Assess and estimate quantity and mix of debris.
  - d. Determine temporary transfer site location - Temporary Debris Staging and Reduction (TDSR).
    1. Good flow of traffic.
    2. Inspector tower.
    3. Area for segregation of material.
    4. Environmental conditions met.
  - e. Establish priorities to determine which roads or areas that will be cleared first.
  - f. Address legal, environmental, and health issues.
  - g. Inform residents when debris operations will take place in their neighborhoods.
  - h. Begin to document costs, and coordinate and track personnel and equipment.
2. During the push phase (usually the first 72 hours), debris is usually pushed to the roadside to clear access for emergency vehicles. During this time debris is typically not hauled to a disposal site.
3. During the pick-up phase, it is advantageous to move the debris either to temporary storage site (TDSR) until it can be transported to a reduction site or landfill for permanent disposal.
4. Debris removal is covered under the Stafford Act. Environmental considerations and legal issues pertaining to State and Federal requirements must be considered for pick up and delivery, demolition, when selecting TDSR site, and for final disposal of debris. Environmental requirements include but are not limited to the Clean Water Act, Endangered Species Act, Coastal Barrier Resource Act (COBRA), NEPA, Resource Conservation and Recovery Act, and Flood Plain and Wetland Protection.
5. There are basically three types of debris contracts:
  - **Time and Material** - Flexible for early debris removal and for hot spots, however usually allowed for only first 72 hours.
    1. Must be monitored.

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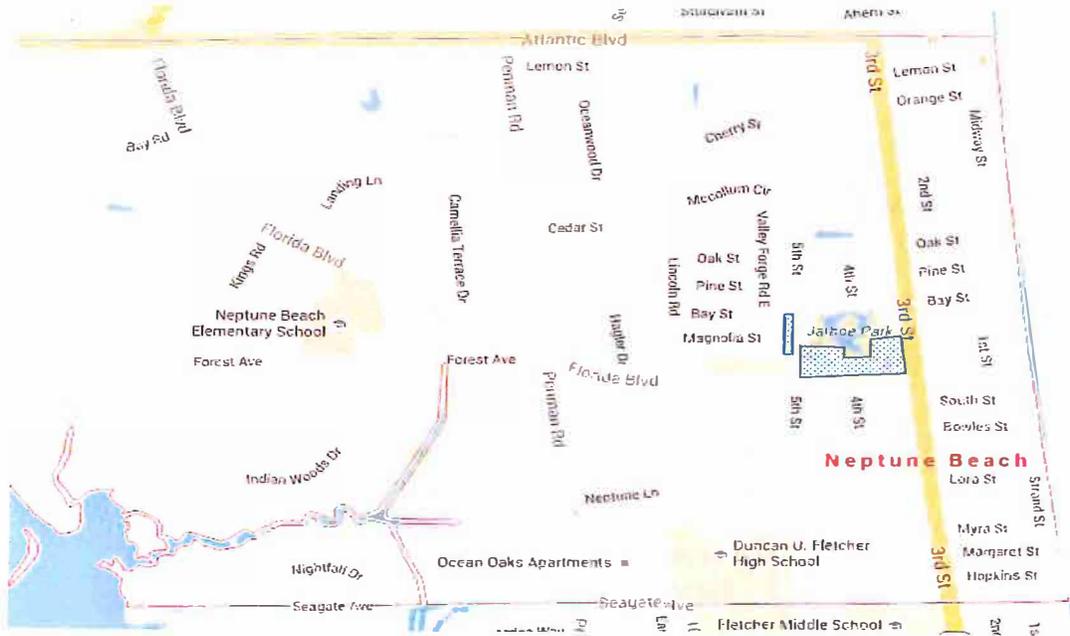
- **Unit Price** - Usually the method used after the initial 72 hours.
  1. Accurate account of quantities transported in cubic yards or ton.
  2. Monitored.
  3. Trucks measured and numbered.
  4. Trucks documented/load tickets.
- **Lump Sum**- Usually used for specific areas such as a TDSR site to a landfill or reduction site.
  1. Easy to monitor.
  2. Must quantify the amount of debris.

**E. Debris Operations Check List**

- Prior to the storm Contact Debris Contractor.
- 1-week pre-storm put Debris Contractor on Stand-by.
- Develop/negotiate scope, cost, and Notice to Proceed Agreement.
- Ensure Debris Project Manager is on scene and reviews procedures.
- Assess the amount, type of debris, and a cost estimate for debris removal and provide to Public Works Facility Director and Finance Officer.
- Develop guidelines and procedures for the debris project:
  - Amount and type of debris.
  - TDSR sites.
  - Develop pick-up strategy using Zones Map.
  - Permits.
  - Method of disposing: burning, mulching, dump.
  - Determine destination of debris.
  - Tower procedures.
  - Separation of material.
  - Monitors.
  - Measurements of trucks.
  - Tickets.
  - Loads (how to measure).
  - Communication with Project Manager and crews.
  - Documentation.
- Contact and Coordination of procedures with FEMA representative.
- Develop plan to clear roadways and areas during the initial Push Phase.
- Ensure all loading is done mechanically.
- Ensure all loads are monitored at the site and at the tower.
- Ensure the load tickets and tower records match daily.
- If debris at a gated community is included, ensure right of entry is obtained and FEMA is involved.
- Notify the public of the debris pick up schedule (number of passes) and other related information.
- Determine what roadways are Federal roadways and coordinate debris removal with DOT and/or FEMA.
- Critique daily and after the event progress and process.
- Ensure all documentation is completed.
- Have FEMA Document all correspondence concerning the project.

**F. City Debris Zones/Map**

The City of Neptune Beach will set up debris zones that will correspond with search/rescue and assessment zones utilizing the following map:



**APPENDIX I. HURRICANES & RELATED SEVERE WEATHER**

**A. Introduction**

Hurricanes are devastating powerhouses of wind, rain, and storm surge that impacts a considerable area. With fierce winds more than 74 miles per hour revolving counterclockwise around a low atmospheric pressure eye, hurricanes whip up seas and tides to dangerous levels. In addition, hurricanes inundate low-lying areas with relentless rainfall. This combination of weather will cause severe flooding and wind damage to coastal and inland regions. In addition, tornadoes are commonly associated when storms move inland. The Atlantic hurricane season is defined as June 1<sup>st</sup> - November 30<sup>th</sup>, however storms may occur outside these time frames. The City of Neptune Beach is vulnerable from tropical or hurricane force winds and tornadoes associated with a hurricane as well as flooding and storm surge.

**B. General Information**

A hurricane is a type of tropical cyclone, which is a generic term for a low-pressure system that generally forms in the tropics. The cyclone is accompanied by thunderstorms and, in the Northern Hemisphere, a counterclockwise circulation of winds near the earth's surface. Tropical cyclones are classified as follows:

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- **Tropical-Depression**  
 An organized system of clouds and thunderstorms with a defined surface circulation and maximum sustained winds\* of 38 mph (33 knt\*\*) or less.
- **Tropical-Storm**  
 An organized system of strong thunderstorms with a defined surface circulation and maximum sustained winds of 39-73 mph (34-63 knt).
- **Hurricane**  
 An intense tropical weather system of strong thunderstorms with a well-defined surface circulation and maximum sustained winds of 74 mph (64 knt) or higher. Hurricanes are categorized according to the strength of their winds. A Category 1 storm has the lowest wind speeds, while a Category 5 hurricane has the strongest. **These are relative terms, because lower category storms can sometimes inflict greater damage than higher category storms, depending on where they strike and the hazards they bring.** In fact, tropical storms can also produce significant damage and loss of life, mainly due to flooding.

\* **Sustained winds**  
 A 1-minute average wind measured at about 33 ft (10 meters) above the surface.

\*\* **1 knot (knt) = 1**  
 nautical mile per hour or  
 1.15 statute miles per hour.

1. **Wind-** Hurricane winds are defined as those more than 74 mph and hurricane gusts can reach more than 200 mph as far out as 20 to 30 miles from the eye. Winds move in a counterclockwise direction with the greatest winds usually on the right front quadrant. Gale or tropical force winds (39-73 mph) of the hurricane can extend 200 miles or more on the “front-side” of the storm and trail hundreds of miles on the “back-side.” Threats from hurricane force winds are flying debris, structural collapse, and the potential formation of tornadoes. 70% of all land-falling hurricanes spawn tornadoes.

The effects of the wind on a structure are not linear (1-1 relationship), but increases by the square. An increase of 10 MPH creates a significant increase in force.

2. **Storm Surge-** Storm surge is a large dome or mound of water created by the force of the wind blowing across the water, the low atmospheric pressure in or near the eye, and the slope of the continental shelf. Surge heights peak as the hurricane reaches shallow water, wind is at a maximum, and the storm makes landfall. Tidal levels also have a significant impact on the amount and level of the storm surge. Maximum storm surge usually occurs to the right front quadrant area of the storm, near the point of maximum winds, with the greatest flooding impact from storm surge north of the eye. Storm surge may raise the ocean 15-20 feet or more above main sea level at the coastline, causing severe coastal and inland flooding in addition to damage from coastal wave action. Drowning from storm surge and flooding is the leading cause of hurricane related deaths. Elevations at the beach vary from 4-20 feet above sea level. The following is a schedule for a worst-case storm surge for Neptune Beach.

Category 1 - 11 feet	Category 4 - 21 feet
Category 2 - 14 feet	Category 5 - 24 feet
Category 3 - 17 feet	

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3. **Rain/Flooding-** Heavy rains accompanying a hurricane and tropical storm contribute significantly to flooding throughout affected regions. Typical hurricanes produce 6-12 inches of rainfall to the affected area which often come in bands. Slow moving storms (<10 MPH) are difficult to predict and may produce heavy rains and flooding problems in coastal and inland areas. The speed/ intensity of the storm will have an influence on the amount of rainfall and flooding.
4. **Intensity/Damage-** Hurricanes expend considerable energy when contacting the shoreline and coastal regions and usually begin to dissipate as they move inland. Tropical force winds usually subside within 12-hours, however recent studies indicate some areas, such as marshlands, do not dissipate the storm as soon. Hurricanes vary in size, intensity, and speed. The Saffir-Simpson scale breaks hurricanes into categories based on sustained wind speeds.
  - Category 1: 74-95 MPH,
  - Category 2: 96-110 MPH,
  - Category 3: 111-130 MPH,
  - Category 4: 131-155 MPH,
  - Category 5: greater than 155 MPH.
  - **Category 1 and 2 Hurricanes:** Usually pose minor damage to stable structures, but can do major damage to mobile homes, vegetation, and piers. Flooding will occur in some coastal areas and low-lying areas.
  - **Category 3 Hurricanes:** May cause some structural damage to small residences and utility buildings, but mobile homes are destroyed. Flooding near the coast destroys structures with floating debris. Low areas may be flooded inland 8 or more miles.
  - **Category 4 and 5 Hurricanes:** These storms are the most deadly and destructive. Both can create complete roof failure and building collapse of residences and industrial buildings. Major damage occurs in the lower floors of structures along the shoreline, and massive beach erosion is caused by the storm surge. Flooding of 15 feet or more may occur along the shoreline and up to 10 miles inland.

**Tropical Storm Warning:** A warning that tropical storm conditions including possible sustained winds ranging from 39-73 miles per hour are expected in a specific coastal area in 24 hours or less.

**Hurricane Watch:** An announcement made for specific coastal areas that hurricane conditions are possible within 36 hours.

**Hurricane Warning:** A warning that sustained winds 74 mph or higher associated with a hurricane are expected in a specified coastal area in 24 hours or less. A hurricane warning can remain in effect when dangerously high water or a combination of dangerously high water and exceptionally high waves continue, even though winds may be less than hurricane force.

**C. Responsibilities**

Each city department is responsible for a wide variety of activities for each phase of an emergency (Preparedness, Response, Recovery, and Mitigation). General duties and specific responsibilities required of each department will utilize a checklist. Response recovery objectives and responsibilities will be determined by the Unified Command. Specific information on a topic may be found in other areas of this MCEMP.

1. **Emergency Response-** Outside activities by emergency workers will be limited when sustained winds reach 45 MPH or as determined by the IC and Chief of Police to ensure safety of personnel.
2. **Staffed Facilities-** The city will establish a command post (Unified Command) for any severe tropical storm or hurricane and direct operations.
  - a. For a Category 1 or 2 storm or tropical force winds impacting the community, critical personnel will staff the Public Works Facility, Police Headquarters, and the 9-1-1 Communications Center. The decision to staff key functions or evacuate all city personnel will need to be made prior to the on-set of tropical force winds.
  - b. If an evacuation is called for, a Beach Complex (for coordinating all beach activities) will also be established and staffed by personnel from each of the beach cities. The first choice for a location is at the O&M facility, 1460 Shetter Avenue, Jacksonville Beach, Florida, in a separate location from the command post. If that is unavailable due to conditions or other needs, the complex will be located at a position as determined by the representatives from all three beach cities. In addition, a base staging area will be established.
3. **Bridges-** The decision to secure bridges may be done by local government or the Beach Complex to accommodate evacuation but will normally be secured when winds reach 39 MPH. Traffic will be limited on all bridges due to the elevation, when winds reach an unsafe level.
4. **Evacuation-**
  - **General Population Evacuation**

If an evacuation of the beaches area is called for (usually a Cat 1 or above storm), the Beach Complex would be activated to assist each beach city and area command post coordinate evacuation plans. It is estimated that it will take from 12-18 hours to evacuate beach communities.

    - a. Evacuation orders and instructions shall be issued by the COJ/Duval County Mayor as the Duval County Executive, in concert with the SEPPC Council (executive group) and coordinated through the Beach Complex. All public instructions will be issued from the COJ/Duval County EOC and broadcast by the radio and TV media.
    - b. The U.S. Navy at Mayport can be expected to begin evacuation earlier than the civilian community and can be a predictor of our own evacuation.

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- c. All citizens are to be instructed to seek shelter well inland. Sheltering with family and friends or in a hotel/motel will provide the most comfort.
- d. Persons who wish to go to an Animal Refuge Center (ARC) public shelter are to be referred to official announcements on radio and TV for shelter locations and instructions. General instructions for hurricane evacuation are also available in the telephone book.
- e. There are no public hurricane shelters at the beaches. Persons who need transportation to an ARC public shelter are to be directed to evacuation centers at Fletcher Middle School and Neptune Beach Elementary School.
- f. Public transportation will be available at these sites to transport people to ARC public shelters. If necessary, city workers may transport people to these evacuation centers.
- g. For expected landfall by a category 1-5 hurricane, the entire civilian population of Neptune Beach will be asked to evacuate.
- h. For hurricane projections of marginal landfall, the City of Neptune Beach will be evacuated based on predicted damage and life safety issues.
- i. Evacuation determination and efforts will be coordinated with the COJ/Duval County EOC. Evacuation orders are mandatory, however persons who refuse to evacuate will not be forced.
- j. The hospital, nursing care centers, HUD, senior citizens residences, hotels and similar occupancies are to have specific evacuation plans.

