

# **AGENDA**

**CITY OF KEY COLONY BEACH  
DISASTER PREPAREDNESS COMMITTEE  
REGULAR MEETING**

**Wednesday, April 1<sup>st</sup>, 2026 – 3:30 PM**

**Marble Hall, 600 W. Ocean Drive, Key Colony Beach**

***This meeting will be held in person only***

- 1. Call to Order & Roll Call**
- 2. Agenda Additions, Changes & Deletions**
- 3. Citizen Comments and Correspondence**
- 4. Items for Discussion & Recommendation for Approval**
  - a. Comprehensive Emergency Management Plan – **Pgs. 1-121**
  - b. HURREX 26 (Monroe County Hurricane Exercise scheduled for May 29, 2026)
  - c. Potential agreement with EarlyAlert for Emergency and Disaster services  
**Pgs. 121-135**
- 5. Adjourn**



March 16, 2026

**Disaster Preparedness Committee**

**Comprehensive Emergency Management Plan for Key Colony Beach**

**Draft Notes**

This is the latest draft of our proposed new Comprehensive Emergency Management Plan. After meeting with the committee, and after a discussion between Fire Chief Muro, Police Chief DiGiovanni, and myself, I've drafted this latest revision. These are page-by-page notes of the changes made, with explanations and rationale behind them. I'm also including any recommendations I/we may have for the Committee and (eventually) the Commission to consider. All changes are highlighted in yellow. (Chief Muro may bring suggestions and additions we should consider including in the CEMP.)

Page 6: Composition of the Executive Policy Group is now accurate for KCB positions and roles.

Page 11: Changes reflect KCB-specific people and positions.

Page 18: Changes accurately reflect team that developed this CEMP.

Page 19: Changes reflect KCB-specific language.

Pages 27-28: Accurate KCB statistics are now included.

Pages 36-37: Updated with KCB critical facilities and target areas.

Page 40: Flow Chart and Mutual Aid updated.

Page 43: Disaster Preparedness Committee composition.

Page 44: Edited to reflect that Key Colony Beach has a City Commission.

Page 48: Updated Unified Command Chart

Pages 49-50: Placing local officials in emergency roles.

Page 52: Naming City Administrator as Liaison to Monroe County EOC.

Page 56: Traffic Control at US 1 & Sadowski Causeway.

Pages 59-61: Review Responsibilities of the City.

Pages 63-66: Review City Officials' Duties.

Pages 67-68: City Line of Succession.

Pages 74-78: Recommended FEMA Training Courses & Exercises.

Page 80: Establishes basis for Mutual Aid Agreement with City of Marathon.

Page 84: Emergency Operations Organizational Chart.

Page 90: City Administrator remains at Monroe County EOC.

Page 96: Potential Transportation Incidents specific to Key Colony Beach.

Page 101: Appendix E, KCB Adoption of NIMS.

Page 102: Appendix F, KCB Adoption of Statewide Mutual Aid Agreement.

Page 108: Appendix I, Standby Contracts – may need additional editing. Also, perhaps we should have a discussion about using Early Alert? We used them in Marathon for a variety of pre-, during, and post-emergency situations.

Pages 112-113: KCB Agreement with City of Marathon for Fire/EMS.

# **CITY OF KEY COLONY BEACH**

# **CEMP**



## **Comprehensive Emergency Management Plan**

Drafted March 2026

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# City of Key Colony Beach

## MEMORANDUM

**Date:** XXXXX, 2026  
**To:** Honorable Mayor and City Commission  
**From:** John Bartus, City Administrator  
**Subject:** City Comprehensive Emergency Management Plan (CEMP)

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This Plan has been drafted and completed in close cooperation with all applicable City departments, City of Marathon Fire/EMS, Monroe County Emergency Management, and outside support organizations, and it satisfies the following objectives:

- ▶ To reflect the many substantial responsibilities, policies and procedures that the City government must address in order to plan for, respond to, and recover from major emergencies and disasters;
- ▶ To demonstrate “all-hazard” planning: one that encompasses natural, technological, and human-caused disasters; and
- ▶ To comply with Florida Division of Emergency Management recommendations that local emergency plans are consistent with and subject to the applicable county emergency management plans.

Planning is a foundational element of both preparedness and response and thus is an essential homeland security activity. Emergency planning is a local, state and national priority, as reflected in State and National Preparedness Guidelines. This plan provides three principal benefits:

1. It allows the City to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed;
2. It guides other preparedness activities; and
3. It contributes to unity of effort by providing a common blueprint for activity in the event of an emergency.

It is recommended that the City’s Comprehensive Emergency Management Plan be adopted and promulgated as the City’s primary guidance for emergency management.

**Insert Copy of the Official Resolution adopting the Plan:**

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DRAFT



DATE OF ADOPTION/RECORD OF REVISIONS: PLAN COPY # \_\_\_\_\_

REVISION NUMBER	DATE OF REVISIONS	DATE ENTERED	REVISION MADE BY (SIGNATURE)
2026-01	April 2026		

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## I. PREFACE

**One of the challenges to effective response is the turnover among elected and appointed officials responsible for response at all levels.**

A comprehensive emergency management program requires attention to four key inter-related components:

- **Preparedness,**
- **Response,**
- **Recovery and**
- **Mitigation**

Effective response hinges upon well trained leaders and responders who have invested in response preparedness, developed engaged partnerships, and are able to achieve shared objectives. The players' bench is constantly changing, but a concise, common plan and framework is needed by all.

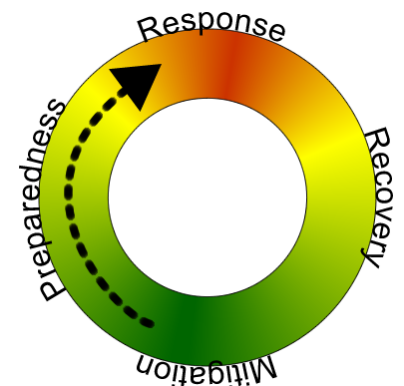
The attacks on 9/11, major transportation accidents, mass migration, the devastation from past tropical cyclones, and preparations for a future tropical cyclone illustrate the 21st century challenges the City of Key Colony Beach faces. To meet these challenges, we must continually work within our local and regional communities to ensure that we are as prepared as we can be for these devastating events. Preparedness for major events involves all levels of government, the private sector, nongovernment organizations, and citizens.

Even when a community is overwhelmed by an incident, there is still a core, sovereign responsibility to be exercised at the local level, with unique response obligations to coordinate with county, state, federal and private-sector support teams. The City of Marathon therefore has an imperative accountability to fund and execute its own core emergency management responsibilities.

The City believes in what is called an all-hazards approach to disaster preparedness; one that encompasses terrorist attacks, natural disasters, health emergencies, and other major events. Our worst-case scenarios include hurricanes, terrorism, flu pandemic, and hazardous materials accidents. It would be imprudent and a waste of resources to concentrate on being prepared for only one of these hazards. Therefore, the City of Key Colony Beach embraces the all-hazards approach to joint planning and preparedness.

By developing the Key Colony Beach Comprehensive Emergency Management Plan (CEMP), we hope to define the policies and procedures that will strengthen the preparedness of the City to prevent, protect against, respond to, and recover from major disasters - natural or man-made, and other emergencies. The CEMP describes the City's vision for preparedness and establishes our planning priorities.

Our disaster resilience is best demonstrated by working together as partners and with others to achieve a safer local and regional community.



## II. EXECUTIVE SUMMARY

Disaster can strike at any time without a moment's notice. Hurricanes and other catastrophic events have the potential to cause significant widespread damage to our City. Being prepared and having a regularly exercised plan of action can be the difference between life and death for the citizens of this community.

Local law enforcement, fire, emergency medical services, public health and medical providers, emergency management, public works, environmental response professionals, and others in the community are often the first to detect a threat or hazard or respond to an incident. They also are often the last to leave an incident site or otherwise to deal with the effects of an incident. The local senior elected or appointed official (the Mayor or City Administrator) is responsible for ensuring the public safety and welfare of residents. In today's world, senior officials and their emergency managers build the foundation for an effective response. They organize and integrate their capabilities and resources with neighboring jurisdictions, the state, non-governmental organizations (NGOs), and the private sector. Increasingly, businesses are vital partners within communities wherever retail locations, service sites, manufacturing facilities, or management offices are located. NGOs and not-for-profit organizations also play a key role in strengthening communities' response efforts through their knowledge of hard-to-reach populations, outreach, and services.

The City has long enjoyed a solid, cooperative and productive relationship with surrounding municipalities, the county, and the State of Florida. Details concerning working relationships between the City, county and state have been outlined in this plan. By understanding each other's roles as well as the risks posed by natural and manmade disasters, we can better prepare, respond and recover from these events.

The CEMP is the product of coordinated planning among the City and county governments, business community leaders and volunteer agencies. In addition, the plan follows Federal Emergency Management Agency (FEMA) Version 3.0 of Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans. The CEMP is one of the core planning documents that explains how the City plans to respond to disasters. City staff uses this plan as the basis for training on their roles during disasters. Exercises provide a chance to validate the plan and training.

In this document, incidents include actual or potential emergencies or all-hazards events that range from accidents and natural disasters to actual or potential terrorist attacks. They include events contained within a single jurisdiction and others that are catastrophic in nature and regional and/or national in their scope or consequences. The CEMP is streamlined to address the basic requirements and processes for emergency management and strategic programs for the City. This plan has adopted the best management application and practices of the following:

National Incident Management System: A systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work together seamlessly and manage incidents involving all threats and hazards—regardless of cause, size, location, or complexity—in order to reduce loss of life, property and harm to the environment.

- National Protection Framework: Describes what the whole community should do to safeguard against acts of terrorism, natural disasters, and other threats or hazards.
- National Response Framework: Covers the capabilities necessary to save lives, protect property and the environment and meet basic human needs after an incident has occurred.
- Incident Command System (ICS) model of emergency response and recovery management
- Consistency with the Florida Division of Emergency Management and Monroe County Comprehensive Emergency Management Plans

This plan supersedes all prior emergency management plans published by the City. It supplements the existing plans and procedures of departmental, municipal, county, state and federal agencies, and others with an emergency response role in the City of Key Colony Beach. The CEMP illustrates the role of the City’s Emergency Operations Center as the central point of operations for notification, resource management and information management. This plan is a guide and strives to support those who manage emergencies in the City, with guiding emergency response operations toward full recovery of our public services and community viability.

The CEMP meets the requirements of the National Incident Management System (NIMS), FEMA Version 3.0 of *Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans* and does not conflict with the Monroe County Comprehensive Emergency Management Plan.

### **Response Doctrine: Five Key Principles**

- 1. Engaged partnership**
- 2. Tiered response**
- 3. Scalable, flexible, and adaptable operational capabilities**
- 4. Unity of effort through unified command**
- 5. Readiness to act**

### III. ACRONYMS:

<b>ALF</b>	Assisted Living Facility
<b>ALT</b>	Alternative
<b>ARC</b>	American Red Cross
<b>ARES</b>	Amateur Radio Emergency Services
<b>CAP</b>	Civil Air Patrol
<b>CBRNE</b>	Chemical, Biological, Radiological, Nuclear, Explosive
<b>CEMP</b>	Comprehensive Emergency Management Plan
<b>CERT</b>	Community Emergency Response Team
<b>CIC</b>	Citizen Information Center
<b>COG</b>	Continuity of Government Plan
<b>COOP</b>	Continuity of Operations Plan
<b>CPA</b>	Closest Point of Approach
<b>CPG</b>	Comprehensive Preparedness Guide
<b>CRS</b>	Community Rating System
<b>DFO</b>	Disaster Field Office, (FEMA)
<b>DHS</b>	Department of Homeland Security
<b>DDIR</b>	Detailed Damage Inspection Reports
<b>DMAT</b>	Disaster Medical Assistance Team
<b>DMORT</b>	Disaster Mortuary Operational Response Team
<b>DPW</b>	Department of Public Works
<b>DRC</b>	Disaster Recovery Center
<b>DRFA</b>	Disaster Relief Funding Agreement
<b>DSR</b>	Damage Survey Report
<b>EAS</b>	Emergency Alert System
<b>EM</b>	Emergency Management
<b>EMS</b>	Emergency Medical Services
<b>EPG</b>	Executive Policy Group
<b>EOC</b>	Emergency Operations Center
<b>EPG</b>	Executive Policy Group
<b>EPZ</b>	Emergency Planning Zone
<b>ESATCOM</b>	Emergency Satellite Communications
<b>ESF</b>	Emergency Support Function
<b>FDEM</b>	Florida Department of Emergency Management
<b>FDLE</b>	Florida Department of Law Enforcement
<b>FDOT</b>	Florida Department of Transportation
<b>FEMA</b>	Federal Emergency Management Agency
<b>FHP</b>	Florida Highway Patrol
<b>FS</b>	Florida Statutes
<b>GAR</b>	Governor's Authorized Representative
<b>GIS</b>	Geographical Information System
<b>HAZMAT</b>	Hazardous Materials
<b>HM</b>	Hazard Mitigation
<b>HSPD</b>	Homeland Security Presidential Directive

<b>IA</b>	Individual Assistance
<b>IAP</b>	Incident Action Plan
<b>IC</b>	Incident Commander
<b>ICS</b>	Incident Command System
<b>ICP</b>	Incident Command Post
<b>IFR</b>	Marathon Fire Rescue
<b>IMT</b>	Incident Management Team
<b>JIC</b>	Joint Information Center
<b>LPG</b>	Liquid Petroleum Gas
<b>MACS</b>	Multiagency Coordination System
<b>MARS</b>	Military Affiliate Radio System
<b>MCEOC</b>	Monroe County EOC
<b>MFR</b>	Marathon Fire Rescue
<b>MOA</b>	Memorandum of Agreement
<b>MOU</b>	Memorandum of Understanding
<b>NDMS</b>	National Disaster Medical System
<b>NDMS</b>	National Disaster Medical System
<b>NDRF</b>	National Disaster Recovery Framework
<b>NETC</b>	National Emergency Training Center
<b>NFIP</b>	National Flood Insurance Program
<b>NGO</b>	Nongovernmental Organization
<b>NIMS</b>	National Incident Management System
<b>NOAA</b>	National Oceanographic and Atmospheric Administration
<b>NRF</b>	National Response Framework
<b>NRP</b>	National Response Plan
<b>NWSFO</b>	National Weather Service Forecast Office
<b>EM</b>	Office of Emergency Management
<b>PA</b>	Public Assistance
<b>PDA</b>	Preliminary Damage Assessment
<b>PIO</b>	Public Information Officer
<b>PL</b>	Public Law
<b>PRI</b>	Primary
<b>PSA</b>	Public Safety Announcement
<b>PW</b>	Project Worksheet
<b>RACES</b>	Radio Amateur Civil Emergency Service
<b>RDSTF</b>	Regional Domestic Security Task Force
<b>RIAT</b>	Rapid Impact Assessment Team
<b>RRT</b>	Rapid Response Team
<b>SAA</b>	State Administrative Agency
<b>SAR</b>	Search and Rescue
<b>SCO</b>	State Coordinating Officer
<b>SEOC</b>	State Emergency Operations Center
<b>SERT</b>	State Emergency Response Team
<b>SITREP</b>	Situation Report
<b>SLOSH</b>	Sea, Lake, Overland Surge from Hurricanes

<b>SOG</b>	Standard Operating Guide
<b>SOP</b>	Standard Operating Procedure
<b>TDS</b>	Time Delineation Schedule
<b>TH</b>	Temporary Housing
<b>TTY</b>	Teletype
<b>UASI</b>	Urban Area Security Initiative
<b>VOAD</b>	Voluntary Organizations Assisting in Disaster
<b>WMD</b>	Weapon of Mass Destruction

#### IV. DEFINITIONS:

**All-Hazards:** An approach for prevention, mitigation, preparedness, response, continuity, and recovery that addresses a full range of threats and hazards, including natural, human-caused, and technology-caused.

**Disaster/Emergency Management:** An ongoing process to prevent, mitigate, prepare for, respond to, maintain continuity during, and to recover from, an incident that threatens life, property, operations, or the environment.

**Emergency Manager:** Appointed by the Mayor or City Administrator and authorized to develop, implement, administer, evaluate, and maintain the CEMP program.

**Emergency Management Department (EMD):** The City Office of Emergency Management (EM) will reside within **Key Colony Beach City Hall** and have primary responsibility for the City Emergency Management Program, as directed by the Mayor or City Administrator.

**Essential Employee:** Those employees designated by their department heads as such because their work directly supports efforts to maintain or restore public safety and/or essential City services and include, but may not be limited to, Public Safety (law enforcement & fire rescue), Public Works, City Clerk’s Office, Planning and Development Services Department, Building Department, Finance and Administration Department, Information Technology and the City Incident Management Team as defined by the City CEMP. Essential Employees shall be required to remain at work or be available to report to work to ensure that identified critical functions continue during an emergency or when the City has closed or suspended operations (e.g. power outage, inclement weather, hurricane, etc.).

**Non-Essential Employee:** An employee who is not necessary to the emergency service function of his or her department and is not required to report to work.

**Executive Policy Group (EPG):** **The Executive Policy Group (EPG) is comprised of the following officials: Mayor, City Administrator/Emergency Manager, Key Colony Beach Police Chief, City Attorney (optional), Marathon Fire Chief, MCSO / District Commander, and/or other officials as deemed necessary.**

**Incident Action Plan:** A verbal plan, written plan, or combination of both that is updated throughout the incident and reflects the overall incident strategy, tactics, risk management, and member safety requirements developed by the incident commander.

**Incident Commander (IC):** The person responsible for all field aspects of an emergency response; including quickly developing incident objectives, managing all incident operations, application of resources as well as responsibility for all persons involved. The incident commander sets priorities and defines the organization of the incident response teams and the overall incident action plan.

**Incident Command System (ICS):** ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration. In some circumstances, intelligence and investigations may be added as a sixth functional area.

**Incident Manager (IM):** The individual authorized to direct and control the City emergency and disaster response and recovery, by way of the City Emergency Operation Center (City EOC). The City EOC Incident Manager is not to be confused with any on-scene or field EOC Incident Commanders, where necessary.

**Incident Management System (IMS):** The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure and designed to aid in the management of resources during incidents.

**Incident Management Team (EOC):** The City EOC is comprised of the following: Incident Manager/Commander, Operations Section Chief, Planning Section Chief, Logistics Section Chief, Finance/Admin. Section Chief, and applicable Command Staff of Safety, Liaison and Public Information Officer. Additional units may be activated by the EOC as needed.

**Incident Action Plan (IAP):** The IAP ensures that everyone is working in concert toward the same goals set for that operational period by providing all incident supervisory personnel with directions for actions to be taken during the operational period identified in the plan. IAPs provide a coherent means of communicating the overall incident objectives for both operational and support activities. They include measurable strategic objectives to be achieved in a time frame called an Operational Period. They may be verbal or written except for hazardous material incidents, which must be written, and are prepared by the Planning Section.

**Major Hurricane or Tropical Cyclone (Cat 3, 4 or 5 hurricane):** Category 3 or higher marks the point at which the National Hurricane Center classifies strong cyclone storms as major hurricanes. These storms can cause large loss of life and devastating and catastrophic property damage.

**Multiagency Coordination System (MACS):** The primary function of MACS is to coordinate activities above the field level and to prioritize the incident’s demands for critical or competing resources, thereby assisting the coordination of the operations in the field. MACS consists of a combination of elements: personnel, procedures, protocols, business practices, and communications integrated into a common system. For the purpose of coordinating resources and support between multiple jurisdictions, MACS can be implemented from a fixed facility or by other arrangements outlined within the system. Examples of multiagency coordination include state or county emergency operations centers.

**National Incident Management System (NIMS):** NIMS is a comprehensive, national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines. NIMS enables us to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment. NIMS works hand in hand with the National Response Framework (NRF) - NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management.

**Preparedness:** Ongoing activities, tasks, and systems to develop, implement, and maintain the program capabilities.

**Prevention:** Activities to avoid or stop an incident from occurring.

**Recovery:** Activities and programs designed to return conditions to a level that is acceptable to the entity.

**Resource Management:** A system for identifying available resources to enable timely access to resources needed to prevent, mitigate, prepare for, respond to, maintain continuity during, or recover from an incident.

**Response:** Immediate and ongoing activities, tasks, programs, and systems to manage the effects of an incident that threatens life, property, operations, or the environment.

**Refuge of Last Resort:** These are locations used as a last resort to provide refuge for evacuees that may have otherwise been stranded along evacuation routes within hazard impact areas. Refuges of Last Resort are not shelters and have no food, security, or guarantee of protection.

**Standard Operating Procedures (SOPs):** SOPs are not contained in this plan but are developed for each EOC/EOC position and are essential to the implementation of this document. Copies of all EOC/EOC position SOPs are kept for reference at the City Emergency Operations Center.

**Unified Command:** Unified command is an important element in multijurisdictional or multiagency incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan. Each participating agency maintains its authority, responsibility, and accountability.

## V. GOVERNMENT RESOLUTION

### A. Local Organization for Emergency Management

“Legally constituted municipalities are authorized and encouraged to create municipal emergency management programs. Municipal emergency management programs shall coordinate their activities with those of the county emergency management agency. Municipalities without emergency management programs shall be served by their respective county agencies. If a municipality elects to establish an emergency management program, it must comply with all laws, rules, and requirements applicable to county emergency management agencies. Each municipal emergency management plan must be consistent with and subject to the applicable county emergency management plan. In addition, each municipality must coordinate requests for state or federal emergency response assistance through its County Emergency Operations Center (EOC) or the County Emergency Management Department. This requirement does not apply to requests for reimbursement under federal public disaster assistance programs.” (Chapter 252.38 Florida Statutes, State Emergency Management Act, Emergency management powers of political subdivisions).

### B. Emergency Management Powers of the City of Key Colony Beach

#### General Powers and Duties of the City Commission

Encouraged under Chapter 252, Florida Statutes, City government is responsible for:

1. Development of an emergency management operation at the City level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within the City.
2. Support of the emergency management needs of the City and establishment of intra-City mutual aid agreements to render emergency assistance.
3. Implementation of a broad-based public awareness, education and information program designed to reach all citizens of the City, including those needing special media formats, such as a telecommunication device for the deaf (TDD) or other considerations for non-English speaking residents.
4. Execution of mutual aid agreements within the county/state for reciprocal emergency aid and assistance in the event of a situation is beyond the City’s capability.

5. Development and implementation of emergency management programs and initiatives designed to avoid, reduce and mitigate the effects of hazards through the enforcement of policies, standards and regulations.
6. Maintenance of cost and expenditure reports associated with disasters, including resources mobilized as a result of mutual aid agreements.
7. Develop strategies for mitigation programs.

This also applies to any and all other ordinances, laws, rules and statutes that involve municipal emergency management.

**F.S. § 252.35(2)(b), Emergency Management Powers; Division of Emergency Management**

“Adopt standards and requirements for county emergency management plans. The standards and requirements must ensure that county plans are coordinated and consistent with the state comprehensive emergency management plan. *If a municipality elects to establish an emergency management program, it must adopt a city emergency management plan that complies with all standards and requirements applicable to county emergency management plans.*”

**F.S. § 252.38, Emergency Management Powers of Political Subdivisions**

Legally constituted municipalities are authorized and encouraged to create municipal emergency management programs. In carrying out the provisions of F.S. § 252.31-252.90 the City shall have the power and authority:

1. To appropriate and expend funds; enter into contracts; obtain and distribute equipment, materials, and supplies for emergency management purposes; provide for the health and safety of persons and property, including emergency assistance to the victims of any emergency; and direct and coordinate the development of emergency management plans and programs in accordance with the policies and plans set by the federal and state emergency management agencies.
2. To appoint, employ, remove, or provide, with or without compensation, coordinators, rescue teams, fire and police personnel, and other emergency management workers.
3. To establish, as necessary, a primary and one or more secondary emergency operating centers to provide continuity of government and direction and control of emergency operations.
4. To assign and make available for duty the offices and agencies of the political subdivision, including the employees, property, or equipment thereof relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items or services for emergency operation purposes, as the primary emergency management forces of the political subdivision for employment within or outside the political limits of the subdivision.

5. To request state assistance or invoke emergency-related mutual-aid assistance by declaring a state of local emergency in the event of an emergency affecting only one political subdivision. The duration of each state of emergency declared locally is limited to seven days; it may be extended, as necessary, in seven-day increments. Further, the political subdivision has the power and authority to waive the procedures and formalities otherwise required of the political subdivision by law pertaining to:
  - a. Performance of public work and taking whatever prudent action is necessary to ensure the health, safety, and welfare of the community.
  - b. Entering into contracts.
  - c. Incurring obligations.
  - d. Employment of permanent and temporary workers.
  - e. Utilization of volunteer workers.
  - f. Rental of equipment.
  - g. Acquisition and distribution, with or without compensation, of supplies, materials, and facilities.
  - h. Appropriation and expenditure of public funds.