▪ **Evacuation Traffic Plan**

Neptune Beach, Jacksonville Beach, and Atlantic Beach (which also is responsible for Mayport) will be responsible for facilitating the smooth flow of traffic within their respective jurisdictions, although it will be coordinated through the Beach Complex.

1. Any additional requests for traffic personnel will be made to the unified command at the Beach Complex.
2. All personnel (regardless of their agency) assigned to work traffic will operate on a common radio frequency. This frequency will be coordinated through the Beach Complex.
3. Law Enforcement or Fire rescue officer/crews assigned to any of the beach cities will operate under the command/control of the Police Chief/Chief of Police within the jurisdiction they are assigned.
4. Officers will be positioned at the major intersections.
5. Officers will be assigned on the east side of the bridges.
6. Tow trucks will be stationed at the bridges but may be moved as needed to facilitate traffic problems.
7. All vehicles will be able to leave the beach at the route of their choice. If the need arises, law enforcement may redirect traffic.
8. It is estimated that an evacuation may take 12-18 hours to complete.

▪ **City Government Evacuation**

1. The Incident Commander or City Manager shall order all city workers to take shelter or evacuate prior to dangerous hurricane conditions. If the situation allows, the Incident Commander may

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release non-essential city workers from duty if adequate time is available for them to reach shelter.

2. Outside operations with sustained winds above 45 MPH will be limited, except as determined by the Incident Commander, Department Director, or City Manager.
  3. City government shall evacuate to a suitable shelter west of the ICW. Limited police units may be sheltered at Police Headquarters during Category 1 or 2 storms. The decision to evacuate key law enforcement and emergency personnel and where to locate will be coordinated by the beach cities through the Beach Complex.
  4. Each beach city will relocate during an evacuation to separate sites west of the Intracoastal, but should maintain in communication contact through the Beach Complex.
  5. If members of Jacksonville Sheriff's Office or other agencies choose to evacuate with Neptune Beach personnel, they may do so but should take with them a 3-day supply of food, water, clothing, etc.
    - a. **Accountability of personnel and equipment shall be maintained by each department.**
    - b. Records may be kept in the vehicles if adequate protection is available.
    - c. Personal supplies should be taken with all personnel who evacuate.
    - d. After hurricane force winds have subsided, personnel will convoy back to the beach.
    - e. The Beach Complex should be re-established.
- **Evacuation of 9-1-1 Communications Center-** If the 9-1-1 Communications Center is evacuated due to a hurricane or other disaster, most Communication Dispatch personnel will evacuate to a facility west of the intercoastal (Hotel). Several Communications Dispatch personnel will be relocated to COJ/Duval County EOC with Neptune Beach calls directed to that location. 9-1-1 calls and dispatched units will originate from that office until time that communication services can be restored in the city.

#### D. Preparedness Activities

Preparedness is any action taken in advance of an emergency to plan, develop, support, and enhance the operational capabilities and to facilitate an effective and efficient response and recovery to an emergency.

1. **All City Departments** - Review and complete all activities in the following Hurricane Preparedness Checklist by April 30<sup>th</sup> of each year and forward a memo to the Chief of Police (Emergency Management Coordinator) when all items have been completed.
  - The MCEMP basic plan including Hurricane Appendix I and Specific Annexes such as Debris Management, Communications, etc. have been reviewed by department personnel.
  - Department hurricane plan/guidelines, job duties, and responsibilities specific for each department have been reviewed with all department personnel.

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- Any updates to the MCEMP or department guidelines have been forwarded to the Chief of Police (EMC).
- All special hurricane emergency arrangements or agreements with outside agencies or suppliers have been confirmed.
- Ensure that a stockpile of emergency supplies and equipment for all City facilities and for each department are adequately supplied.
- All department radios have been checked and are functioning properly.
- All departments have checked and confirmed that all emergency phone numbers/contact lists are accurate.
- All city personnel should have personal plans for hurricane emergency dependent care and property protection.
- All Department Directors and critical personnel participate in the annual hurricane exercise.

**2. Police Department** (Responsible for Emergency Management coordination)

- Each year by May 1<sup>st</sup>, a review of the MCEMP and specifically the Hurricane Appendices will be made and updates made.
- During April of each year a hurricane preparedness class is offered to all city workers.
- In May/June of each year a hurricane exercise will be conducted with department directors and critical city staff.
- Annually, prior to hurricane season, information related to hurricane preparedness will be made available to the public.

**3. Utility Billing Department**

- Prior to May 1<sup>st</sup>, all customers have been alerted (notice in the utility bill) to the procedure to register for special needs and/or evacuation assistance with COJ/Duval County EOC.

**4. Purchasing and Procurement**

- Ensure that maintenance/service is completed semi-annually on all city facility generators.

**5. Personal Hurricane Preparedness**

The welfare of the general population requires that city workers be on the job during a hurricane emergency. It is important that city workers protect their personal property and families so that they can perform essential duties with peace of mind. The City recognizes the responsibility of city workers to their families.

- *All city workers are required to make personal plans for dependent care prior to a hurricane emergency.*
- Dependents should be sheltered well inland, away from flood prone areas and in sturdy buildings. Mobile homes should be evacuated. Although some families may be able to remain at home, many will need to relocate to better shelter. Sheltering with family, friends or in a hotel/motel will provide the most comfort. Several families may wish to shelter together for mutual support.

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All dependents should be prepared to live without assistance for up to **three days** (72 hours).

- For those that need Red Cross sheltering, shelters will be opened on the west side of the Intracoastal. There will be other shelters throughout Jacksonville/Duval County.
- No unaccompanied dependent children should be sent to a public shelter. All minor children of city workers should be in the care of a responsible adult.
- Pets are not allowed in most public shelters. Each city worker with a family pet should make special plans for them prior to a hurricane emergency.
- City workers are encouraged to stockpile the following supplies:
  - a. Portable radio, flashlight, batteries.
  - b. First aid supplies.
  - c. Medicines and baby supplies.
  - d. Bottled water  
(1 gallon per person/ per day x 3 days = gallons).
  - e. Materials to secure home (shutters, tape, etc.).
  - f. Fire extinguisher.
  - g. Eating utensils, can opener, etc.
  - h. Bedding.
  - i. Extra clothes.
  - j. Tools.
  - k. Pail with cover (for waste).
  - l. Extra money.
- These supplies can be used if city workers' dependents remain at home or relocate to a shelter. Remember, shelters may lose electricity, water, etc., due to the hurricane.
- A **hurricane watch** means that a hurricane may threaten our area in the next 24 to 36 hours. When a hurricane watch is declared, city workers should:
  - a. Monitor radio and TV weather reports.
  - b. Check supplies.
  - c. Store food and water.
  - d. Fill vehicles fuel tanks.
  - e. Secure boats, lawn furniture, etc.
  - f. Fill prescriptions.
  - g. Make pet arrangements.
  - h. Confirm dependent care arrangements.
- A **hurricane warning** means that a hurricane is expected to strike within 24 hours. When a hurricane warning is declared, city workers should:
  - a. Secure their home.
  - b. Turn off utilities.
  - c. Secure pets.

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- d. Evacuate dependents if necessary (take along hurricane supplies).
- e. Critical workers need to report to work.

**E. Response Activities (pre-storm)**

Response activities are actions taken immediately before, during, or after an emergency to reduce casualties, save lives, minimize damage to property, and enhance the effectiveness and speed of recovery. The response phase includes conducting emergency operations by acting to reduce the hazard to acceptable levels (or eliminate it entirely), and to coordinate resources in managing the emergency. Activities related to the threat of possible tropical or hurricane force winds will be done several days ahead of any Hurricane Watch activities if it is evident that the City may be impacted. The City Manager will determine at what point Response operations will begin. This will usually be prior to the Hurricane Watch issued for the area (72 hours prior). During hurricane force winds, most operations will cease and time will be spent coordinating and planning activities once the hurricane/gale force winds have subsided.

**1. All Departments**

- In the event of a hurricane impacting our area, Department Directors will meet with the City Manager and staff for updates and projections of a potential storm, to plan preventive measures, coordinate the securing of facilities and equipment, and to keep employees informed.
- Police/Fire will coordinate Incident Command Structure activities (evacuation) with the other two beach cities. (Establish Beach Complex)
- Establish a command post at the O&M facility and activate Incident Command Structure.
- Each department will review the MCEMP with personnel and begin preparations including each department's individual plan and personal plans in the event of an impact.
- All departments and critical personnel will review their department hurricane guidelines and ensure that their facilities, equipment, personnel, and records are prepared.
- At the direction of the City Manager, each department will secure their facility by applying shutters to the windows, checking supplies, and check that the generators are working and fuel is topped off.
- Each department should box up necessary records and back-up necessary computer files and prepare for transport if an evacuation is called for.
- Each department should secure and take protective measures for equipment at their facility.
- Keep employees informed of the status of the storm.
- All critical city personnel will be contacted and advised when they would be required to report for duty.

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- Ensure all personnel have supplies (food, water, clothing, etc.) so that they can be self sustained for 72 hours.
- All city workers should prepare for dependent care and make plans for securing their own residence.
- All departments will maintain maximum fuel levels in vehicles and equipment.
- Ensure all loose equipment in and around facilities is secured.
- Ensure the city has supplies to sustain the first 72 hours of emergency operations.

**2. Executive Group**

- The City Manager will coordinate all response activities and keep the City Council informed of all activities related to the possible storm and associated impact.
- The City Manager will alert and keep the City Council briefed on the status of the storm, city preparedness, and other information.
- Meetings will be held by the City Manager with Department Directors and critical staff personnel to coordinate response activities. The City Council will be invited to attend the briefings.
- The Mayor or her/his representative, as a member of the (Executive group) SEPPC, and the Chief of Police will attend meetings with Jacksonville Officials and coordinate activities with COJ/Duval EOC.
- The Mayor or Mayor Pro-tem accompanied by an aide, will be at the COJ/Duval County EOC during a Hurricane Warning or as required.

**3. Police Department (Responsible for Emergency Management activities)**

- Keep the City Manager and all Department Directors informed of all storm updates and information from COJ/Duval County EOC.
- Attend Executive Group (SEPPC) meeting with the Mayor and coordinate activities.
- Contact Hasty's Communication to prepare for communications issues.
- Contact a hotel/motel site to prepare in the event of an evacuation.
- Ensure all emergency contact numbers are accurate and radio system/towers are operable.
- If an evacuation of Zone 1 (Cat-1 storm, hurricane force winds affecting the Beaches) is called for by the Mayor of Jacksonville, coordinate evacuation activities with other law enforcement agencies.
- Set up the local command post at the Police facility and coordinate city emergency response activities. If a catastrophic event is forecast or evacuation help set up the Beaches Complex.
- Ensure re-entry passes are available for citizens, businesses, and city workers.
- Personnel are alerted of call-back and staffing requirements.
- Coordinate emergency response activities.

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- Coordinate information and activities with COJ/Duval County EOC.
- Ensure that vehicle maintenance and service personnel are available.
- Contact the Debris Management Contractor to monitor activities.
- Set up a contractor if portable buildings are needed.

**4. Purchasing and Procurement**

- Ensure that rental trucks are reserved for evacuation of equipment and records.
- Ensure that all boxes and supplies for the hurricane and evacuation are procured and available.
- Ensure all contracts/purchase orders are up to date.
- Ensure all city fuel tanks are kept full.
- Set up contacts/contractor for potential supplies.
- Ensure a 72-hour supply of goods, equipment, and supplies are available and ready for transport. These include the following:
  - a. Food: for 80 workers x 3 meals a day x 3 days (MRE's) = 720 meals
  - b. Water: 80 x 3 gallons per day x 3 days = 720 gallons
  - c. Fuel: 1,000 gallons diesel and 1,000 gallons regular
  - d. Extra equipment:
    - 1. Batteries
    - 2. Chain saw blades
    - 3. Tools
    - 4. Medical supplies
  - a. Extra generators: For maintenance, battery charging, lights, running equipment/pumps, etc.
  - b. Temporary shelters (available buildings, portable, or tents).
  - c. Service area for tire and equipment repairs, batteries, etc.
  - d. Each department will be responsible for their vehicles).
  - e. Portable sanitation facilities (4 port-a-lets).

**5. Public Works Department**

- a. Pollution Control Plant Division
  - Obtain additional portable pumps and generators for lift stations.
  - Draw down the storage capacity of affluent basins.
- b. Water Plant Division
  - Fill elevated storage tanks.
  - Increase chlorination levels.
- c. Distribution/Collection Division
  - Support PCP activities.
- d. Streets Division
  - Pick up garbage cans and other material on beach/right-of-ways that may cause flying debris hazards.

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**6. Police Department**

- Coordinated emergency response activities.
- 9-1-1 Communications Center responsible for alerting the City of special weather information.
- Responsible for security of the City.
- Responsible for securing traffic on bridges.
- Maintain open roadways and traffic.
- Coordinate evacuation of the beaches when declared and coordinate with other beach cities and other agencies.
- Control of civil unrest.
- Responsible for coordinating Re-entry procedures.

**7. Building and Zoning Department**

- Ensure all construction sites/contractors have secured their equipment and facilities.
- Prepare and box all records/documents/plans for possible evacuation.
- Prepare for damage assessment responsibilities.

**8. Finance/IT Department**

- Prepare/back-up all financial records for possible evacuation.
- Ensure payroll/payment continuity during emergency and recovery operations.
- Prepare documentation and distribute to all departments to track storm related expenditures.
- Ensure Computer equipment/system is ready for transport.
- Ensure payroll continuity during emergency operations.

**9. Parks/Recreation Department**

**a. Ocean Rescue**

- Ensure that beaches are posted with warning signs and equipment is secured.

**10. Utility Billing**

- Assist in distributing special needs info.

**11. City Clerk**

- Ensure required records are secured electronically or manually.

**F. Recovery Activities (post-storm)**

Short-term recovery is any action taken to return vital functions and critical infrastructure to a minimum operating standard. Activities are initiated to assess damages, needs, and available resources and coordinate relief efforts. The Incident Command System will be used to manage/coordinate all short-term recovery activities. For a large-scale disaster or evacuation, a Beaches Complex will be established. The Beach Complex is 1 of the 4 divisions that Duval County is divided into to coordinate resources needed with COJ/Duval County Area Command. Each beach city will manage their own recovery activities however,

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each will coordinate through the Beach Complex for needed resources and information. Operational time periods, usually 12 hours, should be used to develop objectives and an action plan for that period by the Unified Command.