### **C. Local Emergency Management Financial Assistance**

A municipality is entitled to receive federal disaster funds if the local emergency management organization has met all state and federal requirements to receive such funds. “Whenever the Federal Government or any agency or officer thereof offers to the state or, through the state, to any political subdivision thereof services, equipment, supplies, materials, or funds by way of gift, grant, or loan for the purposes of emergency management, the state, acting through the division, or such political subdivision, acting with the consent of the Governor or the Governor’s authorized representative, may accept such offer. Upon such acceptance, the division or the presiding officer or governing body of such political subdivision may authorize receipt of the gift, grant, or loan on behalf of the state or such political subdivision, subject to the terms of the offer and the rules and regulations of the agency making the offer.” (F.S. § 252.373).

### **D. Local Comprehensive Emergency Management Plan (CEMP)**

Key Colony Beach Emergency Management within the Key Colony Beach Mayor and Commission, the Key Colony Beach Police Department, City Administration, Disaster Preparedness Committee, and Marathon Fire Rescue, has developed, in collaboration with all City departments and community organizations that have primary responsibility for emergency support functions, an approved CEMP. A copy of this plan and/or major revisions has been submitted to Monroe County Emergency Management by the City Emergency Manager, in coordination with local government officials or legally appointed successors. It is understood that Monroe County Emergency Management will review this plan for general consistency with county, state, and federal requirements.

## **E. Unity of Effort through Unified Command**

Effective unified command is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires unity of effort, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.

Use of the Incident Command System (ICS)/Unified Command is an important element across multijurisdictional or multiagency incident management activities. It provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively on scene. As a team effort, unified command allows all agencies with jurisdictional authority and/or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility, and accountability. The City has adopted and employs the NIMS standardized structures and tools that enable a unified approach to be effective both on scene and at the Emergency Operations Center.

## **F. Leadership and Commitment**

The City leadership shall demonstrate commitment to the CEMP to prevent, mitigate the consequences of, prepare for, respond to, maintain continuity during, and recover from incidents.

1. The leadership commitment shall include the following:
  - a. Support the development, implementation, and maintenance of the CEMP
  - b. Provide necessary resources to support the CEMP program
  - c. Ensure the CEMP is reviewed and evaluated as needed to ensure program effectiveness
  - d. Support corrective action to address the CEMP deficiencies
  - e. Adhere to policies, execute plans, and follow procedures developed to support the CEMP program.
  - f. Develop and implement finance and administrative procedures to support the CEMP program before, during, and after an incident.

## **G. Roles & Responsibilities**

The responsibility for responding to incidents, both natural and manmade, begins at the local level – with individuals and public officials in the City affected by the incident. Local leaders and emergency managers prepare their communities to manage incidents locally. The City CEMP plays a key role in helping to coordinate resources within jurisdictions, among adjacent jurisdictions, and with the private sector and NGOs. This section describes the roles and responsibilities of key leadership elements within the City.

## **Elected and Appointed Official.**

- a. The Mayor and City Administrator (as a jurisdiction's chief executive and administrative officer) are responsible for ensuring the public safety and welfare of the residents and visitors of the City. Specifically, these officials provide strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.
- b. Chief elected and appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.
- c. Any incident can have a mix of public health, economic, social, environmental, criminal, and political implications with potentially serious long-term effects. Significant incidents require a coordinated response across agencies and jurisdictions, political boundaries, sectors of society, organizations, etc. These incidents will require that publicly elected and appointed officials, as well as business owners and community leaders, make difficult decisions for the benefit of the community as a whole.
- d. Elected and appointed officials help their communities prepare for, respond to, and recover from potential incidents. Key responsibilities include:
  - i. Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners. The objective is to get to know, coordinate with, and train with local partners in advance of an incident and to develop mutual aid and/or assistance agreements for support in response to an incident.
  - ii. Leading and encouraging local leaders to focus on preparedness by participating in planning, training and exercises.
  - iii. Supporting participation in local mitigation efforts within the jurisdiction and as appropriate, with the private sector.
  - iv. Understanding and implementing laws and regulations that support emergency management and response.
  - v. Ensuring that local emergency plans take into account the needs of:
    - The jurisdiction, including persons, property, and structures.
    - Individuals with special needs, including those with service animals.
    - Individuals with household pets.
  - vi. Encouraging residents to participate in volunteer organizations and training courses.

- vii. Authorize the Mayor and/or City Administrator to enter into contracts for emergency response and recovery, as recommended by the Mayor or City Administrator or designee.
- e. **Local leaders also work closely with their Members of Congress during incidents and on an ongoing basis regarding local preparedness capabilities and needs. Members of Congress play an important, ongoing role in supporting their constituents for effective local response and emergency planning.** Members often help local leaders understand the Federal resources that are available to prepare for incidents. Especially during high-consequence events, many citizens traditionally contact Members for assistance or information on Federal response policies and assistance. The Department of Homeland Security (DHS) recognizes a special obligation to provide Members representing affected areas with timely information about incidents that involve Federal response.

### **City Emergency Manager**

- a. The City Emergency Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. He or she works with chief elected and appointed officials to ensure that there are unified objectives with regard to the jurisdiction's emergency plans and activities. This role entails coordinating all aspects of a jurisdiction's capabilities.
- b. The City Emergency Manager coordinates all components of the local emergency management program, to include assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.
- c. Other duties of the City Emergency Manager may include the following:
  - i. Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.
  - ii. Developing mutual aid and assistance agreements.
  - iii. Coordinating damage assessments and any applicable State and FEMA recovery processes during and post an incident.
  - iv. Advising and informing local officials about emergency management activities during an incident.
  - v. Developing and executing public awareness and education programs.
  - vi. Conducting exercises to test plans and systems and obtain lessons learned.
  - vii. Involving the private sector, volunteer organizations, and NGOs in planning, training, and exercises.

## Department and Agency Heads

- a. The City Emergency Manager is assisted by, and coordinates the efforts of, employees in departments and agencies that perform emergency management functions within the City. Department and agency heads collaborate with the City Emergency Manager during development of local emergency plans and provide key response resources. Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, planning and development, utilities, parks and recreation, information technology, environmental and natural resources agencies) are integrated into a workable plan to safeguard the community.
- b. These department and agency heads and their staffs develop, plan, and train in internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities.

# CITY OF KEY COLONY BEACH

## VOLUME 1: BASIC PLAN

DRAFT

# I. INTRODUCTION

## A. General

The Emergency Management Department (EMD) resides within **Key Colony Beach City Hall**. EMD assumes responsibility for the development and implementation of all emergency management activities for the City.

This plan outlines those responsibilities and establishes a framework for emergency management planning and response to: prevent emergency situations; reduce vulnerability during disasters; establish capabilities to protect residents from the effects of crisis; respond effectively and efficiently to actual emergencies; and provide for rapid recovery from any emergency or disaster that affects the City's interests.

## B. Purpose

The purpose of the Comprehensive Emergency Management Plan (CEMP) is to provide uniform policies and procedures for the effective coordination of actions necessary to prepare for, protect against, respond to, recover from and mitigate natural or manmade disasters, which might affect the health, safety, or general welfare of individuals residing in or visiting the City. The CEMP is designed to accomplish the following:

- a. Minimize suffering, loss of life, personal injury, and damage to property resulting from hazardous or emergency conditions.
- b. Provide a framework for a comprehensive emergency management system, which addresses all aspects of emergency preparedness, response, recovery, and mitigation.
- c. Minimize disaster related material shortages and service system disruptions, which would have an adverse impact on the residents and visitors of the City.
- d. Provide immediate relief and promote short-term and long-range recovery following a disaster.
- e. Establish uniform emergency management policies and procedures within City organizations that are consistent with Monroe County and the State of Florida.
- f. Assure that all City organizations are aware of their responsibilities in mitigating, preparing for, responding to, and recovering from disasters.

## C. SCOPE

The CEMP is designed for use in all natural and man-made disasters. The plan:

- a. Establishes policies and procedures under which the City government will operate in response to disasters and emergencies.
- b. Addresses the various types of emergencies and disasters which could occur, and procedures for disseminating warnings and supplementary instructions regarding such events.
- c. Establishes direction and control responsibilities for conducting disaster response and recovery operations.

- d. Specifies the responsibilities of elected and appointed local government officials, department directors and other responding agencies.
- e. Provides a framework for expeditious, effective and coordinated employment of City resources.
- f. Outlines procedures for requesting county, state, and federal assistance when the magnitude of a disaster has exhausted local resources.
- g. Establishes a framework for long-term recovery and mitigation efforts following a disaster.

#### **D. REFERENCE AND SUPPORTING PUBLICATIONS**

The following documents and publications referenced in this plan are intended to support planning and operational assumptions. The documents or portions thereof listed below may be referenced within this CEMP and shall be considered part of the requirements of this document. Additionally, these referenced documents and publications serve as baseline methodologies.

- National Incident Management System (NIMS)
- National Response Framework (NRF)
- National Disaster Recovery Framework
- Monroe County Comprehensive Emergency Management Plan
- FEMA Comprehensive Preparedness Guide (CPG) 101
- FEMA Threat and Hazard Identification and Risk Assessment Guide 201
- The Robert T. Stafford Disaster Assistance and Emergency Relief Act
- Florida Continuity of Operations Plan
- Florida Recovery Plan

#### **E. Methodology**

1. The City of **Key Colony Beach** CEMP was developed as a team effort consisting of the following agencies and organizations:
  - a) **Key Colony Beach City Commission**
  - b) **Key Colony Beach City Administrator and Staff**
  - c) **Key Colony Beach Police Department**
  - d) **Key Colony Beach Finance/Administration Dept.**
  - e) **Key Colony Beach Clerk's Office**
  - f) **Marathon Fire Rescue and Emergency Management**
  - g) **Key Colony Beach Building Dept.**
  - h) **Key Colony Beach Public Works**
  - i) **Key Colony Beach Disaster Preparedness Committee**
  - j) MC Emergency Management
  - k) MC Sheriff's Office
  - l) MC School Board
  - m) MC Social Services
  - n) Monroe County Fire Rescue
  - o) Monroe County Property Appraiser

- p) The Salvation Army
  - q) Florida Department of Transportation
  - r) Florida Keys Aqueduct Authority
  - s) American Red Cross
  - t) National Weather Service – Key West/Miami
  - u) Florida Keys Electrical Coop
  - v) Florida Keys SPCA
2. Specific methods utilized to establish the planning process and promote participation in the emergency management program are as follows:
    - a. An orientation seminar will be conducted to familiarize each member of the emergency management team with the CEMP and associated procedures.
    - b. Input from various agencies and departments supporting the planning principles and acknowledging and accepting plan responsibilities.
    - c. Adoption of the CEMP by the **City Commission**.
  3. Development and distribution of the **City of Key Colony Beach** CEMP is the responsibility of **Key Colony Beach Emergency Management**, specifically the Emergency Manager. Any changes to the CEMP will be provided to those on the distribution list within 14 days of the modification.
  4. In addition, all participating agencies have been requested to provide any changes in their plans and procedures (as it relates to the CEMP) to Key Colony Beach Emergency Management in a timely manner as well. All changes to the CEMP will be tested in the next scheduled training exercise.
  5. A complete distribution list can be found in the CEMP Annex.
  6. The City's Emergency Management Department as represented on the Emergency Operations Center (EOC) Organizational Chart participated in the planning to produce this document.
  7. CEMP correspondence, records of training and the distribution list are maintained separately. The City's Emergency Manager will ensure any changes are provided to departments on the distribution list. Departments will be responsible to actually make changes to the plans in their custody.

## **F. Plan Organization**

The **CEMP** is composed of the following elements:

1. The Basic Plan consists of the
  - a. Introduction;
  - b. Situation;
  - c. Concept of Operations;
  - d. Responsibilities;
  - e. Continuity of Government, Line of Succession

- f. Financial and Administrative Management;
  - g. Training and Exercises;
  - h. Public Awareness and Education; and
  - i. References.
2. **Functional annexes** form the basis of disaster response activities embodied in the plan are devoted to a specific Disaster Management Function.
  3. **Appendices** which provide specific information and plans related to emergency management activities in the City.

## **G. Situations**

The City has identified specific hazards that have the potential to disrupt day-to-day activities and/or cause extensive property damage, personal injury, and/or casualties. Emergency management preparedness activities and planning efforts will focus on those disasters that have occurred in the past and have the potential for recurrence. The Hazards Analysis can be found in *Section II Situation, B: Hazards Analysis*.

## **H. Assumptions**

1. Initial responsibility for disaster response and recovery operations within the City is the responsibility of City government officials.
2. The City maintains authority for emergency management operations within its City limits and commits all available resources to save lives; minimize personal injury and property damage.
3. If City resources are insufficient, assistance may be sought from mutual aid agreements, pre-positioned contracts and/or county sources following a City declaration of emergency. In the event resources may not be obtained through local means or established MOAs, contracts, etc., request for State assistance will be submitted through the Monroe County EOC or the Monroe County Emergency Management Department. The County Emergency Management Department shall support the City in its efforts to secure appropriate declarations, when necessary.
4. If Monroe County resources are insufficient, assistance would be sought from state sources after the Monroe County Emergency Policy Group has issued a declaration of a state of local emergency and the county requests such assistance.
5. If Monroe County and state resources are insufficient to cope with a disaster, the Governor will request federal assistance through a Presidential Emergency or major disaster declaration.

## **I. Preparedness**

1. Preparedness is essential for effective response. This section discusses the seven essential activities for responding to an incident: plan, organize, train, equip, exercise, and evaluate and improve.

**a. Plan**

Planning makes it possible to manage the entire life cycle of a potential crisis, determine capability requirements and help stakeholders learn their roles. It includes the collection and analysis of intelligence and information, as well as the development of policies, plans, procedures, mutual aid and assistance agreements, strategies and other arrangements to perform missions and tasks. Planning also improves effectiveness by clearly defining required capabilities, shortening the time required to gain control of an incident and facilitating the rapid exchange of information about a situation.



*The Preparedness Cycle Builds Capabilities*

**b. Organize**

Organizing to execute response activities includes developing an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams of paid and volunteer staff for essential response and recovery tasks. The National Incident Management System (NIMS), adopted by the City, provides standard command and management structures that apply to response. This common system enables responders from different jurisdictions and disciplines to work together to respond to incidents.

**c. Equip**

Local, state, and federal jurisdictions need to establish a common understanding of the capabilities of distinct types of response equipment. This facilitates planning before an incident, as well as rapid scaling and flexibility in meeting the needs of an incident. A critical component of preparedness is the acquisition of equipment that will perform to established standards, including the capability to be interoperable with equipment used by other jurisdictions and/or participating organizations.

**d. Train**

Building essential response capabilities within the City requires a systematic program to train individual teams and organizations – to include governmental, nongovernmental, private-sector and volunteer organizations – to meet a common baseline of performance and certification standards. Professionalism and experience are the foundation upon which successful response is built. Rigorous, ongoing training is thus imperative.

**e. Exercise**

Exercises provide opportunities to test plans and improve proficiency in a risk-free environment. Exercises assess and validate proficiency levels. They also clarify and familiarize personnel with roles and responsibilities. Well-designed exercises improve

interagency coordination and communications, highlight capability gaps, and identify opportunities for improvement.

**f. Evaluate and improve**

Evaluation and continual process improvement are cornerstones of effective preparedness. Upon concluding an exercise, the City should evaluate performance against relevant capability objectives, identify deficits, and institute corrective action plans. Improvement planning should develop specific recommendations for changes in practices, timelines for implementation and assignments for completion.

**J. Readiness to Act**

1. **Effective response requires readiness to act balanced with an understanding of risk.** From individuals, households, and communities to local, tribal, state, and federal governments, local response depends on the instinct and ability to act. A forward-leaning posture is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents.
2. **Once response activities have begun, on-scene actions are based on NIMS principles.** To save lives and protect property and the environment, decisive action on scene is often required of responders. Although some risk may be unavoidable, first responders can effectively anticipate and manage risk through proper training and planning.
3. **Command, single or unified, is responsible for establishing immediate priorities** for the safety of not only the public, but the responders and other emergency workers involved in the response, and for ensuring that adequate health and safety measures are in place. The Incident Commander should ensure that each incident has a designated safety officer who has been trained and equipped to assess the operation, identify hazardous and unsafe situations, and implement effective safety plans.
4. **Acting swiftly and effectively requires clear, focused communication and the processes to support it.** Without effective communication, a bias toward action will be ineffectual at best, likely perilous. An effective response relies on disciplined processes, procedures, and systems to communicate timely, accurate and accessible information on the incident's cause, size, and current situation to the public, responders, and others. Well-developed public information, education strategies, and communication plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems and other public safety information are coordinated and communicated to numerous diverse audiences in a consistent, accessible and timely manner.

**K. Response**

1. Once an incident occurs, priorities shift from building capabilities to employing resources to save lives, protect property and the environment, and preserve the social, economic, and political structure of the jurisdiction. Depending on the size, scope, and magnitude of an incident, municipalities and counties, states, and in some cases, the Federal Government will be called to action.

**a. GAIN AND MAINTAIN SITUATIONAL AWARENESS**

**Baseline Priorities:** Situational awareness requires continuous monitoring of relevant sources of information regarding actual and developing incidents. The scope and type of monitoring vary based on the type of incidents being evaluated and needed reporting thresholds. Critical information is passed through established reporting channels according to established security protocols. Priorities include:

- Providing the right information at the right time.
- Improving and integrating interagency reporting.
- Linking operations centers and consulting subject-matter experts.

**b. ACTIVATE AND DEPLOY RESOURCES AND CAPABILITIES**

**Baseline Priorities:** When an incident or potential incident occurs, responders assess the situation, identify and prioritize requirements, and activate available resources and capabilities to save lives, protect property and the environment, and meet basic human needs. In most cases, this includes development of incident objectives based on incident priorities, development of an Incident Action Plan (IAP) by the City Incident Management Team (IMT), and development of support plans by the appropriate participating entities. Key activities include:

- Activating people, resources, and capabilities.
- Requesting additional resources and capabilities.
- Identifying needs and pre-positioning resources.

**City Actions:** In the event of, or in anticipation of, an incident requiring a coordinated response, the City will:

- Identify staff for deployment to the Emergency Operations Center (EOC), which should have standard procedures and call-down lists to notify department and agency points of contact.
- Work with emergency management officials to take the necessary steps to provide for continuity of operations.
- Activate the City EOC Incident Management Team (IMT) as required. The City EOC IMT is the incident management organization made up of the command and general staff members and appropriate functional units of an Incident Command System organization. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT are factors in determining the “type,” or level, of the IMT.
- If additional activation of specialized response teams is required, the City IMT may activate and deploy specialized teams including search and rescue teams, crime scene investigators, public works teams, hazardous materials response teams, public health specialists, or veterinarians/animal response teams.
- Activate mutual aid and assistance agreements as required.

- If there is county-wide event requiring the activation of the County EOC, dispatch City representative/liaison to the County EOC, as required by the incident.

**c. COORDINATE RESPONSE ACTIONS**

**Baseline Priorities:** Coordination of response activities occurs through response structures based on assigned roles, responsibilities, and reporting protocols. Critical information is provided through established reporting mechanisms. The efficiency and effectiveness of response operations are enhanced by full application of the NIMS with its common principles, structures, and coordinating processes. Specific priorities include:

- Managing emergency functions.
- Coordinating initial actions.
- Coordinating requests for additional support.
- Identifying and integrating resources and capabilities.
- Coordinating information.

Specific response actions will vary depending upon the scope and nature of the incident. Response actions are based on the objectives established by the City IMT. Response actions include, but are not limited to:

- Warning the public and providing accessible emergency public information.
- Coordinating with MC EOC, implementing evacuation and sheltering plans that include provisions for special needs populations and household pets.
- Sheltering evacuees in pre-identified locations by Monroe County EM, physically accessible shelters and providing food, water, and other necessities to meet the needs of all people, including persons with disabilities and other special needs.
- Performing search and rescue.
- Treating the injured.
- Providing law enforcement and investigation.
- Controlling hazards (extinguishing fires, containing hazardous materials spills, etc.)
- Ensuring responder safety and health.

**City Actions:** Within the City, NIMS principles are applied to integrate response plans and resources across jurisdictions and departments and with the private sector and NGOs. The county and neighboring communities play a key role in providing support through a framework of mutual aid and pre-position assistance agreements. These agreements are formal documents that identify the resources that the City will need, where applicable, and are willing to share during an incident. Such agreements should include:

- Definitions of key terms used in the agreement.
- Roles and responsibilities of individual parties.
- Procedures for requesting/providing assistance.
- Procedures, authorities, and rules for allocation and reimbursement of costs.
- Notification procedures.
- Protocols for interoperable communications.
- Relationships with other agreements among jurisdictions.
- Treatment of workers' compensation, liability, and immunity.
- Recognition of qualifications and certifications.

While the State of Florida typically acts as the conduit between the federal and local governments when federal assistance is supporting a local jurisdiction, there are certain instances in which federal partners may play an active role in a unified command. For example, wildfires on federal land or oil spills are activities for which certain federal departments or agencies may have authority to respond under their own statutes and jurisdictions.

The State of Florida provides the majority of the necessary external assistance to affected communities, where requested. The state is the gateway to several government programs that help communities prepare. When an incident grows beyond the capability of the City, and responders cannot meet the needs with mutual aid and assistance resources, the City EM will contact the county to request additional available resources. Should these additional resources be exhausted, County EM will request State assistance through applicable Mission Requests.

#### **d. DEMOBILIZE**

Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization should begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.

**City Actions:** City IMT demobilization planning and activities should include:

- Provisions to address and validate the safe return of resources to their original locations.
- Processes for tracking resources and ensuring applicable reimbursement.
- Accountability for compliance with mutual aid and assistance provisions.

## L. Recovery

1. **Once immediate lifesaving activities are complete, the focus shifts to assisting individuals, households, critical infrastructure, and businesses in meeting basic needs and returning to self-sufficiency.** Even as the immediate imperatives for response to an incident are being addressed, the need to begin recovery operations emerges. The emphasis upon response will gradually give way to recovery operations. Recovery actions are taken to help individuals return to normal. Depending on the complexity of this phase, recovery and cleanup efforts involve significant contributions from all affected jurisdictions.
  - a. **Short-term Recovery** is immediate and overlaps with response. It includes actions such as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by the incident. Although called “short term,” some of these activities may last for weeks.
  - b. **Long-term Recovery** may involve some of the same actions but may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.
2. Recovery from an incident is unique to the City and depends on the amount and kind of damage caused by the incident and the resources that the City has ready or can quickly obtain.
3. In the short term, recovery is an extension of the response phase in which basic services and functions are restored. In the long term, recovery is a restoration of both the personal lives of individuals and the livelihood of the City. Recovery can include the development, coordination, and execution of service- and site-restoration plans; reconstitution of government operations and services; programs to provide housing and promote restoration; long-term care and treatment of affected persons; and additional measures for social, political, environmental, and economic restoration. Recovery programs:
  - Identify needs and resources.
  - Provide accessible housing and promote restoration.
  - Address care and treatment of affected persons.
  - Inform residents and prevent unrealistic expectations.
  - Implement additional measures for community restoration.
  - Incorporate mitigation measures and techniques, as feasible.

## II. SITUATION

### A. Geographical, Climatological, Topographical and Economic Characteristics

1. The City of Key Colony Beach is located in the Florida Keys just off US Highway 1 between Mile Marker 53 and 54. Key Colony Beach consists of dredge and fill to expand and raise the height of Shelter Key. The City is an average of 6 feet above MSL. The land distribution for Key Colony Beach is broken down in the order below:

- a. Residential
- b. Recreational
- c. Commercial
- d. Utility
- e. Public Lands

According to the United States Census Bureau, the city has a total area of 448 acres. Its city limits extend 300 yards offshore, or the property line, whichever is farther.

2. Over two million tourists annually visit the Keys. Many visitors stayed in Key Colony Beach and Marathon as it is a midpoint between Key Largo and Key West.