▪ **Initial Post Hurricane Survey**

As soon as the winds diminish to a safe level a team of Neptune Beach Police, Public Works, and Beaches Energy personnel will return from the evacuation site or the Command post and do a preliminary assessment. At this time the perimeter should be secured, and command assumed. This assessment should include:

- Check roadways and bridges for safe passage.
- Determine level of flooding and damage.
- Determine damage of city facilities and alternate command post.
- Check for communications availability.
- Check for power, water, and sewer damage/outages
- Communicate information with Evacuation Center.

▪ **Sample Action Plan for first 12 hours:**

1. Re-Establish a command post
2. Develop the first 12-hour action plan and assign personnel. Make assignments following Incident Command System guidelines and needs.
3. Re-establish communications (radio, IT)
4. Set up security perimeter.
5. Do an initial damage assessment. (use zone map)
6. Begin Search/rescue efforts. (use zone map)
7. Begin debris removal from major streets/roadways.
8. Begin efforts to restore water, sewer, and power.
9. Establish local staging area for resources (for workers): Food, fuel, water, shelter, sanitation, and maintenance.
10. The city should not expect assistance for the first 48-72 hours.
11. Establish a medical triage/treatment/transport area.
12. Send a staff officer to establish a Beach Complex.

1. **General ICS Responsibilities/duties (sample)**

The following are basic responsibilities for each position in the Incident Command Structure. Some areas will not be staffed while others may have additional assistance.

**A. Beach Complex:**

- Unified Command
  - The command structure will include a representative from each of the beach cities.
  - Located at a site (O&M facility or alternate site).
  - Will establish communications with COJ/Duval County EOC Operations and the three beach command posts.
  - Will coordinate information, activities, and resource needs for the three beach communities with COJ/Duval County EOC Operations.

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- Will coordinate Base/staging area for all beach cities resources.
  - Will coordinate logistical support with COJ/Duval County EOC Operations.
  - Response for a demobilization plan.
- Operations
  - Will oversee the operations of the three beach communities and report progress, as well as resource needs to the Unified Command.
- Logistics
  - Will oversee the logistics of the three beach communities and report to the Unified Command. Will advise the Unified Command of needs.
  - Responsible for documentation of resources.
- Base/Staging
  - Will oversee the resource as they are deployed to the base/staging area. (Units are either in service or out)
  - Responsible for documentation of available resources and advising the UC of what is available.
  - May be at the Beach Complex or other location.
- Planning
  - Responsible for looking at the status and the future needs for resources of the three beach cities and keeping the Unified Command advised. Helps the Unified Command determine an action plan.
- Joint Information center/PIO
  - Coordinates information from beach cities to COJ/Duval County EOC.

**B. Neptune Beach ICS Structure (sample):**

- City Manager**
  - Responsible for coordinating all City of Neptune Beach recovery activities and restoring essential functions. The City Manager will establish the overall objectives for the City.
  
- IC or Unified Command (Police)**

A single IC has one individual responsible while a unified command involves multi jurisdiction/agency or multiple departments within an agency. UC allows a coordinated effort in determining objectives with one agency/dept. taking the lead role with the others assuming supportive.

  - Establishes a command post.
  - Establishes priorities and objectives.
  - Established the level of the organization needed and monitors the operation and effectiveness of the operation.

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- Responsible for overall safety.
  - Coordinates the activities of the general/command staff.
  - Approves the action plan and approves the use of or demobilization of resources.
  - Coordinate activities/resource needs with Beach Complex to COJ/Duval EOC.
  - Develops action plans for specific time periods (example 12 hours).
- Command Staff** (if not staffed, the responsibility of the IC)
- Safety
    - Monitors incident operations and advises the IC of all matters including emergency responders.
  - Public Information Officer
    - Establish an information area and method for the media and public to release information (ie; radio, TV, or web site).
    - Establish a staffed phone number for public information.
    - Coordinate public info through COJ/Duval County EOC Liaison.
    - If staffed, coordinates activities and issues with outside resources. A point of contact.
- Operations** (If not staffed the responsibility of the IC)
- This section is responsible for managing all tactical operations.
  - Supervises the operations portion of the IAP.
  - Approves and requests all resources to function and demobilization of personnel and equipment.
  - Responsible for safety of personnel and their operation.
  - Request additional units from staging or the IC.
  - Gives periodic briefings and updates to the IC.
- Building** (If not staffed the responsibility of the IC)
- Collects information and develops plans to assist the IC in mitigating the incident.
  - Advises command of needs.
  - Determines the need for specialized services.
  - Plans for the needs of personnel, resources, and equipment.
  - Looks at the future of the incident at what the needs will be and assists in developing the Incident Action Plan.

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- **Logistics (Public Works)**
  - Provides all incident support needs for responders.
  - These include, fuel, facilities, supplies, equipment maintenance, food services, water, medical, etc.
    - Develop communications so workers can contact families.
    - Develop 12-hour work schedule for workers.
    - Establish a portable maintenance facility for equipment and apparatus maintenance, fixing flats, and minor repairs.
    - Food and facilities for preparation to feed workers.
    - Water.
    - Establish Fuel supplies.
    - Ice
    - Sanitation supplies (port-a-lets).
    - Generators.
    - Establish sleeping facilities (trailers, tents, buildings, etc).
  - Provides information to IC for the Incident Action Plan.
  - Requests additional resources as needed.
  
- **Finance/IT**
  - Manages financial aspects of the incident.
  - Ensures compensation and claims.
  - Responsible for documentation of personnel and equipment for potential reimbursement.
  - Within this group is the IT division and is responsible for re-establishing the IT network system.
  
- **Branch/Divisions/Groups under Operations**
  - Staging- Responsible for setting up a staging area for equipment, food services, fuel, maintenance, supplies, tracking resources, and advising the Unified Command what is available.
  - Communications- Responsible for re-establishing radio communications.
  - Damage Assessment- Responsible for conducting an area damage assessment and reporting to the Unified Command.
  - Law Enforcement- Will establish several groups under law enforcement branch such as traffic, animal control, 9-1-1 communication, patrol, and services.

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Public Works- Will establish several groups under PW including water, sewer, streets, and debris management.

Beaches Energy- Will have several teams to restore power.

Human Services- Will assist in developing Points of Distribution, address health issues, and may include the Red Cross, Salvation Army, and Health Dept.

**2. Responsibilities that may be assigned to a Branch or Group from a specific department (sample).**

Although assignments may be made by a functional group such as law enforcement, departments and members may be responsible for other ICS functional/task areas or assigned a command staff level position responsible for an area such as Logistics.

- The City Manager is responsible for coordinating all City of Neptune Beach recovery activities and restoring essential functions. The CM will assist the unified command in establishing overall objectives.
- The Police Department will be responsible for coordinating activities with other outside agencies, search and rescue operations, radio communications
- The Police Department is responsible for maintaining security, coordinating re-entry, traffic, animal control, and restoring law enforcement operations. Assistance with S/R may be necessary.
- Public Works will be responsible for debris management and coordinating efforts with the debris management coordinator.
- Public Works departments will be responsible for infrastructure repair such as water, sewer, and streets.
- Beaches Energy will be responsible for infrastructure repair of electrical services.
- The Building Department will be responsible for damage assessment and code enforcement issues as well as coordinating post-disaster mitigation activities (LMS).
- The Finance Department will be responsible for financial responsibilities including recording costs associated with the event and coordinating all FEMA Public Assistance grants and reimbursements. The IT Department will restore the communication network.
- The Human Resource Department will coordinate insurance needs for public facilities, equipment and information for damage reimbursement reporting. In addition, HR will assist with coordinating human services needs.
- Finance will be responsible for logistical support including repairs of city facilities, apparatus, and equipment, coordinating equipment needs, fuel, food, etc.
- Building will assist with the damage assessment of public facilities and other areas as requested.
- The City Clerk's office will assist in re-establishing city records and functions.

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3. **General Objectives** (sample ICS objectives)

- Ensure command is established and a stationary command post.
- Re-establish a command post if an evacuation occurred. Assist in setting up a Beach Complex if needed. Direct operations using the Incident Command System.  
This may be at the O & M facility or at another suitable location. Establish a unified command. Begin to develop an action plan for the first 12 hours and then for additional time periods as needed.
- Do a preliminary damage assessment of casualties and property and begin Search/Rescue activities.
- Use the zone map and begin a building-by-building search of all structures that are safe to enter, beginning with the area most heavily damaged. Mark/date each house identifying that a search has been completed and the number of victims (see marking system). Once all damaged structures have been completed do a secondary search of all affected structures.
- Establish communications.
- Re-establish radio/phone communications with Beach Complex and COJ/Duval County EOC and re-establish 9-1-1 communications.
- Set up security (perimeter) for the City, initially allowing only critical persons and equipment into the City until the area is determined safe.
- Debris should be cleared on major roadways to allow emergency vehicles and workers access. A debris transfer site, monitoring station, permits, personnel and equipment, and schedules for debris should be established removal (see Debris Management Appendix).
- Set up a staging area for all incoming equipment and supplies as well as a medical staging area for triage, treatment, and care of the injured.
- Each utility/public works department or division should assess critical infrastructure/functions and begin the process to restore the critical functions and areas first.
- Begin resource management of personnel, supplies, and services needed for the workers and operations which will include food, water, shelter, fuel, sanitation means, equipment and vehicle maintenance, communications, and a host of other resources. Neptune Beach should be prepared to be self sufficient for a minimum of 72 hours until additional assistance is available from the COJ/Duval County EOC.
- Coordinate health related activities with the Duval County Health Department.
- After the initial preliminary assessment has been completed begin a damage assessment (PDA). Send a report to COJ/Duval County EOC.
- Structures will need to be evaluated for safety and structural stability. Tag buildings for livability if possible using the red (not livable), green (livable), and yellow (livable but needs attention) system.
- Establish a fleet maintenance program to care for apparatus, equipment, tire repair, and service needs.

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- Call for mutual aid as needed to assist with rescue, security, and other functions. Request State mutual aid resources through COJ/Duval County EOC.
- Coordinate workers/resources using 12 hour on/off schedule. Provide city workers time to care for their own families, property, and needs.
- Once the hazards have been managed, coordinate the re-entry process with COJ/Duval County EOC, St Johns Country, and other beach communities (see the Re-entry Program). Manage traffic issues.
- Establish Points of Distribution (POD) for essential citizen's supplies.
- Restore essential government functions such as Information Technology, Records/City Clerk, Planning and Development, Finance, and other functions. Establish a fixed or portable site to carry on city business.
- Keep the elected officials informed of the event and recovery efforts.
- Post sites and provide updated information to residents via the local media, staffed telephones, and the city's web site.
- Coordinate relief efforts with County, State, and Federal Agencies (FEMA).
- Ensure all preparedness, response, and recovery activities are well documented for possible reimbursement.

4. **Re-entry Program** (If an evacuation occurs)

As soon as reasonable after the storm passes, assessments of the beaches will be made and relayed to the Neptune Beach command post and Beach Complex. Depending on the level of damage, hazards, and other factors, a decision will be made to allow re-entry to the beaches. When each beach city and the Beach Complex is ready for re-entry, coordination will be made through the Beach Complex with COJ/Duval County EOC in Jacksonville to make the public notification. Each beach city will coordinate the re-entry effort through the Beach Complex.

- Emergency workers (Police, Fire, Rescue, and EMS), Utility/PW workers, City Officials, and other city/county personnel will be the first to be permitted back to the beach following a hurricane. Their function will be to evaluate the damage, re-establish emergency services, secure the area, establish a command post, and begin to restore the infrastructure.
- Re-entry will occur in phases based on health and safety issues as well as damage assessment. The Neptune Beach Police Department and JSO will be stationed at key access points, in conjunction with the Duval County Re-entry Plan, to ensure only those who need to be at the beach are allowed access.
- Coordinate with all beach cities.

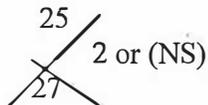
5. **Search/Rescue Marking System**

Search/Rescue crews will utilize a uniform marking system (**red/orange spray paint near the main entrance**) to identify structures that have been searched. Crews will usually begin in the most damaged area utilizing the zone map. If needed, GPS coordinates are available to identify each zone (see zone map). During the initial primary search, an approximate 12-inch

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diagonal stripe will be marked near the front entrance. After exiting the building, the date will be placed in the upper left section of the stripe and the number of victims in the right upper section. If unable to search due to hazards identify by NS (not safe) instead of victims. If a secondary search is completed later, place another diagonal opposing stripe with the date of the search/victims in the lower middle section.

Example:



### G. Mitigation Activities

Mitigation includes those activities, policies, or programs developed and adopted that will reduce, eliminate, or alleviate damage caused by disasters.

Proper and coordinated planning is a prerequisite to effective hazard mitigation.

The purpose of the Mitigation Programs is intended to reduce the loss of life and property due to natural disasters, to enable mitigation measures to be implemented during the immediate recovery from a disaster, and/or to prevent future hazards.

Mitigation activities will be the responsibility of each department; however, activities should be coordinated with the Finance Officer and LMS Coordinator for the City. **For additional information related to Mitigation, see general section under Mitigation.** Eligible activities for this program may include:

1. Property acquisition or relocation.
2. Structural and non-structural retrofitting (e.g., elevation, storm shutters and hurricane clips).
3. Minor structural hazard control protection (e.g., culverts, floodgates, retention basins).
4. Localized flood control projects that are designed to protect critical facilities and are not part of a larger flood control system.
5. Protection of utilities and seismic protection.

### H. Search and Rescue/Assessment/Debris Zone Map

This map will establish zones so that initial search/rescue crews, debris management crews, and damage assessment teams can identify locations. Each zone will have a GPS coordinate and the elevation identified. (Map on page 47)

### I. Demobilization Plan

1. General Information
  - No resources will be demobilized until authorized by the section commander and the Incident Command.
  - All demobilized units will be transported to the staging area and checked out.
  - Appropriate demobilization forms will be filled out.
  - Supervisors will be briefed prior to demobilization on current issues.

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- All equipment/apparatus will be accounted for and turned into the staging officer.
- Release of outside resources will be coordinated with the Beach Complex and COJ/Duval County EOC.
- Crews from other regions will be grouped for demobilization if possible.
- All resources will meet work/rest requirements prior to being released.

## APPENDIX II. HAZARDOUS MATERIALS

### A. Introduction

Hazardous materials are chemical substances, which if released or misused can pose a threat to the environment or health. These chemicals are used in industry, agriculture, medicine, research, and consumer goods. Hazardous Materials come in numerous forms such as explosives, flammable and combustible substances, oxidizers and organic peroxides, poisons, radioactive materials, and other substances.

### B. General Information

Many products containing hazardous materials are routinely used and are also shipped daily on highways, railroads, waterways, and pipelines. Hazardous materials incidents may include responses involving fires, spills, transportation accidents, chemical reactions, explosions, WMD situations, and confined space atmospheres.