#### LENGTH OF STAY IN MARATHON

Visitors stayed slightly longer in 2016 than in 2015

1-3 nights  
Stayed 4-7 nights  
Stayed 8+ nights  
Average number of nights

Annual	
2015	2016
25%	23%
48%	53%
27%	25%
5.76	8.26

Source:

Monroe County Tourist Development Council

3. The following table outlines the demographic analysis for City of Marathon based on current census data:

Population Elements	Numerical Data
Total Population – 2020 Census	790
Distribution by Age	Under 18 years old: 7.6% 18 years to 24 years: 3.6% 25 years to 44 years: 14.3% 45 years to 64 years: 36.8% 65 and over: 37.7%
Special Needs Population	Updated per event
Tourist Population	Seasonal/up to 2 million annually travel through Monroe County.
Non-English Speaking/Hearing Impaired	Minimal
Transient Population	Minimal
Inmate Population	0

4. Sadowski Causeway connects with US Highway 1 at its North end and extends the North-South length of the City. It connects with Ocean Drive on the South end, the East-West roadway.
5. The Florida Keys are situated within the subtropical region of the Western hemisphere. Because of its proximity to the Gulf Stream and the Gulf of Mexico, the Keys have a mild tropical-maritime climate where the average summer and winter temperatures rarely differ more than 10 degrees. Average high annual temperature in Key Colony Beach is 84.5 degrees (F) and average low is 73.1 degrees (F). Average annual rainfall is 40 inches.
6. The terrain is generally flat with a shallow water table. The elevation in the county ranges from sea level to 10 feet above sea level, which makes the City and most of the county especially vulnerable to storm surge flooding from any tropical cyclone. The City is an average of 6 feet above MSL.
7. Key Colony Beach Emergency Management provides planning and preparedness for, and coordination of, response activities for events that threaten the health and safety of City of Key Colony Beach residents and visitors and that may damage property and affect the economy within the City.

**B. Economic Profile**

1. The major contributors to the economy of Key Colony Beach are in large part tourist driven industries including fishing, retail establishments, hotels and service-oriented businesses. Government employment follows.
2. The following table illustrates pertinent City numerical data (averaged):

Description	Numerical Data
Median Household Income	\$103,096
Per Capita Income	\$67,750

Because of the nature of the City of Key Colony Beach, certain hazards could cause serious economic impacts to the City, while others may not be as devastating. Hurricanes and tropical cyclones are the greatest concern. The previous storms in the past 10-15 years have caused damage and response/recovery costs in the millions of dollars. The remaining hazards outlined in the Hazards Analysis could cause negative economic impacts to the City, but these have been minimal based on the history of such events.

**C. Hazards Analysis**

Several hazards can occur within Key Colony Beach which may have an adverse impact upon life, property, and local economic wellbeing. These hazards may vary in intensity, degree of threat, speed of onset, and scope. These factors all have a bearing on the response capabilities of the City.

Hazards identified which require preparedness, response, recovery, and mitigation efforts within the City include:

A narrative of each hazard including probability and severity of occurrence, vulnerable population, damage information and other specific data related to the hazard can be found in this section. Some additional information on specific hazards can be found in the City of Marathon Local Mitigation Strategy Plan (LMS).

**Hazards:**

1. Hurricanes and Tropical Storms
2. Severe Weather/Thunderstorms /Tornadoes
3. Flooding
4. Hazardous Materials
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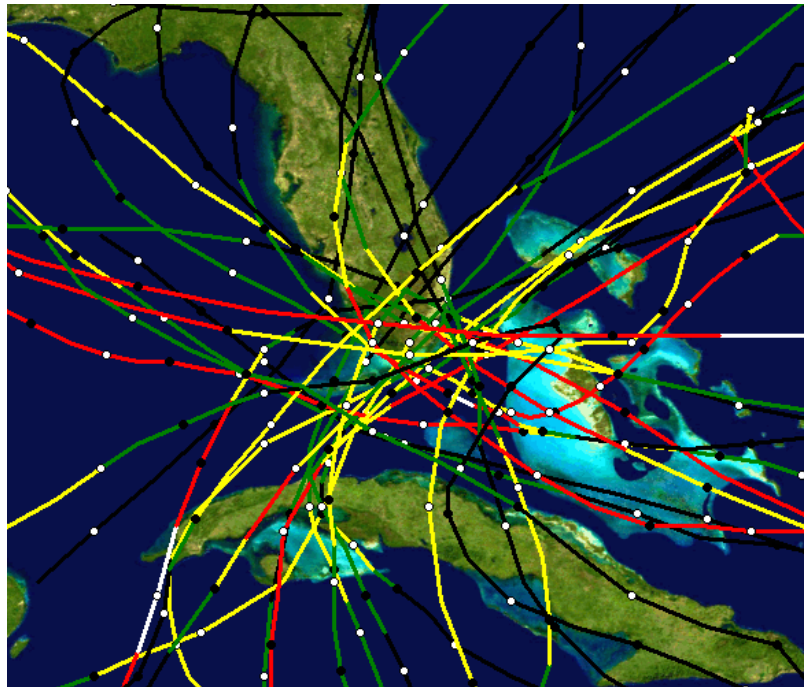
**1. Tropical Cyclone/Hurricanes**

- a. The potential damage from high winds and flooding would be the greatest threat from tropical cyclone events. The Keys are in large part only a few feet above sea level. Those living in mobile homes and poorly constructed homes would be most vulnerable to wind and flood damage.
- b. Monroe County and the City will order a complete evacuation of the area for any storm above a Category 2. In 2017, Hurricane Irma caused significant wind and storm surge/flooding throughout the City which resulted in citywide damage to homes and businesses.
- c. Other notable Hurricanes that affected the City were Hurricane Donna in 1961, Hurricane Betsy in 1965, Hurricane Inez in 1966, Hurricane Georges in 1998, and Hurricane Wilma in 2005. Altogether, more than 35 hurricanes and tropical storms have passed within 60 miles of the City since 1871, which equates to an occurrence every 3.78 years.

Category 3 – 5 hurricanes that passed within 60 miles of the City  
Storm Summary Information:

Year	Storm Name	Cat	Max Wind	Lowest Pressure MB
1919	Not Named	4	130	927
1926	Not Named	4	130	930

1935	Not Named	5	140	892
1945	Not Named	4	120	951
1960	Donna	4	140	932
1965	Betsy	3	120	941
1992	Andrew	5	150	922
2017	Irma	5	185	914



**All recorded hurricanes that have passed within 60 miles of the City**

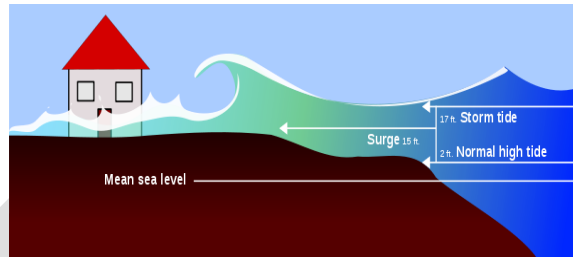
- d. The 2004 and 2005 hurricane seasons were unprecedented in modern times in the State of Florida. 2004 Hurricanes Charley, Frances, Ivan and Jeanne, as well as Tropical Storm Bonnie, all hit Florida within a 48-day span, the most tropical activity in one state in 120 years. All four hurricanes either threatened or came close to striking the City. Both West Coast storms, Charley and Ivan were projected to directly impact our City as they approached Florida. However, Charley made landfall near Port Charlotte and Ivan passed to our west and impacted the northern Gulf Coast. Both storms made landfall as Category 4 hurricanes. Frances and Jeanne caused substantial damage with flooding, extensive amount of debris and significant power outages, though no winds were recorded in the hurricane force category.

The 2005 Atlantic hurricane season was the most active Atlantic hurricane season in recorded history, repeatedly shattering numerous records. Of the storms that made landfall, five of the season's seven major hurricanes—Dennis, Emily, Katrina, Rita, and Wilma—were responsible for most of the destruction for the U.S. The City was directly impacted by Dennis, Katrina, Rita and Wilma and received FEMA Public Assistance, mostly for debris removal.

In 2017, Hurricane Irma proved to be the most devastating hurricane to strike Key Colony Beach. Hurricane Irma was an extremely powerful Cape Verde hurricane that caused widespread destruction across its path in September 2017. Hurricane Irma was the most intense hurricane to strike the continental United States since Hurricane Katrina in 2005. It was the first major hurricane to make landfall in Florida since Wilma in the same year.

- e. The three major hazards produced by a hurricane are storm surge, high winds, and rainfall.

- 1) **Storm surge** is the rise in water level in coastal areas caused by the wind and pressure forces of a hurricane. The more intense the hurricane, the higher the surge will be. The output of the National



Oceanic and Atmospheric Administration (NOAA) storm surge prediction model (SLOSH) shows that storm surge height of 15 feet or more above sea level could impact certain coastal and river areas under a “worst case” Category 5 hurricane.

- 2) The **high winds** of a hurricane also present significant dangers to the populace. This hazard especially applies to structures unable to withstand the stress and uplift forces from hurricane force winds (ranging from 74 to more than 155 miles per hour).

Structures most vulnerable to hurricane force winds are mobile homes and substandard housing. In addition, hurricane winds can create hazardous conditions from flying glass from high-rise buildings as well as homes unprotected by shutters or plywood boarding.

- 3) **Rainfall** varies with hurricane size, forward speed, and other meteorological factors. Residents must be aware of flooding that may result from a hurricane, especially along low-lying areas. Heavy rainfall may continue after a storm loses hurricane status. The rainfall associated with a hurricane is from 6 to 12 inches on average, with higher amounts common. Typically within the City and county island chain, flooding from rain is minimal due to runoff, although it does happen.

## 2. Severe Weather/Thunderstorms/Tornado

- a. Florida ranks third in the United States in tornado occurrences and ranks first when considering tornadoes per square mile. During the period 1959-1995, tornadoes killed 82 Floridians, injured 2,562, and caused approximately \$535 million in property damage.
- b. Tornadoes in Florida are difficult to predict and appear with little or no warning. Instantaneous destruction occurs when a funnel cloud touches down over land and becomes a tornado. When a funnel cloud touches down over water, it is a

waterspout. In most of Florida, particularly in the Keys, tornadoes are small and short-lived and only touch the ground briefly. They cause localized destruction that is difficult to protect against. Downbursts accompanying thunderstorms can also cause similar damage.

- c. Additionally, Florida is one of the most thunderstorm-prone states in the nation, and the City and county are no exception. Thunderstorms provide rainfall that is generally beneficial, however, the associated damage from lightning, wind, and flooding is prevalent. High winds from thunderstorms can cause damage to structures and lightning can cause fires and disable electrical power equipment.
- d. The City has experienced thunderstorms that were classified severe, resulting in many power outages and some reports of minor damage. (Note: A thunderstorm is classified "severe" when one or more of the following hazardous conditions occur: winds greater than 57 miles per hour, hail 3/4" in diameter or greater, or a tornado develops.)
- e. Florida leads the nation in lightning deaths and injuries. Lightning killed 362 people and injured 1,241 people in Florida during the period 1959-1995. Lightning is often called the underrated killer. In an average year, more people die from lightning nationwide than from all hurricanes and tornadoes combined. Lightning may strike people directly or it can cause death and injury from fires it initiates.

### **3. Flooding**

Most of Key Colony Beach has a natural elevation of 6 feet above mean sea level. It is subject to flooding during significant rain event, including tropical systems. The greatest threat comes from hurricane storm surge that can cause widespread damage throughout the Keys. This is most notable with low-lying roadways, bridges and their approaches, and any non-elevated structure. Localized flooding from rainfall can adversely affect specific parcels of the City. Localized flooding from strong thunderstorms is common during the summer rainy season and occurs annually.

### **4. Hazardous Materials Incidents**

- a. The Marathon Fire Marshal is responsible for identifying facilities within the City limits which, should a hazardous materials accident/incident occur, will severely impact the immediate geographical area. The primary response agency to such incidents is Marathon Fire Rescue/Fire Marshal's Office.
- b. U.S. Highway 1 is the only transportation corridor between the mainland and Key West, and serves as the evacuation route for the City of Key Colony Beach. U.S. Highway 1 runs the entire length through the center of the neighboring City of Marathon. According to recent studies, there are 600+ commercial trucks a day (one-way), 23,000 trips per day through the City of Marathon or, 8 million +/- annually. This transportation corridor has numerous commercial hazardous material trucks that transport their products through U.S.1. In addition, the military transports their goods and products through the City to and from the Key West Naval Base without any DOT required identification.

- c. The movement of hazardous material for commercial and government use by air, boat and vehicle occurs on a daily basis within Marathon, and a certain smaller amount comes into the City of Key Colony Beach. Possible emergency situations include: exposure to radioactive materials; seepage or spillage of toxic chemicals or gases; explosives that damage large areas or set off chain reactions of fires or explosions; and fires involving chemicals. In general, hazardous materials could include:
- Munitions used by the military
  - Radioactive materials used by medical facilities, industry or hospitals
  - Highly flammable jet fuels
  - Herbicides and pesticides
  - Petroleum and related products
  - Natural and propane gas
  - Chemicals and allied products

## 5. Coastal Oil Spill

- a. Key Colony Beach's economy is primarily based on tourist oriented, marine based recreational activities. Additionally, the recreational fishing industry would be severely impacted by such an incident. The Keys and specifically the City are vulnerable to minor and major coastal oil spills from both the Atlantic Ocean and Florida Bay. A spill could cause significant ecological and economic damage to shoreline and beaches as well as the local tourist industry and fishing industry of the City. This was evident during the Deepwater Horizon oil spill in the Gulf of Mexico which flowed for three months in 2010 and became the largest accidental marine oil spill in the history of the petroleum industry.
- b. The spill stemmed from a sea-floor oil gusher that resulted from the April 20, 2010, explosion of Deepwater Horizon, which drilled on the BP-operated Macondo Prospect. The explosion killed 11 men working on the platform and injured 17 others. On July 15, 2010, the leak was stopped by capping the gushing wellhead after it had released about 4.9 million barrels of crude oil. An estimated 53,000 barrels per day escaped from the well just before it was capped. It is believed that the daily flow rate diminished over time, starting at about 62,000 barrels per day and decreasing as the reservoir of hydrocarbons feeding the gusher was gradually depleted. On September 19, 2010, the relief well process was successfully completed, and the federal government declared the well "effectively dead".
- c. The spill caused extensive damage to marine and wildlife habitats and to the Gulf's fishing and tourism industries. However, due to the "Loop Current" in the Gulf of Mexico the oil spill never reached the Florida Keys.
- d. Skimmer ships, floating containment booms, anchored barriers, sand-filled barricades along shorelines, and dispersants were used in an attempt to protect hundreds of miles of beaches, wetlands, and estuaries from the spreading oil. Scientists also reported immense underwater plumes of dissolved oil not visible

at the surface as well as an 80-square-mile "kill zone" surrounding the blown well. In late November 2010, 4,200 square miles of the Gulf were re-closed to shrimping after tar balls were found in shrimpers' nets. By July 9, 2011, roughly 491 miles of coastline in Louisiana, Mississippi, Alabama and Florida remained contaminated by BP oil, according to a NOAA spokesperson.

- e. Additionally, the City has supported, through our agreements with Marathon Fire/EMS and Monroe County, the South Florida Area Contingency Plan and work group that provides for coordinated response by federal, state, local and NGOs forces to discharges of oil and hazardous substances.

## **6. Terrorism**

- a. The possibility for civil disturbance or a terrorist event in Key Colony Beach is relatively small given the density of its population. However, given the increasing occurrence of violence in schools and workplaces, Key Colony Beach could have an incident which would affect its residents and visitors. The number of those impacted could be as high as 1000 if one of the Middle Keys schools were the target of such an act. After the events of 9/11/01, Key Colony Beach continues to monitor and respond to any threat of terrorism.
- b. The South Florida region is home to two Urban Area Security Initiative (UASI) cities (Miami and Fort Lauderdale) who work together with the State of Florida's Regional Domestic Security Task Force to protect, prevent, prepare, respond, and recover from terrorist threats.
- c. The (UASI) was created in response to the terrorist attacks of 9/11 to provide funds to selected urban areas to assist them in building an enhanced and sustainable capacity to prevent, respond to, and recover from threats or acts of terrorism. The UASI Grant Program addresses the unique equipment, training, planning, and exercise needs of large high threat urban areas. Program activities must involve coordination by the identified City, counties, and the respective State Administrative Agency (SAA).
- d. The UASI program brought federal, state, local, and regional first responders together to develop projects to enhance South Florida capabilities to address the terrorism threat. The UASI funding has been allocated to jurisdictions across the region to include Miami, Fort Lauderdale, Miami Beach, West Palm Beach, Broward County, Miami-Dade County, Palm Beach County, and Monroe County as well as many other jurisdictions within this region.

## **7. Wildfires and Brush Fires**

During prolonged dry periods, fire hazards are increased in those areas surrounding the City having stands of trees and grass areas. The scenario, especially in concert with below normal water supplies, could present a substantial hazard to the community.

## **8. Extreme Temperatures**

- a. Key Colony Beach is located in the Florida Keys, the southernmost area of the United States, and generally experiences a mild to moderate climate. The greatest

threat during cold emergencies is a humid damp wind chill. Heat-related emergencies are far more frequent, especially to those visiting from northern areas and unaccustomed to the high humidity and heat.

- b. Monroe County does not have its own water supply. Most of the County's water comes from the Biscayne Aquifer located in Florida City on the mainland via water pipes. There is a new four million gpd desalination plant near Key West which can provide limited supply to the Lower Keys. Lack of rainfall and adequate water supply, as well as damage to the system from other disasters, could result in water restrictions and lower water pressure which could cause a "boil water" notice.

## 9. Mass Migration

- a. Armed violence, civil unrest and economic hardship abroad results in the threat of spontaneous mass migration to Florida, particularly south Florida and the Keys dealing specifically with Haiti and Cuba. Mass Migration increases the need for law enforcement, detention, emergency medical services and mass care.
- b. In 1994, the Cuban economy was in dire straits after the collapse of the Soviet Union. Cuba President Fidel Castro threatened to encourage another exodus of refugees, a second Mariel in protest of the U.S. economic embargo against the island.
- c. The U.S. government's response was to use interdiction at sea and the "wet-foot, dry-foot" policy to discourage Cubans from leaving. The U.S. Coast Guard and Border Patrol agents intercepted roughly 35,000 Cubans in the year leading up to the policy's implementation.
- d. Any such immigration event would greatly impact and sharply limit day to day City and county services.

**NOTE:** Currently, the status of relations with our neighbor nation to the South hasn't changed for the better. The recent collapse of their power grid, as well as challenging conditions for their people, could exacerbate an already bad situation.

## 10. Disease and Pandemic Outbreak

Due to the potential of complex health and medical conditions that could threaten the general population, a naturally occurring disease outbreak could impact the City's residents, especially in a confined setting such as a school. It is also recognized that this hazard could be the result of a terrorist action.

## 11. Events/Public Gatherings

Large public events lend themselves to being the targets of terrorist activity or civil disturbances. The City and other county entities host several community/civil events open to the general public. Some of the largest events are the annual Key Colony Beach Day celebration, the St. Patrick's Day parade, and Concerts in the Park. These public assemblies often have an impact on our limited municipal services. In most cases, the event sponsor must coordinate with the government officials to minimize impacts to day-to-day municipal services.

## 12. Critical Infrastructure Disruption

Critical infrastructure failure or disruption could occur in any jurisdiction with Marathon being no exception. Impacts on water, power, sewer, or communications systems would negatively affect the residents/businesses within the City. This type of incident could potentially occur in any geographical area of the City and last for a significant period of time. Damage to the utility infrastructure, such as that seen during a hurricane event, could result in prolonged periods of outages and restoration of essential service.

## 13. Transportation Incident

- a. U.S. Highway 1 is the main and only highway in and out of Monroe County and the City of Marathon. The Seven Mile Bridge is part of the City of Marathon's response area.
- b. According to recent studies, there are 600+ commercial trucks a day (one-way), 23,000 trips per day or, eight (8) million +/- annually. This transportation corridor has numerous commercial hazardous material trucks that transport their products through U.S. Highway 1. In addition, the military transports their goods and products through the Keys to and from the Key West Naval Base without any DOT required identification.
- c. The neighboring City of Marathon has one airport which is capable of accepting large passenger aircraft. An accident involving roadway transportation would have the greatest effect to Marathon and Key Colony Beach residents affecting very few to 1,000's potentially involved from an extended road closure.
- d. There are 18 marinas located within the City of Marathon, some in reasonably close proximity to Key Colony Beach. There is also a marina in Key Colony Beach that may house live-aboard boaters and visitors as well as a charter fishing fleet. Additionally, Marathon owns and manages Boot Key Harbor. This is of importance particularly due to both the "live aboard" and recreational boating populations which may be impacted by a number of hazards including severe weather and tropical cyclones.

## 14. Other Target Hazards

- a. Target Hazards are those occupancies or processes which if destroyed, in part or in whole, could cause major loss of life or potential environmental or economic impact.
- b. "Critical facilities" are those structures from which essential services and functions for victim survival, continuation of public safety actions, and disaster recovery are performed or provided.
- c. The City does contain many of these target hazards and critical facilities which include, but are not limited to:
  - Sadowski Causeway
  - Fixed bridges

- Charter/houseboat marina
- Hotels and resorts
- Key Colony Beach City Hall
- Wastewater treatment facilities and underground transmission lines

### III. CONCEPT OF OPERATIONS

#### A. General

1. To make certain the City has systems and processes to ensure that incident managers at all levels share a common operating picture of an incident, the City has adopted and integrated the National Incident Management System (NIMS) and the Incident Command System by Resolution 2004-092. (Appendix F)

The City has incorporated the NIMS standardized procedures for managing personnel, communications, facilities and resources, which will improve the City's ability to utilize federal funding to enhance readiness, maintain first responder safety, and streamline incident management processes.



2. The City's emergency management program addresses the four integral components of emergency management: Preparedness, Response, Recovery, and Mitigation. This CEMP addresses these components in detail.
  - a. **Preparedness** activities are conducted before a disaster occurs in an effort to build emergency management capabilities. It involves the actions taken to proactively develop and update emergency plans. Preparedness planning seeks to anticipate problems and project possible solutions to minimize disaster damage. After plans are developed, they must be trained to and exercised, which serves to validate the systems and processes identified in the plans. Public education is also an ongoing preparedness activity that involves raising overall hazard awareness levels of a community's citizens and stakeholders.
  - b. **Response** activities provide emergency assistance to save lives, preserve property and protect the environment. The goal of emergency responders is to reduce the probability of additional injuries or damage, and to start the recovery process as soon as possible.

The Incident Command System (ICS) components of NIMS are already an integral part of various incident management activities throughout the state, county and surrounding local response agencies, including all public safety and emergency response organizations' training programs.

To provide the highest levels of incident management, the City has institutionalized and uses the ICS to manage all emergencies including disaster or applicable preplanned events, including the consistent application of Incident Action Planning. This will facilitate the utilization of standardized terminology, standardized organizational structures, uniform personnel

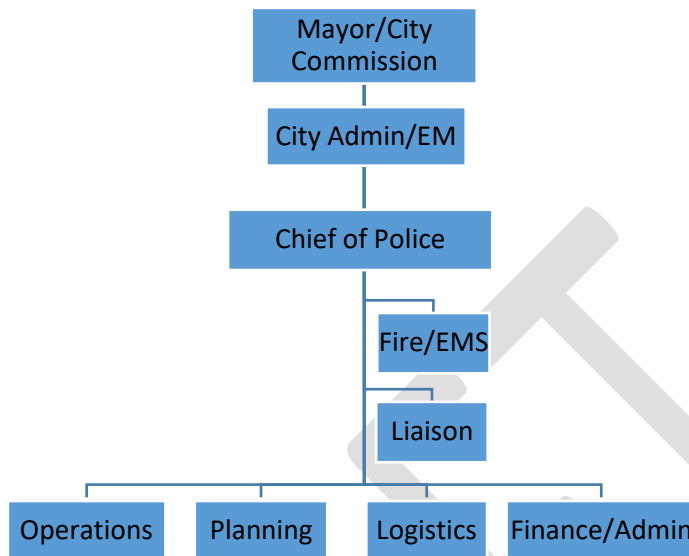
qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters.

Additionally, the City will coordinate and support emergency incident and event management through the development and use of integrated multi-agency coordination systems (MACs), i.e. develop and maintain connectivity capability between local Incident Command Posts (ICP), local 911 Centers, local Emergency Operations Centers (EOCs), the state EOC and regional and federal EOCs and NRP organizational elements.

Furthermore, the City will institutionalize, within the framework of ICS, the Public Information System (PIS), comprising of the Joint Information System (JIS) and a Joint Information Center (JIC), where applicable.