#### 1. Department of Transportation (DOT) as Haz-mat categories:

- Class 1 Explosives.
- Class 2 Flammable Gasses.
- Class 3 Flammable Liquids.
- Class 4 Flammable Solids.
- Class 5 Oxidizers and Organic Peroxides.
- Class 6 Toxic Materials and Infectious Substances
- Class 7 Radioactive Substances.
- Class 8 Corrosive Materials.
- Class 9 Miscellaneous Dangerous Goods.

2. **Levels of Service** - The City has three (3) levels of training for a response to hazardous material situations. Additional resources and Haz-mat Teams from neighboring fire departments (Jacksonville Fire & Rescue, Mayport Naval Base Fire Department, and St John's County Fire & Rescue) as well as a military Haz-mat Response Team are available to assist when conditions exist beyond our capability. The US Coast Guard will also assist with spills on coastal waterways. Goals are to identify the material, control and containment, evacuation and/or rescue of injured people, decontamination of personnel and equipment, documentation, and restoration of the scene.

- **Awareness Level:** These persons have minimal training related to hazardous material but may have training related to specific chemicals at their facility. Awareness level personnel should be trained to identify and recognize a hazard, evacuate the immediate area, and call for

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assistance.

- **Operations Level:** Operations trained personnel are responsible for establishing command, isolation/deny entry, material identification, risk assessment, and minor control techniques, when safely possible. Operations personnel may also assist in atmospheric monitoring and decontamination when necessary.
- **Technician Level:** Technician trained personnel in addition are responsible for entries into the Hot Zone to perform rescue, advanced research, advanced control and mitigation techniques, and advanced monitoring.

### C. Responsibilities

The COJ Fire Department will be responsibilities for managing hazardous material types of incidents. They will establish command and will utilize the NIMS ICS system and establish a command post to manage resources and coordinate the event. A unified command system may be established for large scale incidents with the fire department taking the lead role.

- The Incident Commander or Unified Command has overall control of the operations. The IC/UC is responsible for all public and personnel life safety issues as well as the development of the action plan to mitigate the situation.
- The Police Department is responsible for securing the perimeter, managing crowd control, assisting in evacuation measures, and assisting in law enforcement activities as needed.
- If City personnel are involved in a spill or leak at their facility, they should evacuate the area and stay at a safe distance until the material has been identified, hazards assessed, and corrective actions taken
- Other City departments such as Public Works or Beaches Energy may be called to assist with functions such as diking material, shutting off utilities, etc.
- The Coast Guard will be called to assist with hazardous materials spills or leaks in the Intracoastal Waterway or ocean.
- The following are prioritized operations:
  1. Isolation
  2. Identification
  3. Evaluate
  4. Containment
  5. Stabilization
  6. Decontamination
- Haz-mat Team- Regional or local Haz-mat teams may be utilized to assist with larger scale incidents. Their priorities and responsibilities will be the same as for a small incident including site control, safety, research, entry teams, and decontamination.
- The Florida National Guard has a Civil Support Team (CST) that is designed to support local Incident Command and local emergency responders with hazardous materials or WMD situations.
- State Emergency Response Team (SERT) - The SERT is composed of representatives of state and local agencies that coordinate assets for Terrorist/WMD incidents. These types of incidents that impact Florida can

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quickly exceed the response and recovery capabilities of local jurisdictions. During the response phase of such events, the SERT, located at the State Emergency Operations Center (SEOC), coordinate the deployment of state resources, personnel, interstate mutual aid, and federal resources to support local agencies.

**D. Preparedness Activities**

1. Each year in February, all city workers will participate in the Haz-com Class conducted by the coordinator in each department.
2. An annual training exercise will be conducted with those departments who are typically involved with hazardous materials (Public Works, Fire, and Police) and outside agencies.
3. Classes and information for city employees are available related to hazardous materials.
4. Mutual aid training should be conducted with other Haz-mat responders from other agencies on an annual basis.

**E. Response Activities (Operations)**

The response phase or operations includes conducting emergency operations by taking action to reduce the hazard to acceptable levels (or eliminate it entirely), and to coordinate resources in managing the emergency.

1. The initial response of fire and police units will depend on the information received and appropriate response based on the level type.
2. As a minimum a single unit will be dispatched to perform a risk assessment including type of hazard, material involved, resources needed and minor mitigation and control efforts. A single unit should be able to mitigate small combustible/flammable liquid spills less than 10 gallons or other minor types of incidents with a minimal degree of hazard (leaking gas tank, small LPG tank leaking, antifreeze, oil, etc). If additional resources are needed command should be established and additional operational functions initiated.
3. Command will be established and direct all operations using the NIMS Incident Command System.
4. The ERG Guide will be used by the initial emergency workers as a basis to determine initial health hazards, protective equipment necessary, fire hazards and control measures, isolation/evacuation distances, and other factors for known or unknown hazardous material/substances.
5. The following classification system is used by the State of Florida Emergency Response Commission regarding the categorizing and reporting of hazardous materials incidents.

**Level I: (Minor)**

- A spill, release or potential release of a known hazardous substance with minor injuries possible.
- A spill or potential release of less than 55 gallons of a substance.
- In general, the material is not radioactive, water reactive, or hyperbolic.
- Unlikely that it will spread, and/or area involved is less than 300 sq. ft.
- Corrosive spills less than 10 gallons.
- 100 lb. or less LP tank leak.

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**Level II: (Moderate)**

- A spill, release or potential release of known or unknown hazardous substance with no deaths although injuries may be severe.
- A spill or potential release of known or unknown substances that are toxic, reactive,
- Flammable, radioactive, corrosive, or biological in nature that exceeds the criteria for a minor incident.
- Release may not be controlled without special resources.
- Evacuation will be confined to a designated area that local resources can achieve. Extended sheltering is not required.

**Level III: (Severe)**

- A spill, release or potential release of a hazardous substance with an associated fire, explosion, or a toxic/corrosive cloud with injuries or deaths possible.
- A substance capable of producing toxic/corrosive gas cloud, highly reactive or unstable, may produce significant flammable vapors, or is radioactive or a chemical/biological pathogen.
- Involves large amounts of hazardous material or a limited amount of a very dangerous substance.
- Extensive environmental contamination is possible.
- Presents immediate danger to public and personnel.
- Evacuation of large numbers of the populace or extending over a large area impacting the community.

**Level IV (Major):**

- A spill or release of a hazardous substance that has resulted in a serious fire, explosion, or environmental contamination over an extended area.
- A known or unknown hazardous substance that can be highly toxic, very reactive or unstable, flammable or explosive, or etiological agents that are extremely pathogenic.

**6. Operational Process-** Generally an 8-step operations process is used to manage any Haz-mat incident. The key areas include:

- Isolate the area and deny entry of all personnel until the material has been identified.
- Identify the material and advise personnel of hazards.
- Evaluate hazards and risks utilizing information collected.
- Choose protective equipment necessary to operate in the hot zone.
- Coordinate information/resources with the IC.
- Control/confine material by developing offensive or defensive tactics.
- Decontaminate exposed personnel, victims, and civilians. Isolate equipment for further decontamination.
- Debrief/Document/Critique personnel involved.

**a. Isolation Control Zones-** Control zones are to be established and identified by the first arriving unit utilizing the ERG. Detection equipment is to be utilized to establish and/or monitor the control zones. Access into hot/warm

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zones is to be controlled and access denied except for response personnel in an appropriate level of personnel protection. For an unknown substance atmospheric readings are to be taken measuring Lower Explosive Limit (LEL), O<sub>2</sub>, H<sub>2</sub>S, CO, Chlorine, and Radiological levels. When a substance is known the appropriate atmospheric readings are to be taken along with measuring the LEL/O<sub>2</sub>.

- **Hot Zone** - The danger area surrounding the hazard. Minimum 50-foot radius. Only to be entered by Teams (minimum 2 personnel) in appropriate PPE with a back-up team standing by.

All personnel entering this area are to be briefed on goals, hazards, and decontamination procedures prior to entry. Included may be an area to stage personnel contaminated until decontamination occurs.

- **Warm Zone**- For decontamination and standby rescue operations. The Warm Zone shall be the location of the entry and exit corridors.
- **Cold Zone** - No hazards, a clean area for command, staging, and other emergency service functions as well as media, agency liaison, etc.

- b. **Product Identification**- Identification of the material involved should be determined as soon as possible to assist in determining the hazards to personnel, the public, and the environment. Occupancy location, container type (rail cars, transport vehicles, and intermodal), placards and labels, papers (bill of lading, dangerous cargo manifest, consist/waybill, and air bill), MSDS sheets, and information from the driver or fixed facility representative, are resources for determining the material involved.

c. **Personnel Protective Equipment**

Persons responding to a Haz-mat incident must be protected from the hazard by protective equipment. The minimum protective equipment utilized by personnel until the product and hazards are identified, should be structural firefighting gear and SCBA. The following are the four levels of protective equipment established by OSHA, EPA, and NIOSH:

- **Level A**- Highest level of protection against vapors, gases, mists, and particles. Level A protection is a total encapsulating suit including SCBA. Requires training above the first responder level.
- **Level B**- Requires a garment including SCBA that provides protection against splashes from a hazardous chemical. Wrist, ankles, face-piece and hood, and waist are secured to prevent entry of splashed material. Special boots and gloves may be needed depending on the material involved. Taped bunker gear at the wrists and boots, with an SCBA, would fall under this level.
- **Level C**-The same type of garment used for Level B is used for Level C with the exception that it allows for the use of respiratory protection other than SCBA. This respiratory protection allows for the use of various types of air-purifying respirators where the specific material is known and measured.
- **Level D**- Provides for non-respiratory protection and minimal skin protection.

- d. **Evacuation/Shelter in Place**- A decision will be made by the IC on how to protect persons involved in the immediate area of a hazardous incident.

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Persons may need to be evacuated to a safe location or it may be determined it is safer to shelter them in place. Evacuation should be conducted for people in potentially imminent danger of fire, explosion, or a long-term release of a gas or volatile liquid. Sheltering in place is an option utilized when evacuation would cause people to be exposed to a hazardous atmosphere or a situation exists where evacuation cannot be accomplished.

e. **Decontamination-** The Safety Officer or a designated person by the Haz-mat Group officer is responsible to ensure that decontamination is conducted. This person may be trained to the Operations level. If a Safety Officer is not available, the IC or Haz-mat Group officer shall assign an officer to this position. Decontamination procedures are required to assure that any potentially harmful substances on equipment or personnel is confined within a controlled zone and other persons/equipment are not cross contaminated. Persons leaving the Hot Zone are assumed to be contaminated.

1. The decon area should be established before committing personnel to the Hot Zone.
2. Utilize MSDS information to determine proper decontamination procedures.
3. Decontamination procedures are to be performed in the Warm Zone adjacent to the entry point into the Hot Zone.
4. Prior to transport to a medical facility, persons contaminated should be decontaminated as much as possible and medical personnel/facilities receiving patients notified of the hazards.
5. All personnel performing decon are to be in appropriate PPE. A rapid decon (pre-connected hose line) may be established while the full decon is being set up.
6. If emergency decon of victims or personnel is necessary the 3-step (wet) method (flush-strip-flush) is to be performed.
7. For most other circumstances the 9-step (wet) decon process will be followed and is to be set up prior to anyone entering the Hot Zone, unless for an immediate rescue.
8. Dry decontamination may be used for large groups of persons. Dry decon kits are carried on FD apparatus; include disposable clothing, blankets, and bio hazard bags.
9. After decontamination of bunker gear and uniforms are completed, they are to be sent to the JFD Training Academy or cleaned in another appropriate extractor.

f. **Document/Critique-** A debriefing and critique should be held after the incident with all agencies involved to discuss problems and corrective actions needed. It is important to document all activities, equipment used, and personnel for reimbursement.

## 7. Response Overview

### a. Local

1. 9-1-1 Emergency Communications Center:
  - Records information.
  - Dispatches first responders.
  - Relays information to first responders prior to their arrival on scene.

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- Makes notifications as required.
2. First Responders:
    - Make initial assessments use ERG manual.
    - Establish an Incident Command system (following NIMS).
    - Determine hazardous materials level of incident.
    - Identify the material if possible and set up zones (hot, warm, cold).
    - Perform any obvious rescues as incident permits.
    - Begin decontamination of victims and rescue personnel.
    - Establish security perimeter.
    - Determine needs for additional assistance.
    - Begin triage and treatment of victims.
    - Begin Evacuation efforts. Either shelter in place or evacuate.
    - Attempt containment of material.
  3. The Incident Commander (IC) or Unified Command (UC):
    - Establish a command post or local EOC and set up an ICS system.
    - Notifies medical facilities, COJ/Duval County EOC and other local organizations, as outlined in the Comprehensive Emergency Management Plan (MCEMP).
    - Requests local or regional hazardous materials teams.
    - Coordinate activities with COJ/Duval County EOC.
    - Coordinates resources.
    - Seek state of emergency.
    - Provides information to Public Information Officer (PIO).
    - Coordinates with local and state EOC and federal agencies as required.
    - Requests state and federal assistance, as necessary, through the COJ/Duval County EOC.

#### F. Recovery Activities

Short-term recovery is any action taken to return vital functions and critical infrastructure to a minimum operating standard. Long-term recovery includes restoring life to a normal or improved state. Activities are initiated to assess damages, needs, and available resources and coordinate relief efforts. Recovery activities for a hazardous material incident will vary based on the material, exposure, and magnitude of damage. Follow general MCEMP guidelines for all disaster recovery operations.

1. Clean-up is generally the responsibility of the person or company responsible for the spill. The Fire Department or Haz-mat teams may assist with clean up of small spills, not complicated by high risk or solid waste disposal restrictions.
2. Residents are to be referred to the Duval County Household Hazardous Waste Program for disposal (office 630-8020, facility 387-8847). Business persons are to be referred to a hazardous waste contractor for clean-up services or to the Duval County Household Hazardous Waste Program for small quantity disposal.
3. Absorbent clay or pads contaminated by less than ten (10) gallons of petroleum product may be air dried and discarded with solid waste.
4. The IC or UC is responsible for cost recovery of equipment, supplies, or overtime related to the incident and coordinate initial recovery operations.

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5. The Jacksonville/Duval County Regulatory and Environmental Services Department and Florida Department of Environmental Protection are to be called to oversee cleanup.
6. Planning and Development will be responsible for damage assessment for large scale incidents.
7. Public Works will be responsible for any debris removal or infrastructure repair.
8. Beaches Energy will be responsible for restoring power.
9. The Human Resource Department will be involved in Insurance information and claims for City buildings and equipment.
10. The Finance Officer will assist with reimbursement activities.
11. **Notification Requirements.**
  - a. Petroleum spills on land less than ten (10) gallons or spills from household consumer container do not require notification.
  - b. Illegal dumping or serious injury or death; **Police Dept., FWC, and State Warning Point (1-850 413-99-1-1 or 1-800 320-0519).**
  - c. Spills of ten (10) or more gallons or any commercial spill. **City of Jacksonville/Duval County Regulatory and Environmental Services Dept. (390-0699, pager), State Warning Point.**
  - d. Spills of 25 or more gallons or any commercial spill- **State Warning Point (1-800-320-0579) and DCRS.**
  - e. Any spill on or threatening waterways- **FWC (1-800-320-0519), U.S. Coast Guard/National Response Center (1-800-424-8802), and State Warning Point.**

**G. Documentation/Reimbursements**

While personnel and on-duty resources are publicly funded, the Jacksonville Fire Department may seek reimbursement from the “responsible party” for additional services required related to hazardous material response in relation to the city code (Chapter 10) and Federal hazmat guidelines (29CFR 1910).

1. All extra costs related to a hazardous material spill or release should be documented.
2. If a disaster is declared, documentation related to the incident following FEMA guidelines should be followed.
3. Foam, absorbent material, and other expendable supplies used during an incident may be handled by the responsible party or their insurance company.
4. Overtime costs, fees for special services, contractors, security, damaged equipment, extra apparatus, mutual aid charges, and other eligible charges are to be billed to the responsible party through the Finance Department.
5. If the responsible party is not identified or does not cooperate, assistance is to be requested from the City of Jacksonville/Duval County regulatory and Environmental Services department and the Florida Department of Environmental Protection (EPA).
6. If all recovery efforts are unsuccessful, reimbursement should be pursued through grants from the U.S. Environmental Protection Agency or FEMA.

**APPENDIX III. TERRORISM**

**A. Introduction**

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Terrorism is not a new phenomenon. Events such as the 9/11 World Trade Center attacks, the bombing of the New York City World Trade Center, Murrah Federal Building in Oklahoma City, Khonar Towers in Saudi Arabia, the Sarin release in the Tokyo Subway, the bombing of U.S embassies in Kenya and Tanzania, or the bombing of the USS Cole, all serve to highlight the potential or actual devastation that terrorists acts can do. Terrorism is defined as the use of violence, threats, intimidation, or information manipulation for revenge, politics, support of a cause, or the furthering of a criminal enterprise.

In the present we find ourselves confronted with the expanding threat of mass casualty terrorism by the utilization of “weapons of mass destruction or effect”. Terrorists may use a variety of methods such as explosive devices, the spread of biological toxins or disease spreading microorganisms, toxic chemicals, nuclear weapons or the use of radioactive materials, and cyber-terrorism (unauthorized entry into computerized systems causing damage). Terrorism is a threat that now looms for civilians, emergency responders, and local governments.

**B. General Information**

The successful response and management of terrorist incidents requires a well planned integrated and coordinated response from local government, neighboring jurisdictions, the private sector, state and federal agencies.

The Homeland Security Act of 2002 transferred the Office for Domestic Preparedness (ODP) and its National State Homeland Security Strategy (SHHS) from the Department of Justice, to the new Department of Homeland Security (DHS). ODP has designed its program to address the delta between the usual “all-hazards” approach used in the emergency response and recovery of a natural disaster, and the unique requirements associated with a terrorist attack.

Under the State Homeland Security Grant Program (SHSGP) Florida has conducted their risk and needs assessment as well as, developed a Statewide Domestic Preparedness Strategy. The State of Florida domestic security initiatives include the development of 7 Regional Domestic Security Task Forces (RDSTF), led by a Florida Department of Law Enforcement (FDLE) Regional Director and the local sheriff. These task forces are multi-disciplinary (not law-enforcement specific), and in conjunction with the State Division of Emergency Preparedness provide the oversight and coordination of Statewide Domestic Security Preparedness and Response Initiatives. The RDSTF is designed to support local response as well as to serve as a model for local response.

1. **Homeland Security Advisory System (HSAS):** The Department of Homeland Security has developed a threat advisory system based on an established threat condition. The following threat conditions represent an increasing risk of terrorist attacks. Each threat condition is accompanied with suggested protective measures, recognizing that the heads of Federal departments and agencies are responsible for developing and implementing appropriate agency-specific protective measures.

- **Severe (Red) -** A severe risk of a terrorist attacks, which may be site or area specific. In addition to the protective measures taken in the

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previous threat conditions, the following general measures should be considered.

- An announcement will be made to all Departments Directors and the City Manager of the elevated threat level and potential for terrorist activities.
  - All city infrastructure including city facilities (City Hall, Police Department, Water Plant, utilities sites etc.) will be secured allowing only limited access.
  - A physical check will be done of all infrastructure, facilities, and utility sites looking for any type of devices present or suspicious activities.
  - Continue to assess vulnerable or key areas advising all personnel to be alert to and report any suspicious activities.
  - Evaluation to restrict, limits, or recommend canceling a “special event”.
  - Staff and department meetings assessing the threat and security areas.
  - Staff additional resources (police/fire) as needed.
  - Continued monitoring of threat/activities and coordinate with Co/Jax EOC.
  - Document all increased police activities for possible reimbursement.
- **High (Orange)** - This condition is declared when there is a high risk of terrorist attacks. In addition to the protective measures taken in the previous threat conditions, the following general measures should be considered.
- An announcement will be made to all Departments Directors and the City Manager of the elevated threat level.
  - Continue to assess vulnerable or key areas advising all personnel to be alert to and report suspicious activities.
  - Evaluate any “special events” to ensure that adequate emergency service personnel are available to provide adequate security and protection.
  - Continue monitoring of potential threat levels and terrorist activities.
  - Document all increased police activities for possible reimbursement.
  - Coordinating necessary security efforts with Federal, State, and local law enforcement agencies or any National Guard or other appropriate armed forces organizations.
- **Elevated (Yellow)** - This condition is declared when there is a significant risk of terrorist activities. In addition to the protective measures taken in the previous threat conditions, the following general measures should be considered.
- All city personnel should be alert to suspicious activities, devices present or threats and report them immediately.
- **Guarded (Blue)** - This condition is declared when there is a general risk of terrorist attacks. In addition to the protective measures taken in the

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previous threat conditions, the following general measures should be considered.

All city personnel should be alert to suspicious activities, devices present or threats and report them immediately.

▪ **Low Condition (Green).** This condition is declared when there is a low risk of terrorist attacks. The following general measures should be taken.

All city personnel should be alert to suspicious activities, devices present or threats and report them immediately.

**2. Hazard Types/Identification (Weapons of Mass Destruction- WMD)**

While a hazard may be a single immediate event such as a car bomb or other explosion, other hazards such as biological agents may evolve over a period and may take days for the impact to be noticed. A chemical or biological agent is a hazardous material, but has the potential for greater consequences and challenges for responders as well as the potential for mass casualties. Responding fire/rescue and/or law enforcement agencies will usually make preliminary identification of the existence of a possible WMD agent or device.

▪ **Biological Terrorism** -Biological weapons may expose people to bacteria, viruses, or toxins as fine airborne particles. Anthrax, Plague, Smallpox, Viral Hemorrhagic Fever, and Botulism are examples of biological agents. Biological agents are infectious through one of the following areas depending upon the agent; inhalation, ingestion, absorption, and/or contact with mucus membranes. Incubation periods of infectious diseases may range from several hours to a few weeks depending on the exposure and pathogen. The initial response to such a biological attack on civilians is likely to be made by the public health community rather than by the military or primary responders. Any plan to mitigate an incident involving a biological hazard should be based on relevant infectious disease or biological safety recommendations by the Centers for Disease Control and Prevention (CDC) and other expert bodies including emergency public health officials. The need for decontamination and for treatment of all first responders with antibiotics or other medications should be decided in consultation with local public health authorities.

▪ **Chemical Terrorism-** A chemical attack is the deliberate release of a toxic gas, liquid, or solid that can poison people or the environment. Signs of chemical agent release may be watery or burning eyes, twitching, choking, or breathing difficulty.

Chemical agents may include nerve agents, blister agents, blood agents, choking agents, and riot control agents such as pepper spray. The release of poisonous chemicals, like phosgene or lewisite, hydrogen cyanide, chlorine, or pesticides can cause mass casualties within an exposed population. The determination of whether the agent used is an infectious agent or a chemical toxin is difficult in the early stages of

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investigation. Most chemical attacks will be localized, and the effects will be evident within minutes. Chemical agent attacks will require immediate reaction from primary responders, fire/rescue, law enforcement, and emergency room staff.

- **Nuclear Terrorism-** A nuclear blast is an explosion with intense heat and light, a pressure wave, and widespread radioactive material. Dirty bombs are the use of a common explosive device to spread radioactive material. Radiological hazards come in the form of Alpha, Beta, and Gamma Rays. Normal hazardous materials procedures are to be followed with emphasis placed on time, distance, and shielding. Limiting exposure is a key factor.
- **Explosive/Incendiary Device-** Explosive devices are the most common, easily obtained method used by terrorists to cause property damage, loss of life, and widespread panic. Explosive/incendiary devices come in a variety of shapes, sizes and types. Terrorists may use a small pipe bomb, vehicle containing an explosive such as ANFO, or a potential military grade weapon. Delivery methods may be hand thrown, stationary, or self-propelled with triggering methods ranging from mechanical or electronic, to the use of chemical reactions. Emergency workers should also be alert to the potential for a secondary explosive device often planted in evacuation routes.

Explosive and/or incendiary devices can be constructed to look like almost anything, and can be placed or delivered in any number of ways. The explosive and/or incendiary device, to date, has been the weapon of choice by terrorists. These devices can cause mass casualties through explosion and/or incineration. Both explosion and incineration can cause tremendous structural damage and fire. The first responder should be cautioned that the explosive device can be detonated remotely or can be rigged as a “booby trap.” Additionally, first responders should be cautious of explosive devices used as secondary devices in a terrorist incident.

- **Cyber Terrorism-** “Society is increasingly relying on new information technologies and the Internet to conduct business, manage industrial activities, engage in personal communications, and perform scientific research. While these technologies allow for enormous gains in efficiency, productivity, and communications, they also create new vulnerabilities to those who would do harm.

The same interconnectivity that allows us to transmit information around the globe at the click of a mouse or push of a button also creates unprecedented opportunities for criminals, terrorists, and hostile foreign nation-states who might seek to steal money or proprietary data, invade private records, conduct industrial espionage, cause a vital infrastructure to cease operations, or engage in Information Warfare”.

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3. The following areas are identified as possible terrorist targets based upon their vulnerability, proximity to large population areas, community/public visibility, and/or political significance. Neptune Beach Police Department will identify potential targets and vulnerabilities within their jurisdictions. The triggers to elevate law enforcement protection of an identified vulnerability are dependent on identifying threats and the understanding of how terrorists select potential targets .
  - Traffic Patterns and Highways
  - Trucking and Transport Activity
  - Waterways
  - Bridges
  - Government Facilities
  - Recreational Facilities
  - Special events
  - Beaches
  - Hazmat Facilities
  - Power Stations
  - Water and Waste Water Facilities

## C. Responsibilities

### 1. Local

The Neptune Beach Police Department will be responsible for initially managing terrorism incidents. Because this is a Federal crime scene, outside agencies such as the FBI will be directly involved. A Unified Command System following NIMS standards will be used. A command post or local EOC will be established to manage resources and coordinate the event.

- The Unified Command (IC/UC) has overall control of all operations. The IC is responsible for all public and personnel life safety issues as well as the development of an action plan to mitigate the situation.
- A Joint Information Center (JIC) may be necessary to coordinate information among all agencies and the media.
- The Neptune Beach Police Department is responsible for securing the perimeter, managing crowd control, assisting in evacuation measures, traffic control, law enforcement activities, and for the initial crime scene investigation.
- Additional assistance related to law enforcement activities will utilize the FBI and/or other federal agencies.
- The Neptune Police and COJ Fire Department are responsible for the initial identification, search/rescue if possible, fire suppression, decontamination, and immediate treatment of patients or casualties. Assistance in securing, removing, advanced decontamination, and disposing of the material or substance will utilize regional or Federal Hazmat teams.
- Regional Haz-mat teams such as Jacksonville Fire and Rescue, Mayport Naval Base Fire Department, or St. Johns County Fire & Rescue will be utilized to assist with larger scale incidents. Their priorities and responsibilities will be the same as for a small incident including site control, safety, research, entry teams, and decontamination.

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- If an explosive device is involved, JSO or other bomb trained personnel will be responsible for disarming or disposing of the item.
- If City personnel are involved in a spill, leak, or unknown substance or device at their facility, they should evacuate the area and stay at a safe distance until the material/device has been identified, hazards assessed, and corrective actions taken.
- Other City departments such as Public Works or Beaches Energy may be called to assist with functions.
- The Coast Guard will be called to assist with hazardous materials spills or leaks in the Intracoastal Waterway or ocean.
- For situations where biological or other health hazards are involved, local hospitals and the Duval County Health Department will be involved.
- Ensure all personnel are in the appropriate level of personal protective equipment.
- Follow guidelines as established for hazardous materials incidents including hot, warm, and cold zones.

**2. State Support Resources**

**a. State Emergency Response Team (SERT)**

The SERT is composed of representatives of state and local agencies that coordinate assets for Terrorist/WMD incidents. These types of incidents that impact Florida can quickly exceed the response and recovery capabilities of local jurisdictions. During the response phase of such events, the SERT, located at the State Emergency Operations Center (SEOC), coordinate the deployment of state resources, personnel, interstate mutual aid, and federal resources to support local agencies.

**b. 44th Civil Support Team (CST)**

The Florida National Guard has a Weapons of Mass Destruction (WMD) Civil Support Team (CST) that is designed to support local Incident Command and local emergency responders as well as provide mutual support to other WMD CST elements. The WMD CST is a National Guard unit specifically designed for domestic security support. The CST is normally under state control and may be employed and as a state asset without DOD authorization. The WMD CST is neither designed nor intended to replace functions carried out under the Incident Command nor to replace those functions performed by the emergency first responder community.

**c. DEP Environmental Terrorism Response Team (ERT)**

The ERT is a special team consisting of DEP environmental investigators, emergency responders and uniformed officers along with representation from DOH, DOT, DACS, and the U.S. EPA Investigation Division. The Team is available to support incident commanders with hazardous materials and industrial chemicals. Local ERT personnel can be on scene within three hours and the full team deployed within twelve hours of notification.

**d. State Laboratories**

Department of Health, Department of Agriculture and Consumer Services, State Fire Marshal and the Department of Environmental Protection maintain labs available to

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conduct a wide range of analysis functions. Each has a certain expertise available to support local operations.

**D. Preparedness Activities**

Threat levels and terrorist activities are constantly being monitored by the Neptune Beach Police Department as well as all law enforcement agencies. Information related to terrorist activities will be shared among agencies.

- Annual terrorism training is offered and a terrorism exercise is normally conducted annually with the Police and Fire Departments.
- The Police Department and local law enforcement agencies maintain a communication network advising of threat levels and activity in the area.