- c. **Recovery** is the phase of emergency management that continues until all systems return to normal or as close to normal as possible. The steps involved in any recovery effort following a disaster are usually expressed in terms of being short or long term. Short-term recovery focuses on restoring vital utilities and life support systems (e.g., power, water, sanitation, and communications), transportation infrastructure, the removal of debris, and the assessment of damage. Long-term efforts begin after some degree of stabilization has been attained and focus on restoring public facilities and infrastructure.
  - d. **Mitigation** activities normally occur before a disaster or directly following. Such activities include amending zoning and land development regulations for structures and buffers, conducting fire inspections, and storm-proofing critical facilities. The primary purpose for mitigation is to eliminate or reduce the probability of a disaster, such as a flood. It will include action to postpone, dissipate or lessen the effects of the disaster.
3. Emergency Management (EM) establishes this emergency management plan as a core set of functional processes, for the highest priority of emergency response and recovery management for Key Colony Beach. Each emergency situation may have unique issues and priorities, and as such, EM has adopted a multi-hazard approach to establishing an emergency response and recovery organization encompassing key City departments and external agencies and entities that are involved in emergency response and recovery.
  4. This plan sets forth the operating concepts and integration processes for effective coordination and control during emergency response. It provides for a smooth transition to restoration of normal services, and the implementation of programs for recovery of community viability. The concept for emergency operations in the City calls for a coordinated effort and graduated response by personnel and equipment from City departments and other support agencies in preparation for, and in response to local disasters.

5. The City bears the initial responsibility for disaster response and recovery operations within its jurisdiction. When the City's resources are inadequate, assistance will be requested from pre-positioned contracts, the county, state, and federal government. To ensure an adequate and timely response by emergency personnel and the maximum protection and relief to citizens of the City before, during, and after a disaster, the concept also provides for:
  - a. Preparing for and mitigation of natural and manmade disasters.
  - b. Early warning and alerting of citizens and officials.
  - c. Reporting of all natural disasters between levels of government.
  - d. Establishment and activation of the City's Emergency Operations Center (EOC) and the Incident Command System (ICS) organization for command and control of emergency response forces.
  - e. Movement of citizens from the City and surrounding areas from danger areas to shelters or safe areas and the return of evacuees when authorized by the appropriate authorities after the disaster danger has passed.
  - f. Use of increased readiness conditions and response checklists for hurricanes.
  - g. Damage assessment reports and procedures.
  - h. Search and rescue operations and procedures.
  - i. Debris clearing operations and procedures.
  - j. Recovery operations.
6. The City EOC will be activated for all incidents requiring a significant dedication of resources and/or extraordinary inter-department and multi-jurisdictional coordination outside the realm of normal day to day emergency situations responded to by law enforcement, fire and emergency medical service agencies.
7. The City's Emergency Operations Center (EOC) -under the leadership of the City Emergency Manager, will manage the City's response to major emergencies or disasters using the Incident Command System. The chart below reflects the organizational structure of the Key Colony Beach EOC.



8. The City is a signatory to the Statewide Mutual Aid Agreement. If resources within the City are insufficient for disaster response and recovery operations, mutual aid will be requested from the Marathon Fire/EMS, the Monroe County Sheriff's Office, and the County EOC. (See Appendix G)
9. During disaster operations, numerous private sector and private nonprofit organizations provide resources for the City upon request of the County EOC, the City Emergency Manager or City EOC Organization. These include the American Red Cross, Salvation Army, Community Emergency Response Teams (CERT), various church-related groups, Chamber of Commerce, etc. Many of these groups will participate in relief supply activities conducted at various locations throughout the City where applicable.

## B. Disaster Levels

F.S. § 252.34 defines a disaster as any natural, technological, or civil emergency that causes damage of sufficient severity and magnitude to result in a declaration of a state of emergency by a county, the Governor, or the President of the United States. F.S. § 252.34 also identifies disasters by the severity of resulting damage, as follows:

1. Catastrophic Disaster - one that requires massive state and federal assistance, including immediate military involvement.
2. Major Disaster - one that will likely exceed local municipal and county capabilities and require a broad range of state and federal assistance.

3. Minor Disaster - one that is likely to be within the response capabilities of local municipality and county government and to result in only minimal need for state or federal assistance.
4. Emergency - Any occurrence, or threat thereof, whether natural, technological, or manmade, in war or in peace, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property.

### **C. Organization**

1. Normal – Key Colony Beach. The City of Key Colony Beach is located in the Florida Keys just off US Highway 1 between Mile Marker 53 and 54. Key Colony Beach consists of dredge and fill to expand and raise the height of Shelter Key. The City is an average of 6 feet above MSL. According to the United States Census Bureau, the city has a total area of 448 acres. Its city limits extend 300 yards offshore, or the property line, whichever is farther. The 2020 Census population of Key Colony Beach was 790.

The Key Colony Beach Police Department is responsible for law enforcement within the City, with assistance from the Monroe County Sheriff's office. Fire and EMS protection in the City is the responsibility of Marathon Fire Rescue. Key Colony Beach works with the City of Marathon and Monroe County to assist in its Emergency Management Program. Fisherman's Hospital is the primary hospital and is located within the adjacent City of Marathon. The Key Colony Beach Building Department oversees building and land use permitting for the entire City. The Key Colony Beach Public Works Department provides road and associated structure maintenance for locally maintained infrastructure. Key Colony Beach has numerous parks and recreational opportunities, a 9-hole par 3 golf course, a municipal AWT wastewater facility, and a small EOC at City Hall.

Given the size of the City and its limited resources, Key Colony Beach has built cohesive partnerships with county, state and federal agencies. These relationships transcend all four phases of emergency management: preparedness, response, recovery, and mitigation.

2. Normal – Monroe County

Monroe County is the southernmost county in Florida and the United States. It is made up of the Florida Keys and portions of the Everglades National Park and Big Cypress National Preserve. These parks are mostly uninhabited mainland areas. Most known are the Florida Keys with its string of islands connected by U.S. Highway 1, which ends in Key West, 150 miles southwest of Miami.

In total area Monroe County is comprised of 3,737 square miles. The Florida Keys proper are an elongated, curved bow like chain of low lying islands over 220 miles in length. They extend from the southeastern tip of the Florida peninsula to the Dry Tortugas and lie between the Gulf of Mexico and the Atlantic Ocean. Key West is the largest of the islands in the chain with a natural deep water harbor. The Keys are islands of rock and sandy beaches are not common. Just miles offshore on the Atlantic side of the Keys is the only living coral reef in the continental United States. No point in the Keys is more than four miles from water.

Because Monroe County only has one highway, accessibility to the county seat (Key West) is time consuming and difficult. Other county government offices are located in Marathon, Plantation Key, and Key Largo to handle basic public government functions.

A Board of County Commissioners (BOCC) consisting of five elected officials, with one acting as chairman (Mayor), administrates Monroe County. The County Administrator is appointed by, and reports to, the Board of County Commissioners.

### 3. Emergency – Key Colony Beach

#### a. Declaration of Emergency

The Mayor may request state assistance or invoke emergency-related mutual-aid assistance by declaring a “State of Local Emergency” in the event of an emergency affecting Key Colony Beach. The duration of each state of emergency declared locally is limited to 7 days; it may be extended, as necessary, in 7-day increments. (See Appendix E)

#### b. Plan Activation

When a major or catastrophic emergency has occurred or is imminent, the City Mayor may issue a declaration of a “State Local of Emergency”. Such an action will activate immediately all portions of this plan. In the absence of a state of local emergency, the Emergency Management Director, through the City Manager, may activate portions of this plan in accordance with the appropriate levels of mobilization to facilitate response readiness or monitoring activities.

#### c. Under emergency conditions, the City transforms to a specialized disaster response organization as explained below.

#### d. Pursuant to the City Charter, the City Mayor presides at the meetings of the Commission and shall be recognized as the head of City government for service of process, ceremonial matters, and the signature or execution of ordinances, contracts, deeds, bonds, and other instruments and documents.

Key Colony Beach, a political subdivision of Monroe County, is vested with certain authority in regard to emergency management pursuant to F.S. § 252, State Emergency Management Act. One aspect of such authority is the power to declare a "State of Local Emergency". With regard to the powers to declare a state of local emergency, to order an evacuation, to order re-entry, and to declare a termination of the state of emergency, that authority has been authorized by City ordinance to the City Mayor, Vice Mayor or in his/her absence the City Administrator.

In order to establish certain overarching response and recovery policies, the Mayor, City Administrator, or the City Emergency Manager may call together the Executive Policy Group (EPG) comprised of the following officials:

#### **City Executive Policy Group (EPG)**

- Mayor
- City Administrator

- City Attorney (as needed)
- Key Colony Beach Chief of Police (as co-Emergency Manager)
- Marathon Fire Chief (as co-Emergency Manager)
- Other Officials (Public Works, Building, Code, Utility, Finance) as deemed necessary

**Note 1:** The City Clerk will attend all City EPG meetings to formally record procedures and decisions.

**Note 2:** The City Attorney will attend upon request or as needed.

**Note 3:** In the absence of the Mayor, the City Vice Mayor shall serve as EPG Chair. In the absence of the City Commission Chair, the City Administrator may serve as EPG Chair. No quorum is needed to exercise the authority delegated, but action shall be taken by majority vote of those members present.

In pursuit of emergency duties, the EPG shall utilize all available resources of City government as reasonably necessary to cope with the situation. This authorization includes:

- 1) Performing public work and taking prudent action to ensure the health, safety, and welfare of the community.
- 2) Make immediate expenditures to cope with the emergency.
- 3) Entering into contracts.
- 4) Incurring obligations.
- 5) Employing permanent and temporary workers.
- 6) Utilizing volunteer workers.
- 7) Renting equipment.
- 8) Acquiring and distributing, with or without compensation, supplies, materials, and facilities.
- 9) Appropriating and expending public funds.

Additionally, the City shall maintain a Disaster Preparedness Committee. The Disaster Preparedness Committee is tasked with evaluating the City's Emergency Management procedures and policies and assisting with the creation and implementation of these procedures and policies. The Mayor, City Administrator, or the City Emergency Manager may call together the Disaster Preparedness Committee comprised of the following officials:

**Disaster Preparedness Committee**

- Mayor
- City Administrator/Emergency Manager
- Key Colony Beach Chief of Police
- Key Colony Beach Building Official
- Key Colony Beach Public Works Director
- Marathon Fire Chief (advisory role)

- e. The City Mayor or City Emergency Manager (City EM) will be responsible for full activation of this plan and for directing preparedness, response, recovery and mitigation operations. In addition, the City EM is responsible for maintaining the City EOC operational readiness. The Emergency Manager will ensure that appropriate standard operating guidelines and checklists are developed and available to support this plan.
  - f. The City EOC Operations Group is comprised of the City department directors and/or representatives who are necessary to ensure complete, functional operations to support the Mayor and/or the Emergency Manager.
  - g. Each City department will ensure that appropriate Standard Operating Procedures are developed and available to guide their respective activities during disaster response and recovery operations. The City EOC Operations Group will provide expert advice and services to the City Executive Policy Group (EPG), as required.
  - h. By the very nature of emergencies and disasters, the need for rapid response cannot be overstated. This includes the ability to activate the City of Key Colony Beach CEMP, make local declarations, etc. To ensure continuous leadership and continuity during disaster operations, the line of succession is as follows:
    - 1) City Mayor
    - 2) City Vice Mayor
    - 3) Remaining City Commission Members (first available)
    - 4) City Administrator
    - 5) City Clerk
4. Emergency – Countywide:

Under emergency conditions, the county transforms to a disaster response organization as explained below.

- a. The BOCC, as the governing body of Monroe County, a political subdivision of the State of Florida, is vested with certain authority with regard to emergency management pursuant to Chapter 252, Florida Statutes. One aspect of such authority is the power to declare a "State of Local Emergency".
- b. During a state of local emergency, the Monroe County BOCC will implement appropriate portions of the emergency management ordinance (e.g. price gouging, curfew, restrictions on sale of certain items, etc.).
- c. The Monroe County Emergency Management Department and County Policy Group formulate general policy during declared disasters.
- d. With regard to the other powers conferred by Chapter 252, once an emergency has been declared, all remaining authority under paragraph 252.38 (6) (e) is delegated to the County Administrator and Emergency Manager for emergency operations. This authority pertains to:

- 1) Performing public work and taking prudent action to ensure the health, safety, and welfare of the community.
  - 2) Make immediate expenditures to cope with the emergency
  - 3) Entering into contracts.
  - 4) Incurring obligations.
  - 5) Employing permanent and temporary workers.
  - 6) Utilizing volunteer workers.
  - 7) Renting equipment.
  - 8) Acquiring and distributing with or without compensation supplies, materials, and facilities.
  - 9) Appropriating and expending public funds.
- e. The Monroe County EM Director will be responsible for full activation of the County CEMP and for directing preparedness, response, recovery and mitigation operations.
  - f. In pursuit of emergency duties, the EM Director shall utilize all available resources of county government as reasonably necessary to cope with the situation. This authorization includes the authority to make immediate expenditures to cope with the emergency.
  - g. The Monroe County Policy Group will assist the County Director of EM as required and will ensure the cooperation and coordination of personnel and agencies under their jurisdiction.
  - h. The Monroe County EOC Operations Group is comprised of representatives of the various governmental and non-governmental agencies necessary to ensure a complete and functional operations staff to support the County Director of EM. They will provide liaison between the Monroe County EOC and their respective agencies. They will provide expert advice and services to the Monroe County Policy Group and the Monroe County Emergency Manager as required.
  - i. The Monroe County Director of EM is responsible for maintaining the operational readiness of the Monroe County EOC. The County EM Director will ensure all appropriate Standard Operating Procedures (SOP) and checklists, which will be implemented during disasters, are developed and available to support this plan. Each agency designated as a member of the Monroe County EOC Operations Group will also ensure that appropriate SOPs are developed and available to guide their activity during disaster response and recovery operations.
  - j. When applicable and/or requested, the City will provide a City Liaison to locate within the County EOC during emergencies to coordinate activity between Monroe County and the City. The City Administrator will serve as liaison between the City and the County EOC.