**E. Response Activities**

The approach to any potentially hazardous condition including biological hazards, explosives, chemical, and nuclear or radiological devices must be made with a plan that includes an assessment of hazard and exposure potential, respiratory protection needs, entry conditions, exit routes, sheltering/evacuation, and decontamination strategies. Personnel should always be alert to the potential for a secondary device. Areas contaminated which may not be initially obvious are food products, airborne substances, or contamination of the water supply. While many WMD situations are false, the response must be taken seriously.

- a. **Establish Threat Levels-** Determination of an agency's activation will be based on the information surrounding the threat/event and the subsequent designation of one of four designated notification levels. The United States Government Interagency Domestic Terrorism Concept of Operations Plan (CONPLAN) established a range of threat levels determined by the FBI that serves to frame the nature and scope of the federal response. Each threat level provides for an escalating range of actions that will be implemented concurrently for crisis and consequence management. Specific actions will take place, which are synchronized to each threat level, ensuring that all agencies are operating jointly with consistently executed plans. These threat levels are described below:

- **Minimal Threat** - Received threats do not warrant actions beyond normal liaison notifications or placing assets or resources on a heightened alert.
- **Potential Threat** - Intelligence or an articulated threat indicates a potential for a terrorist incident. However, this threat has not yet been assessed as credible.
- **Credible Threat** - A threat assessment indicates that the potential threat is credible, and confirms the involvement of a weapon of mass destruction in the developing terrorist incident. Intelligence will vary with each threat, and will impact the level of the response. At this threat level, the situation requires the tailoring of response actions to use resources needed to anticipate, prevent, and/or resolve the crisis.

The threat increases in significance when the presence of an explosive device or weapon of mass destruction capable of causing a significant destructive event, prior to actual injury or loss, is confirmed or when

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intelligence and circumstances indicate a high probability that a device exists.

- **WMD Incident-** A Weapons of Mass Destruction terrorism incident has occurred which requires an immediate process to identify, acquire, and plan the use of state and federal resources to augment the county's resources in response to limited or major consequences of a terrorist use or employment of a weapon of mass destruction.

This incident may have resulted in mass casualties. The response is primarily directed toward public safety and welfare and the preservation of human life.

2. The following are issues that will require attention during a WMD event:

- Agent detection.
- Identification and isolation
- Evacuation or shelter in place.
- Decontamination.
- Traffic control.
- Disposition of deceased.
- Hospital overload.
- Public fear.
- Public information.
- Notification of other agencies and resources.
- Safety and welfare of emergency workers.
- Evidence preservation and criminal prosecution.

3. When arriving on the scene of a potential terrorist agent the acronym AWARE can be used to protect first responders.

**A**pproach the scene from upwind/upgrade.

**W**ear Self-Contained Breathing Apparatus (SCBA) or appropriate personal protective clothing.

**A**lert other first responders of potentially dangerous conditions.

**R**estrict entry to the area.

**E**valuate victims.

4. Response Overview

a. **Local**

1. 9-1-1 Emergency Communications Center:

- Records information.
- Dispatches first responders.
- Relays information to first responders prior to their arrival on scene.
- Makes notifications as required.

2. **First Responders:**

- Make initial assessments.
- Establish an Incident Command system (following NIMS).
- Determine if this is a potential weapon of mass destruction (WMD) incident.
- Determine the possibility of terrorist involvement.

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- Warn additional responders of potential secondary hazards/devices.
- Perform any obvious rescues as incident permits.
- Begin decontamination of victims and rescue personnel.
- Establish security perimeter.
- Determine needs for additional assistance.
- Begin triage and treatment of victims.
- Begin hazard agent identification.
- Begin Evacuation efforts. Either shelter in place or evacuate.
- Attempt containment of material.

**3. The Incident Commander (IC) or Unified Command (UC):**

- Establish a command post or local EOC and set up an ICS system.
- Notifies medical facilities, Co/Jax EOC and other local organizations, as outlined in the Municipal Comprehensive Emergency Management Plan (MCEMP).
- Requests notification of Federal Bureau of Investigations (FBI) field office.
- Coordinate activities with COJ/Duval County EOC.
- Coordinates resources.
- Seek declaration of a state of emergency.
- Provides information to Public Information Officer (PIO).
- Coordinates with local and state EOC and federal agencies as required.
- Requests state and federal assistance, as necessary, through the EOC.

**4. Document/Critique-** A debriefing and critique should be held after the incident with all agencies involved to discuss problems and corrective actions needed. It is important to document all activities, equipment used, and personnel for reimbursement.

**5. FBI Special Agent-in-Charge (SAC):**

- Supports local law enforcement.
- Determines WMD terrorist incident has occurred.
- Notifies Strategic Information and Operations Center (SIOC).
- Activates Joint Operations Center (JOC).

**F. Recovery Activities**

Short-term recovery is any action taken to return vital functions and critical infrastructure to a minimum operating standard. Long-term recovery includes restoring life to a normal or improved state. Activities are initiated to assess damages, needs, and available resources and coordinate relief efforts. Recovery activities for a terrorism incident will vary based on the material, exposure, and magnitude of damage. Follow general MCEMP guidelines for all disaster recovery operations.

- a. The IC or UC will coordinate the initial recovery activities.
- b. Building and Zoning Department will be responsible for damage assessment for large scale incidents.
- c. Public Works will be responsible for any debris removal or infrastructure repair.

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- d. Beaches Energy will be responsible for restoring power.
- e. The Finance Department will be involved in Insurance information and claims for City buildings and equipment.

## APPENDIX IV. DISEASE/PANDEMIC INFLUENZA

### A. Introduction

A pandemic is an infectious disease epidemic that affects people worldwide over an extensive geographical area. Approximately every 39 years an epidemic occurs which takes millions of lives worldwide. The Avian or bird flu is a recent example of the flu virus that continues to spread around the world. Between 2003 and 2005 there have been outbreaks in Cambodia, China, Indonesia, Japan, Laos, South Korea and countries in the Middle East. In a normal year 36,000 die in the U.S. from flu complications however 69,000 died in 1957 from the Asian flu. The unknowns with pandemic influenza are the timing, the severity, what drugs may work, and the lack of an affective vaccine. Historical problems that impacted the spread include rapid population mixing, overseas deployment, lack of communication, no early quarantines, and a weak public infrastructure. Imagine a pandemic today in which 1/3<sup>rd</sup> of the population becomes ill with waves of outbreaks lasting months. A pandemic will affect every sector of our society including health care, transportation, work-place, schools, public safety, and more. There could be a widespread breakdown in municipal services and social order including a loss of public transportation, electricity, and food shortages.

### B. General Information

Influenza (also called Flu) is a contagious respiratory illness caused by an influenza virus. It can be mild to severe and at times can lead to death. Flu viruses spread from person to person usually in respiratory droplets by touching an affected area or by coughing and sneezing. Older people, young children, and persons with health conditions are at a higher risk for serious flu complications. Person appearing healthy may infect others beginning the day before symptoms develop and up to 5 days after becoming sick. Complications may include bacterial pneumonia, dehydration, and worsening of chronic medical conditions. The best protection for the flu is to be vaccinated, however each year new strains or mutated viruses occur which may offer no protection from the vaccination.

- Key Assumptions:

1. There will be only a short window between when a virus is causing the disease and when it becomes widespread.
2. Vaccines won't be available for 6-9 months after the epidemic starts. Vaccinate personnel as soon as it is available.
3. You can assume once it starts that there will be little or no help from the state and federal government.
4. This will not be just a local issue; it will be a state and national problem that will continue for months.

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**C. Responsibilities**

- The CDC (Center for Disease Control) should maintain a national alertness to the potential for a pandemic outbreak in the U.S.
- The State of Florida Department of Health will assist Duval County Health Department with information and resources if available.
- The County Department of Health will be the lead agency in Duval County. They will be responsible along with doctors, hospitals, and clinics for surveillance and documentation of known cases.
- The County department of Health will be responsible for distributing vaccine and keeping the public and governmental agencies aware of the current situation and hazards.
- CO/Jax EOC will help coordinate mitigation activities.
- Local government (Neptune Beach/Duval County) may have to take actions to reduce activities and potential spread by reducing group functions, closings school, and large public gatherings.
- Quarantine measures may have to be mandated to isolate the sick.
- First Responders will need to ensure that personal protective equipment is utilized (gloves, masks, etc).
- Law enforcement officers will be responsible for civil disorders.
- Much of the responsibility for prevention falls on the individual. Change social norms (personal hygiene), restrict travel, and recognize complications early.

**D. Preparedness Activities**

The key to minimizing the epidemic is preparedness.

- Monitor the national and local levels for number of influenza cases.
- Educate the public on methods to reduce the risk and current status. Experts agree that the simplest way to stop the spread of any flu is good hygiene habits.
- If necessary isolate and restrict travel, meetings, group activities, etc.
- Vaccinate early, beginning with emergency service workers.
- Plan for large numbers of city workers not available.
- Plan for crowded medical facilities, limited vaccines, and increased civil disturbances.
- Plan for a reduction of fuel, food, and other supplies.
- Plan for an extended time frame.



**HUMAN RESOURCES PROCEDURES**  
**LEAVE POLICY DURING DECLARED EMERGENCY**  
**(EPIDEMIC & PANDEMIC)**  
**18 MARCH 2020**

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The purpose of this policy is to provide paid leave in the case of illness of an employee or if an employee is compelled to use leave in connection to a specified public health crisis. In addition, this policy is to effect advancement of paid leave for individuals who are either in a high-risk category or who live with an individual who is in a high-risk category. The provisions of this policy supersede any conflicting provisions of the Paid Time Off Leave System, Designated Leave System, and Leave of Absence With or Without Pay Policy.

**DEFINITIONS:**

*Specified Public Health Crisis:* Shall mean any disease, virus, or bacteria referenced in: any Executive Order from the Governor of the State of Florida; any Executive Proclamation from the Duval County Executive; or any Executive Proclamation from the Mayor or majority of the City Council of Neptune Beach, Florida.

*High Risk Category:* Shall mean individuals who are older adults or those who suffer from underlying health conditions.

*Underlying Health Conditions:* Shall include, heart disease, lung disease, diabetes, weakened immune systems from treatments for serious illnesses such as cancer, but not limited to cancer.

**COMPULSORY**

**LEAVE PROVISIONS:**

All compulsory leave provisions of the Paid Time Off policy (Section XII of the Employee handbook) shall remain in effect, except as provided in the *QUALIFYING CRITERIA* section below. Employees who present symptoms, those who have had contact with an infected individual, and those who recently traveled to cities or countries with widespread sustained transmission may be directed to contact the Florida Department of Health (FDOH), and may be placed on leave pending clearance to return to work.

**QUALIFYING**  
**CRITERIA:**

Employees who have recently traveled domestically, or internationally during a declared emergency for an epidemic, pandemic, or other fast-travelling disease event; or who have been noticed of exposure, or exhibit symptoms consistent with the infectious agent must notify their Department Head as soon as they become aware. The Department Head will confer with the City Clerk and/or the City Manager to confirm that the employee has met the criteria and will provide further instructions on how to proceed, as well as instruction on reporting, and requirements for the employee to return to work. The approval of leave does not preclude the assignment to work from home, tele-work, or remote work if well and approved by the City Clerk or the City Manager, and the employee's Department Head. An employee may be required to complete FMLA forms and return the same to the City Clerk.

## TYPES OF LEAVE PERMITTED:

### PAID LEAVE:

*Personal Infectious Agent Related Illness Leave:* Regular employees who are determined to be infected by agents specified during an emergency declaration, or who are recommended for isolation or quarantine by the County's Health Department, shall be placed on paid leave. Such leave will ensure that the employee receives his/her base pay according to his/her schedule. This leave shall not count in the computation of overtime or compensatory time. This leave will not reduce an employee's own accrued leave balance and shall be effective for the duration of the isolation or quarantine.

Typically, employees are ineligible for paid leave if they come into contact with an infectious agent while already on paid leave. The City Manager and Department Head have full-discretion to deny any leave during the onset of an epidemic, pandemic, or other fast-travelling disease event. The City Manager has discretion on criteria for meeting the eligibility for paid leave.

*Family Related Infectious Agent Related Isolation:* Employees who are in a high-risk category, or who live with an individual who is in a high-risk category, or who do not have childcare in the case of school closures, may request to work remotely, if able. If the employee is unable to perform his/her job remotely, s/he will be permitted to take leave for up to two weeks using his/her appropriate accrued leave, subject to City Clerk, or City Manager approval. If the employee has exhausted accrued leave, s/he will be advanced an amount of Paid Time Off equal to his/her regular schedule, until such time as the employee is cleared to return to work or at the conclusion of two weeks of leave. Upon return to work, the employee's accruals will be deducted until the cumulative deductions equal the amount of advance leave utilized.

This policy regarding advancing of leave is adopted due to the nature of the declared emergency. Attendance at work by employees who may be infected by agents specified during the emergency declaration pose a risk to the public welfare and the viability of continued services by the City. The risk of such employees spreading the agent to other employees threatens the City's abilities to meet the challenges presented by the emergency through potential labor shortages. Accordingly, the primary purpose of advancing leave is to advance the public interest of continued availability of City services. Leave under this section may be reauthorized beyond the initial two weeks, subject to approval by the City Clerk, or City Manager.

### UNPAID LEAVE:

*Employee Proceeds with Scheduled Leave After Emergency Declaration:* Any Employee that chooses to continue their planned leave during a declaration of emergency for an epidemic, pandemic, or fast-travelling disease, may be required to self-isolate for a period of time, and placed on unpaid leave.

Employees that travel either domestically or internationally, may be required to self-isolate upon return from their trip until after a safe amount of time as determined by the Center for Disease Control, or the Florida Department of Health. Such safe amount of time may be as long as the incubation period for the infectious agent.

UNPAID LEAVE  
CONTINUED:

*Employees that Refuse to Comply:* Any employee that refuses to comply with FDOH protocols or requirements of this policy, including, as appropriate, reporting to the County's Health Department or other approved examination and testing provider, may be denied paid leave as described above. In addition, employees who voluntarily and knowingly put themselves in a quarantine situation may be denied paid leave as described above. In such cases, the employee will be required to use his/her accrued appropriate leave, if available, and/or they will be placed in a non-pay status, unless and until cleared to return to work in accordance with FDOH or County Health Department protocols.

FINANCIAL  
REPORTING  
REQUIREMENTS:

*Direction to Department Heads and Supervisors:* All time directly related to any public health emergency during a declaration of emergency shall be recorded on ICS Form 214, or other appropriate form as determined by the County's Emergency Management Operations Center. This includes, but is not limited to, time that any employee uses for work directly related to the declaration of emergency, any paid time off directly related to the declaration of emergency, and any supplies or materials used directly related to the declaration of emergency.

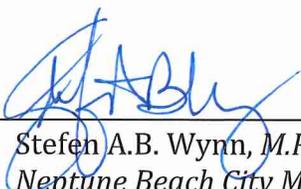
DURATION:

Once activated by a public declaration of emergency, this policy will expire within (90) days, or upon lifting of the public health crisis by the Governor of the State of Florida, the Duval County Executive, or the Mayor or City Council of Neptune Beach, Florida.

DISCLAIMER:

The City Manager recognizes that it is not possible to contemplate every situation that may arise during public health crises. For that reason, this procedure is subject to modification and/or may be updated to clarify its application.

ADOPTED: 3/18/2020

By:   
\_\_\_\_\_  
Stephen A.B. Wynn, M.P.A.  
Neptune Beach City Manager



**HUMAN RESOURCES PROCEDURES**  
**TELECOMMUTING POLICY DURING DECLARED EMERGENCY**  
**(WETAHER DISASTER, EPIDEMIC, or PANDEMIC)**  
**24 MARCH 2020**

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The purpose of this policy is to provide authority for Department Heads to utilize their discretion to allow for employees to telecommute in the event of an emergency such as a weather disaster, epidemic, or pandemic. The City of Neptune Beach may allow or require employees to temporarily work from home to ensure that services continue to residents with limited to no interruption.

**DEFINITIONS:**

*Specified Public Health Crisis:* Shall mean any disease, virus, or bacteria referenced in: any Executive Order from the Governor of the State of Florida; any Executive Proclamation from the Duval County Executive; or any Executive Proclamation from the Mayor or majority of the City Council of Neptune Beach, Florida.

*High Risk Category:* Shall mean individuals who are older adults or those who suffer from underlying health conditions.

*Underlying Health Conditions:* Shall include, heart disease, lung disease, diabetes, weakened immune systems from treatments for serious illnesses such as cancer, but not limited to cancer.

*Telecommute:* Shall include any means of working remotely through the use of a Virtual Private Network (VPN), call-forwarding, or Remote Desktop Viewer.

**QUALIFYING  
CRITERIA:**

In the event of a declared state of emergency for weather disasters, epidemics, or pandemics, this policy may be placed into effect by the City Manager. The City of Neptune Beach may require certain employees to work remotely. These employees will be advised of any requirements by their appropriate Department Head.

If this policy is implemented by the City Manager, Department Heads may use their discretion as to which employees may work from home. As a guideline, Department Heads should activate this policy for employees who are: in a *High-Risk Category*, have *Underlying Health Conditions*; or who live with someone in a *High-Risk Category*, or live with someone that has *Underlying Health*. The City Manager may direct Department Heads to open this policy to all employees capable of working remotely.

Department Heads and the employee authorized to telecommute will ensure that the following procedures have been activated prior to the effected employee's first day of telecommuting.

## PROCEDURES:

- 1.) The Department Head and employee will agree to expectations and requirements as well as a work schedule that may include a hybrid of in-office work and telecommuting work; and the employee may be required to sign a telecommuting work agreement.
- 2.) If an employee does not have a device such as a laptop that allows for remote working, the Department Head will procure a device for that employee.
- 3.) The Department Head shall coordinate with IT to install appropriate remote working software on the device.
- 4.) The Employee shall forward their assigned officer work number to a device that is available where they are remotely working.
- 5.) The Employee is responsible for establishing an appropriate work environment within his or her remote location for work purposes. The City of Neptune Beach will not be responsible for costs associated with the setup of the employee's remote office, such as remodeling, furniture or lighting, nor for repairs or modifications to the home office space.
- 6.) Consistent with the City of Neptune Beach's expectations for information security, employees telecommuting will be expected to ensure the protection of customer information accessible from their remote office.

## EXPECTATIONS:

Employees that have been authorized by their Department Head to telecommute from a remote location, for some or all of their employment, remain subject to the terms and conditions of employment set forth in the employee handbook and elsewhere. Employees should not assume any specified period of time for telecommuting, and the City of Neptune Beach may require employees to return to regular, in-office work at any time.

In addition to their existing obligations and responsibilities, telecommuters agree to the following:

- 1.) Maintain a regular work schedule and an accurate accounting of what is worked on, this includes working your full, typical schedule. The City utilizes a digital time keeping software that allows for convenient time keeping practices.
- 2.) If you are nonexempt, do not work overtime without discussing with and getting authorization from your supervisor, or Department Head.
- 3.) Comply with all safety regulations that apply to an office.
- 4.) Understand that the policies and procedures relating to legal compliance, safety, and ethical obligations remain in full-force and effect while remotely working.

- 5.) Be responsible for the use of City Property used remotely. An employee that damages a city-owned device may be responsible for the cost of its repair or replacement, if the device was damaged while the employee acted in a negligent manner. The City is not responsible for personal equipment used without express written authorization from the City Manager.
- 6.) Maintain work files in a safe and secure environment. Any confidential materials should only be accessed from the use of a VPN.
- 7.) Understand that any injuries that have occurred at home, or from a remote working site are covered by the City's workers' compensation insurance coverage. The reporting requirements for a telecommuter regarding a workplace injury are the same as if the employee worked on the City's premises.
- 8.) Understand that you are expected to not conduct secondary employment while working remotely, to include, but not limited to, caring for children or other dependents that aren't an employee's own children or other dependents, or similar duties during work hours.
- 9.) Telecommuting employees are still employees of the City and are expected to represent the City appropriately.
- 10.) Telecommuting employees should attend all scheduled meetings in a virtual capacity.
- 11.) Telecommuting employees should achieve the same level of production as in the office, and maintain the equivalent availability for colleague, and resident communication, supervisor questions, and other related communications.
- 12.) Telecommuting employees should be available online and by phone for the duration of their usual workday, except for normally scheduled breaks and rest periods.
- 13.) Telecommuting employees are expected to reply promptly to communication via messaging apps, email and by phone.
- 14.) Telecommuting employees are expected to follow all City procedures and policies, including refraining from the use of alcohol and illegal drugs.

**REPORTING  
REQUIREMENTS:**

*Direction to Department Heads and Supervisors:* All time directly related to any public health emergency during a declaration of emergency, including shall be recorded on ICS Form 214, or other appropriate form as determined by the County's Emergency Management Operations Center. This includes, but is not limited to, time that any employee uses for work directly related to the declaration of emergency, any paid time off directly related to the declaration of emergency, and any supplies or materials used directly related to the declaration of emergency.

DURATION:

Once activated by a public declaration of emergency, this policy will expire within (90) days, or upon lifting of the public health crisis by the Governor of the State of Florida, the Duval County Executive, or the Mayor or City Council of Neptune Beach, Florida.

DISCLAIMER:

The City Manager recognizes that it is not possible to contemplate every situation that may arise during public health crises. For that reason, this procedure is subject to modification and/or may be updated to clarify its application.

ADOPTED: 3/24/2020

By: \_\_\_\_\_  
Stefen A.B. Wynn, *M.P.A.*  
*Neptune Beach City Manager*



**SHORT-TERM TELECOMMUTING AGREEMENT  
DURING DECLARED EMERGENCY  
(WETAHER DISASTER, EPIDEMIC, or PANDEMIC)**

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Employees that have been authorized by their Department Head to telecommute from a remote location, for some or all of their employment, remain subject to the terms and conditions of employment set forth in the employee handbook and elsewhere. Employees should not assume any specified period of time for telecommuting, and the City of Neptune Beach may require employees to return to regular, in-office work at any time.

In addition to the above policy, and their existing obligations and responsibilities, telecommuters further agree to the following:

- 1.) Maintain a regular work schedule and an accurate accounting of what is worked on, this includes working your full, typical schedule. The City utilizes a digital time keeping software that allows for convenient time keeping practices.
- 2.) If you are nonexempt, do not work overtime without discussing with and getting authorization from your supervisor, or Department Head.
- 3.) Comply with all safety regulations that apply to an office.
- 4.) Understand that the policies and procedures relating to legal compliance, safety, and ethical obligations remain in full-force and effect while remotely working.
- 5.) Be responsible for the use of City Property used remotely. An employee that damages a city-owned device may be responsible for the cost of its repair or replacement, if the device was damaged while the employee acted in a negligent manner. The City is not responsible for personal equipment used without express written authorization from the City Manager.
- 6.) Maintain work files in a safe and secure environment. Any confidential materials should only be accessed from the use of a VPN.
- 7.) Understand that any injuries that have occurred at home, or from a remote working site are covered by the City's workers' compensation insurance coverage. The reporting requirements for a telecommuter regarding a workplace injury are the same as if the employee worked on the City's premises.
- 8.) Understand that you are expected to not conduct secondary employment while working remotely, to include, but not limited to, caring for children or other dependents that aren't an employee's own children or other dependents, or similar duties during work hours.
- 9.) Telecommuting employees are still employees of the City and are expected to represent the City appropriately.
- 10.) Telecommuting employees should attend all scheduled meetings in a virtual capacity.

- 11.) Telecommuting employees should achieve the same level of production as in the office, and maintain the equivalent availability for colleague, and resident communication, supervisor questions, and other related communications.
- 12.) Telecommuting employees should be available online and by phone for the duration of their usual workday, except for normally scheduled breaks and rest periods.
- 13.) Telecommuting employees are expected to reply promptly to communication via messaging apps, email and by phone.
- 14.) Telecommuting employees are expected to follow all City procedures and policies, including refraining from the use of alcohol and illegal drugs.

My telecommuting location will be: \_\_\_\_\_.  
If I intend to work at a different location, I will notify my supervisor and request permission to change the location.

I understand and agree to all terms in this agreement.

\_\_\_\_\_  
Employee Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Employee Printed Name

\_\_\_\_\_  
Supervisor Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Supervisor Printed Name

\_\_\_\_\_  
Supervisor Title



# NEPTUNE BEACH POLICE

★ HONOR  
★ INTEGRITY  
★ EXCELLENCE

200 LEMON STREET ☆ NEPTUNE BEACH, FLORIDA 32266 ☆ 904 270 2413

#20-07

## NEPTUNE BEACH POLICE DEPARTMENT SPECIAL ORDER

DATE: June 17, 2020  
TO: All Agency Members  
FROM: Commander Michael J. Key  
SUBJECT: COVID-19 Transmission Reduction Strategy

---

All,

The information contained herein should address the majority of questions/concerns. Using the CDC guidelines as best practices, the following shall be used as operational guidance:

Member who was in contact with positive COVID-19 individual:

- Member has had prolonged contact (10 minutes or more) with a confirmed COVID-19 individual, must stay home in self-quarantine 10 days from the date of last exposure with that individual.
- Member must take their temperature twice a day (once in morning and once at night) and monitor and immediately report if symptoms develop. If symptoms develop, member must report to Mayo Clinic for testing.
- Member must wear a mask if they must go out into public.
- Member must report to Mayo Clinic on the 9<sup>th</sup> day of self-quarantine for testing and receive a 'not detected' result prior to returning to work on the 10<sup>th</sup> day.

Member who tests positive for COVID-19:

- Member must be placed on a self-quarantine (regardless if they exhibit symptoms or are asymptomatic) for at least 14 days since symptoms first appeared or positive test results were received, assuming they have not subsequently developed symptoms since their positive test.



# NEPTUNE BEACH POLICE

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- After recovery (defined as resolution of fever without the use of fever-reducing medications and improvement in respiratory symptoms, e.g., cough, shortness of breath) or the 14 day period, member must receive two consecutive negative test results, collected 24 hours apart.
- Member must ensure their vehicle has been thoroughly cleaned by a vendor arranged by the Department.

All members are encouraged to be tested, at any time, for COVID-19 while the partnership with Mayo exists (scheduled to sunset on 06/30/20). Continue to practice vigorous hygiene and cleaning practices, social distancing, and avoid grouping up when appropriate.

Sincerely,

  
COMMANDER MICHAEL KEY

# DISTANCE MAKES US STRONGER

Practice Social

## City of Neptune Beach

maintaining at least 6'  
of separation  
with others



## Recovery Plan



## COVID-19



# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

- I. Introduction
- II. General Workplace Guidelines
- III. City Hall
- IV. Permit Review
- V. Utility Billing
- VI. Beach
- VII. Parks
- VIII. Communications

## Face Covering Do's and Don'ts:



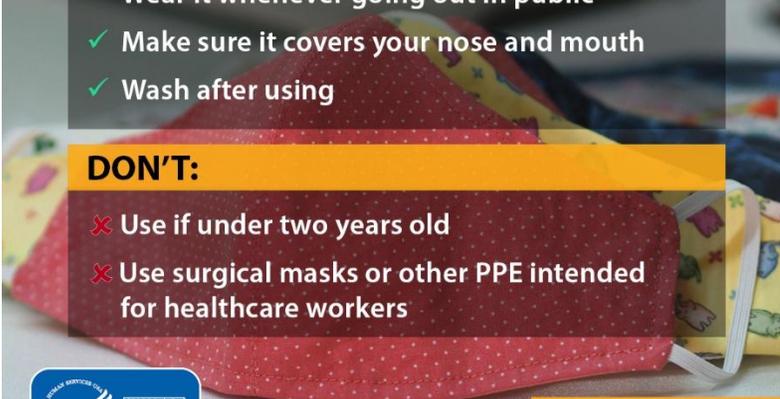


**DO:**

- ✓ Make sure you can breathe through it
- ✓ Wear it whenever going out in public
- ✓ Make sure it covers your nose and mouth
- ✓ Wash after using

**DON'T:**

- ✗ Use if under two years old
- ✗ Use surgical masks or other PPE intended for healthcare workers





[cdc.gov/coronavirus](https://cdc.gov/coronavirus)


World Health Organization

## When to use a mask

- 1



If you are healthy, you only need to wear a mask if you are taking care of a person with suspected 2019-nCoV infection
- 2



Wear a mask if you are coughing or sneezing
- 3



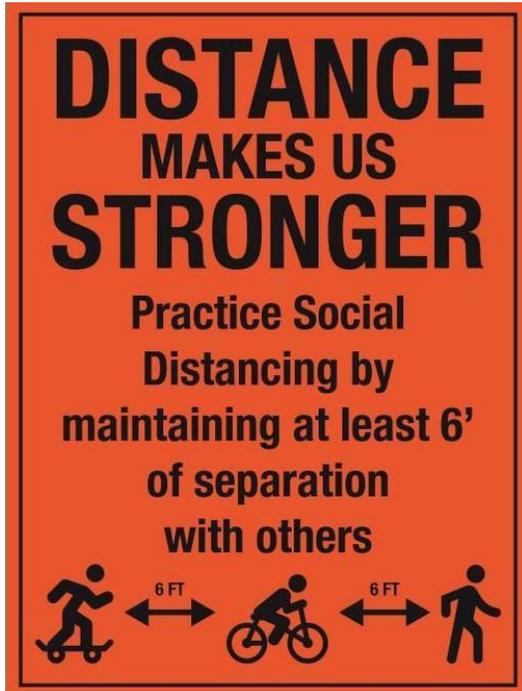
Masks are effective only when used in combination with frequent hand-washing with alcohol-based hand rub or soap and water
- 4



If you wear a mask then you must know how to use it and dispose of it properly

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

## I. Introduction



The City of Neptune Beach is fully implementing its COVID-19 Emergency Recovery Plan on May 20, 2020. The plan corresponds with reopening orders issued by Gov. Rick DeSantis and Jacksonville Mayor Lenny Curry, echoes reopening plans issued by the White House, and is deliberately congruent to Jacksonville Beach and Atlantic Beach reopening plans. Centers for Disease Control and Prevention recommendations remain a prevailing guide for the City of Neptune Beach, moving forward.

The City is cautiously and gradually resuming or reconfiguring most activities while firmly establishing new social norms, such as wearing protective facial coverings when social-distancing isn't possible or practical. Still, the pandemic and resulting local, state and national emergency remains fluid. As such, it's

uncertain when full access to Neptune Beach government facilities, routine staffing, and unrestricted public activities will resume.

This plan will be continually monitored and adjusted, as needed; it should be considered a fluid document. Its underlying objective is specific: to protect the health and safety of city employees and the general public we serve.

The date of the latest update of this plan is published at the end of this document. The latest update is published at: [www.ci.neptune-beach.fl.us/coronavirus-information](http://www.ci.neptune-beach.fl.us/coronavirus-information).

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

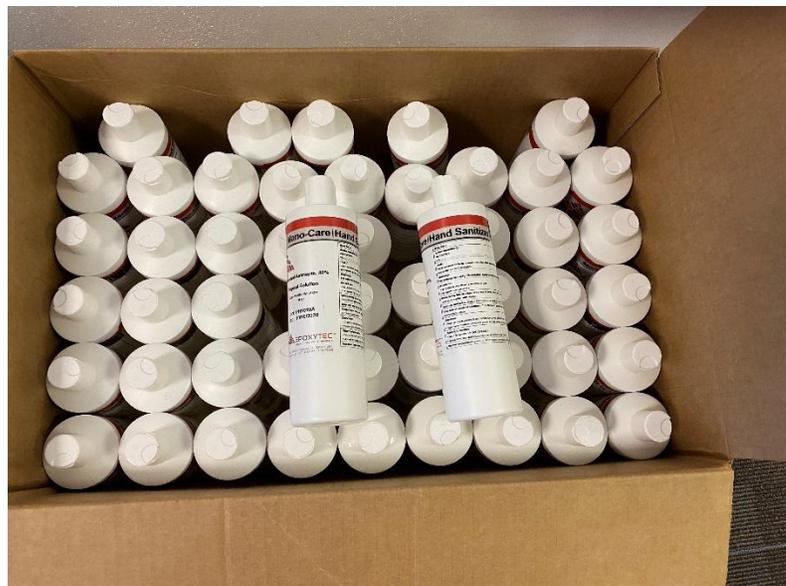
## II. General Workplace Guidelines

City of Neptune Beach employees have all had to make significant behavioral changes to help reduce the spread of COVID-19. This has been a challenging time for everyone, and re-establishing a workplace in which employees are able to perform their jobs while minimizing the potential of being exposed to COVID-19 is a multi-faceted challenge. More than ever, it is critically important to consider our employees' safety and the safety of others in every decision we make. There is too much at stake not to follow take safety precautions, many of which are spelled out by the Center for Disease Control and Prevention.

### Administrative Controls

The following guidelines are intended to minimize the risk of COVID-19 exposure in City of Neptune Beach workspaces:

- Provide employees with the following items, if available, that promote safety and personal hygiene: Protective facial coverings (face masks); gloves; protective masks and gloves; spray bottle with bleach solution; paper towels; and hand sanitizer.
- Protective facial covering (face masks) should be worn in hallways, common areas, etc., where social distancing isn't possible or practical.
- Hand sanitizer should be placed in multiple locations to encourage hand hygiene. Bottles of disinfectant solution with towels should be installed, for sanitizing, near photocopiers and in other high-traffic areas.
- Sick employees should stay at home; their supervisors should encourage them to do so.
- Work breaks and lunch schedules should be staggered to minimize occupancy in the breakroom.



# CITY OF NEPTUNE BEACH

## COVID-19 RECOVERY PLAN

### MAY 20, 2020

#### Administrative Controls Continued:

- Minimize contact among employees, citizens and customers by replacing face-to-face meetings with virtual communications, emails and telephone calls.
- Limit the number of people allowed in City facilities at a given time.
- Promote frequent and thorough hand-washing.
- Promote and schedule regular sanitization of personal workspaces and common areas. Be aware that some employees may be at a higher risk for serious illness, such as older adults and those with chronic medical conditions. Consider minimizing face-to-face contact between these employees or assign work tasks that allow them to maintain six feet from other workers and customers.
- On a department-by-department basis, establish policies and/or practices, such as flexible worksite and work hours (e.g., staggered shifts), to increase the physical distance among employees.
- Maintain regular housekeeping practices, including routine cleaning and disinfecting of surfaces, equipment, and other elements of the work environment.
- Sharing work vehicles should be discouraged; when vehicles must be shared, ensure they are cleaned and disinfected.
- Install physical barriers, such as clear plastic sneeze guards, at customer service counters.
- Maintain flexible policies and practices that permit employees to stay home to care for a sick family member or take care of children due to school and childcare closures.
- Identify alternate supply chains for critical goods and services. Some goods and services may be in higher demand or unavailable.

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020



## Safe Work Practices for Employees - General Guidelines

- As supplies are available, wear protective facial covering when social distancing isn't possible or practical; wear gloves, when practical; and regularly use hand sanitizer.
  - Practice social distancing from others, when possible. Keeping a distance from others is especially important for people who are at higher risk of getting very sick. Remember that some people without symptoms may be able to spread the virus.
  - Wash your hands frequently with soap and water for at least 20 seconds, especially after you have been in a public place, and after blowing your nose, coughing or sneezing.
  - If soap and water are not readily available, use an alcohol-based hand sanitizer with at least 60% alcohol.
- 
- Avoid touching your eyes, nose, and mouth with unwashed hands.
  - Avoid shaking hands or having other contact with co-workers and customers for the time being.
  - Avoid close contact with people who are sick, and stay home when you are sick.
  - Self-isolate if you feel sick or have any reason for concern.
  - When possible, self-isolate in your office space with doors closed and conduct business over the phone and email.
  - Employees should develop a practice of cleaning and disinfecting after themselves, particularly frequently touched objects and surfaces such as workstations, keyboards, telephones, handrails, and doorknobs.
  - Employees are discouraged from using other employees' phones, desks, offices, or other work tools and equipment, when possible.
  - Keep healthy habits. Get enough sleep to keep your immune system healthy. Do not skip meals and be sure to eat nutritious foods to further boost your immune system.

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020



### III. City Hall

The target date for City Hall staff to return to working onsite is Monday, May 11; however, City Hall will remain closed to the public until Wednesday, May 20, 2020. Returning employees to City Hall requires the entire team to adhere to Centers for Disease Control and Prevention recommendations to minimize COVID-19 exposure. City Hall is cleaned daily by staff and high contact areas are sanitized multiple times throughout the day. Each Friday, City Hall is deep cleaned and sanitized by employees.

#### Building permits

Houses and other buildings must be structurally and mechanically sound to help keep residents safe. This is partially ensured by the City of Neptune Beach Building Department, and the contracted inspectors who are taking a solution-oriented approach to overcome challenges related to COVID-19. With a commitment to protecting customers and employees, new, innovative processes have been established to ensure vital building inspections and permits continue.

Digital plan review and virtual development review with Building, Planning and Community Development, Public Works, Public Utilities staff is being updated and developed.

Building Department applications are accessible at: [www.ci.neptune-beach.fl.us/permits/pages/permit-applications](http://www.ci.neptune-beach.fl.us/permits/pages/permit-applications)

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

## V. Utility Billing

The City will not disconnect water customers during this emergency. Also, late fees are now being waived until further notice. Customers are encouraged to set up automatic bank drafts and may do so by emailing, [ubs@nbfl.us](mailto:ubs@nbfl.us) for an application.

Further, the City has waived all fees associated with paying by credit or debit card over the phone.

Additional information about making payments is published at: [www.ci.neptune-beach.fl.us/finance-utilities/pages/utilities](http://www.ci.neptune-beach.fl.us/finance-utilities/pages/utilities). There also is a payment drop box at City Hall. Customers with questions may call 270-2400 or email: [ubs@nbfl.us](mailto:ubs@nbfl.us).

The screenshot shows the City of Neptune Beach website. The header includes the city logo, name, and social media icons. The navigation menu has links for ABOUT, GOVERNMENT, DEPARTMENTS, COVID-19 UPDATES, and COMMUNITY VISION PLAN, along with a 'FIND IT FAST' button. The main content area is titled 'Utilities' and features a 'Utility Bill Payment' section. This section includes a link to the 'City Of Neptune Beach Online Utility Bill Payment Portal' and a list of bullet points regarding reconnection fees. A warning message states that the city has not authorized a company called DOXO to accept payments on its behalf. Below the warning, it notes that payments can still be made in person, by mail, or by phone. A 'Please Note' section mentions a new convenience fee starting on November 1, 2018. An image of a utility bill and a calculator is also visible.

**City Of Neptune Beach Online Utility Bill Payment Portal**

- **Online payments made for reconnection must include the correct reconnection fee.**
- **Reconnection fee during normal business hours of 8:00 am to 5:00 pm is \$25.00.**
- **Reconnection fee after normal business hours is \$75.00.**

**WARNING!** The City of Neptune Beach has not authorized a company called DOXO to accept payments on our behalf.

If you prefer, you may still pay in person, by mail or by phone.

*Please Note:* As of November 1, 2018, the City of Neptune Beach will begin charging a convenience fee of \$3.00 per \$200.00 increment of payment. This pertains to all credit card payments, whether made in person, by phone or online. The convenience fee begins

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

## VI. Beach

On May 15, 2020, Governor DeSantis fully initiated Phase 1 of the Safe. Smart. Step-by-Step. Plan for Florida's Recovery, and Jacksonville's beaches reopened to all activities on May 6. There are currently no restrictions on hours, or what you can do on the beach, but social-distancing is required and groups of 10 or more people are prohibited.

As a reminder, dogs aren't allowed on the beach between 9AM and 5PM, and must be on a leash during all other times.



**Here are guidelines** that – if followed – may help ensure that the beach remains open. They are for everyone's safety.

- If the beach is crowded, stay away.
- Even greater social distancing than the 6-foot rule is strongly encouraged on the beach to account for wind and the movement of others.
- Follow the Centers for Disease Control and Prevention's recommendation to wear non-medical, cloth face coverings in public settings where other social distancing measures are difficult to maintain. This helps people who may have the virus and do not know it from transmitting it to others. Here are the CDC guidelines regarding masks: [www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/diy-cloth-face-coverings.html](http://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/diy-cloth-face-coverings.html)
- The Police Department enforces parking regulations. If you drive and cannot find a legal parking space, come back another day.
- Please use extreme caution in the water. Ocean rescue staffing is limited.

# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

## VII. Park

Neptune Beach's parks have remained open throughout the emergency with the expectation of social-distance and safety guidelines/regulations are followed.

### Areas/courts/facilities reopened

- a. Playgrounds
- b. Picnic areas
- c. Basketball, tennis, and pickleball courts
- d. Baseball Fields
- e. Butterfly Garden

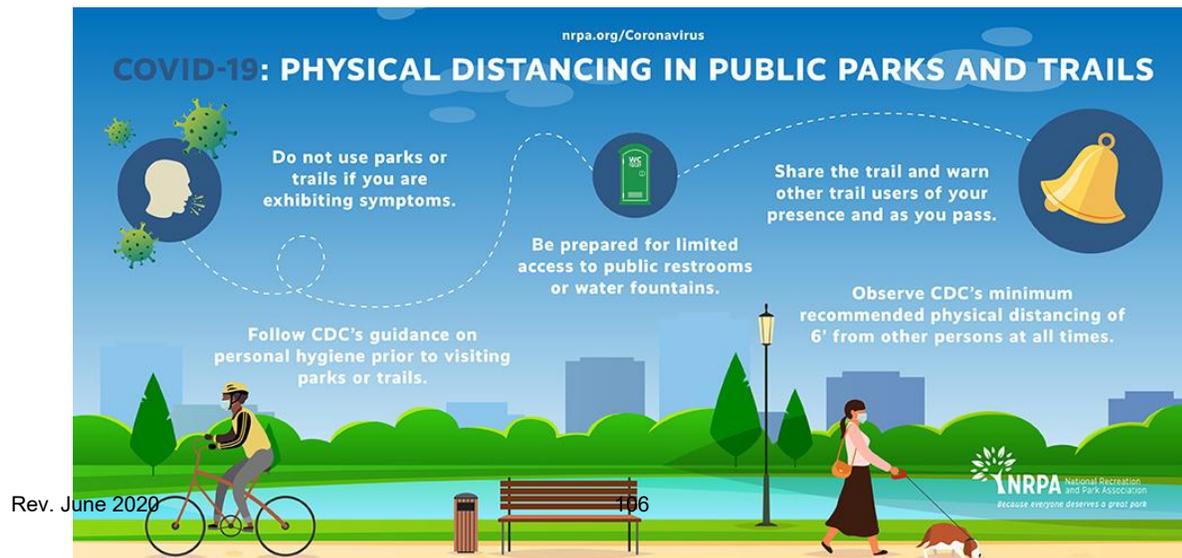
### Areas that remain closed

- f. Park restrooms
- g. Senior Activity Center
- h. Neptune House



### General safety guidelines/regulations for park visitors and trail users

- Protective face coverings are encouraged to be worn when social distancing isn't possible or practical.
- Social distancing must be observed
- Groups of 10 or more are prohibited
- No organized activities, sports, classes, etc., of 10 or more people.
- Water fountains will be turned off and marked close. Visitors are encouraged to bring their own water bottles.
- Staff will clean/sanitize playground equipment, picnic tables and benches at least once every three days.
- Staff will assist with promoting safety/social distancing, as needed.



# CITY OF NEPTUNE BEACH COVID-19 RECOVERY PLAN MAY 20, 2020

## VIII. Communications

Communication with residents, businesses, visitors and others is an essential government service, particularly during emergencies. The City of Neptune Beach is committed to responding to all telephone, email or other inquiries, in addition to regularly providing information and updates via the following communications channels:

- Website ([www.ci.neptune-beach.fl.us](http://www.ci.neptune-beach.fl.us))
- [City of Neptune Beach Facebook Page](#)
- [City of Neptune Beach Twitter Feed](#)
- [City of Neptune Beach LinkedIn Page](#)
- [Alert Neptune](#)
- [Neptune Beach Police Department Facebook Page](#)
- [Email Notifications](#)

*(Updated May 20, 2020)*