5. -City Incident Management Team (IMT) and Emergency Support Functions (ESFs)

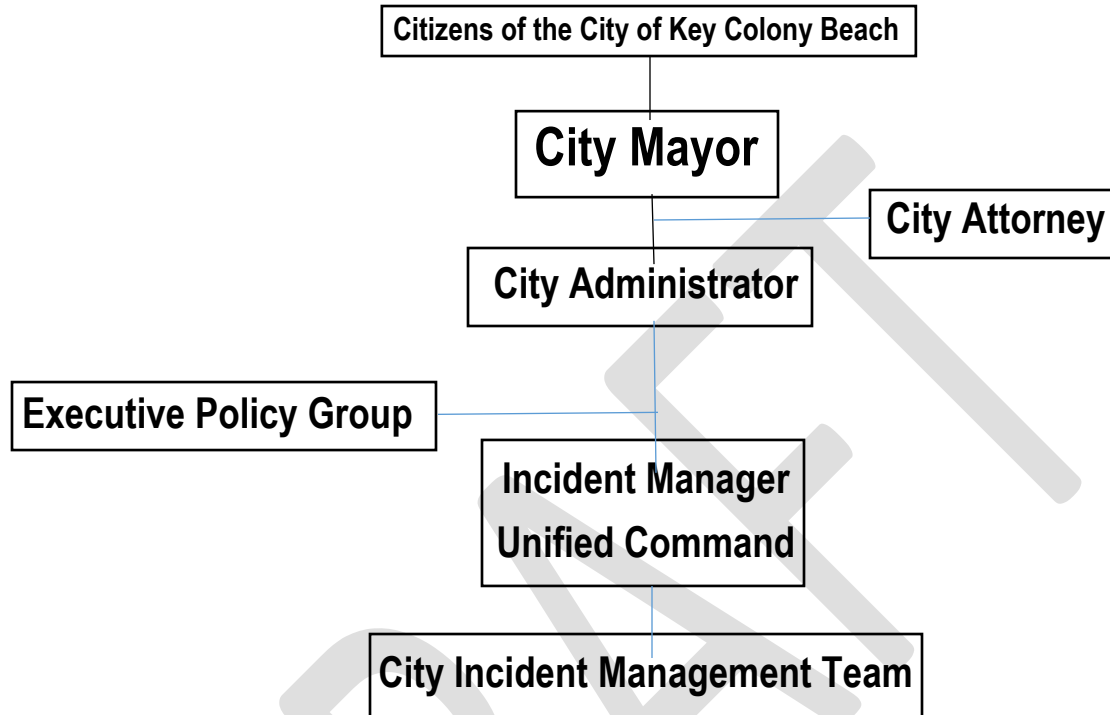
- a. The IMT has adopted the Incident Command System (ICS) as its management structure. All necessary response activities will be management under one or more of the four management sections: Operations, Planning, Logistics and Finance/Administration. In addition, the command staff functions of Safety and Liaison may be activated. Coordination of disaster response and recovery activity coordination will be facilitated by the City EOC. (EOC). The City may use ESFs, where applicable, to align City and county response and recovery activities with the county and state. Each ESF will have a primary City department designated based on their orientation, capabilities, and resources. Other departments will be designated as “support” within each ESF.
- b. A brief description of each of the ESFs that may or may not be implemented, follows.
  - **ESF #1 – Transportation:** Provides coordination of transportation support to City departments, other government and private agencies, and voluntary organizations requiring transportation to accomplish disaster evacuation, response, and recovery missions.
  - **ESF #2 – Communications:** Provides coordination of telecommunications support necessary to conduct disaster response and recovery operations, including the restoration of downed communications systems.
  - **ESF #3 - Public Works and Engineering:** Provides public works and engineering support in restoration of critical public services, roads and utilities. Includes the areas of debris clearance and disposal, temporary construction of emergency access routes, restoration of critical public services, restoration of water and waste water systems.
  - **ESF #4 – Firefighting:** Detects and suppresses fires resulting from, or occurring coincidentally with, a disaster.
  - **ESF #5 - Information and Planning:** Collects, analyzes, and disseminates appropriate information on emergency operations which facilitates decision-making in response and recovery operations.
  - **ESF #6 - Mass Care and Shelter:** Coordinates efforts to provide sheltering, feeding, and emergency first aid.
  - **ESF #7 - Resource Support:** Locates, procures and provides required resources in support of emergency operations.
  - **ESF #8 - Health and Medical Services:** Provides a coordinated response to public health and medical needs following a disaster.
  - **ESF #9 - Search and Rescue:** Locates, rescues, and provides immediate medical treatment to victims who are lost, isolated, or trapped as a result of a disaster.
  - **ESF #10 - Hazardous Materials:** Responds to an actual or potential release of hazardous materials.

- **ESF #11 - Food and Water:** Identifies, secures, and arranges for the transportation and distribution of food and water to disaster victims.
- **ESF #12 – Energy:** Coordinates the restoration of energy systems and availability of petroleum products for response and recovery operations.
- **ESF #13 – Liaison:** Provide liaison support for external agency coordination.
- **ESF #14 - Public Information:** Coordinates and disseminates appropriate information to the public during emergency operations.
- **ESF #15 - Volunteers and Donations:** Coordinates the effective utilization of disaster volunteers and donated goods during response and recovery operations. Manages the City’s relief supplies reception and distribution system.
- **ESF #16 - Law Enforcement:** Coordinates law enforcement activities during evacuation, response, and recovery operations to include law and order, traffic control, security, and reentry operations.
- **ESF #17 - Animal Services:** Coordinates animal protection activities for both small and large animals to include emergency medical care, evacuation, rescue, temporary confinement, shelter, food and water, identification for return to owners and disposal of dead animals.
- **ESF #18 - Business & Industry:** Collects information on economic injury in order to assist the process of determining if City businesses are eligible for federal disaster assistance. Coordinates business access for damage assessment activities, securing property, and recovery functions. Maintains inventory of available lodging rooms within the City, prior to and after emergency event.

## 6. Internal EOC Operations

- a. The City EOC staff members represent City departments that have varied incident management responsibilities in response and recovery operations. City EOC Organization EOC representatives can commit resources of their respective organizations and act as a conduit for tasks passed from the EOC to their departments. Accordingly, EOC Organization EOC representatives are directly responsible to the City Incident Management Policy Group.

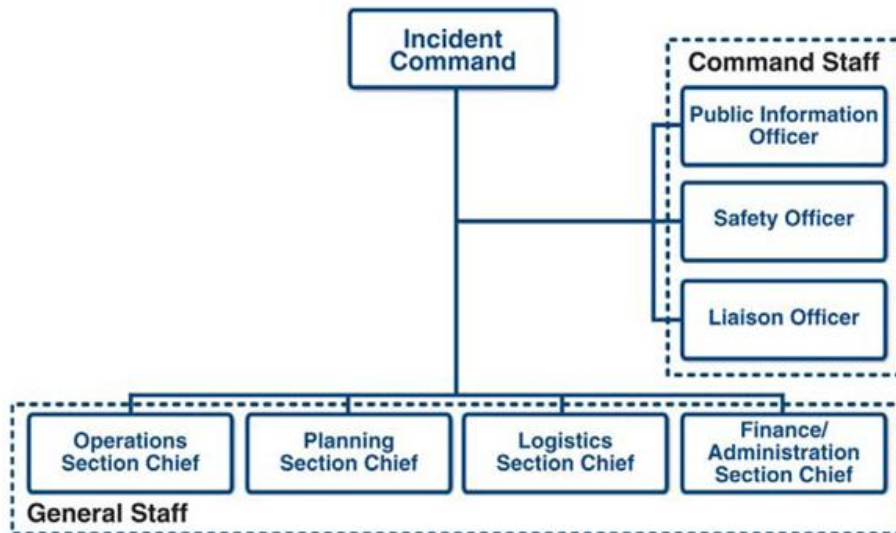
## City of Key Colony Beach Unified Command Org Chart



7. Response and recovery periods tend to overlap. Organizationally, the City EOC will operate similarly for both response and recovery operations. As additional departments are needed on the City EOC Organization, they will be phased into the City EOC EOC.
8. Mitigation Activities: On a day-to-day basis, the City coordinates mitigation activities through its various departments and City-wide programs. Disaster related mitigation activities would be carried out through the same emergency management system as structured for response and recovery.

### **D. Direction and Control**

1. The City EOC serves as the centralized direction and control point for all major disasters or large emergencies, when applicable. The Emergency Manager provides direction for City disaster operations and manages emergency operations with the assistance of the EOC. Members of the EOC maintain continual contact with their departments to ensure proper coordination of all disaster response and recovery operations.



2. The following are a list of broad position specific responsibilities for the City IMT

**a. COMMAND:**

- i. **Incident Commander** - Single Incident Commander - Most incidents involve a single Incident Commander. In these incidents, a single person commands the incident response and is the decision-making final authority. Primary Responsibility: City Mayor.
- ii. **Unified Command** - A Unified Command is used on larger incidents usually when multiple agencies are involved. A Unified Command typically includes a command representative from major involved agencies and one from that group to act as the spokesman, though not designated as an Incident Commander. A Unified Command acts as a single entity.
- iii. **Area Command** - During multiple-incident situations, an Area Command may be established to provide for Incident Commanders at separate locations. Generally, an Area Commander will be assigned - a single person - and the Area Command will operate as a logistical and administrative support. Area Commands usually do not include an Operations function.

**b. COMMAND STAFF:**

- i. **Safety Officer** - The Safety Officer monitors safety conditions and develops measures for assuring the safety of all assigned personnel. Primary Responsibility: Chief of Police.
- ii. **Public Information Officer** - The Public Information Officer (PIO or IO) serves as the conduit for information to and from internal and external stakeholders, including the media or other organizations seeking information directly from the incident or event. While less often discussed, the Public Information Officer is also responsible for ensuring that an incident's Command Staff are kept apprised as to what is being said or reported about an incident. This allows public questions to

be addressed, rumors to be managed, and ensures that other such public relations issues are not overlooked. **Primary Responsibility: City Administrator.**

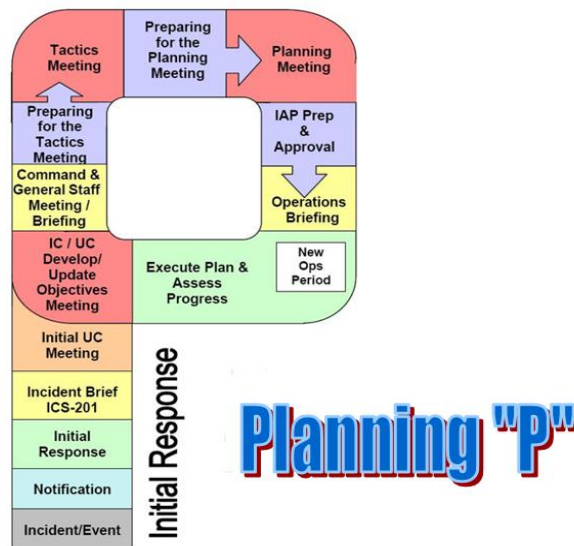
iii. **Liaison Officer** - A Liaison serves as the primary contact for supporting agencies assisting at an incident. **Primary Responsibility: City Administrator.**

**c. GENERAL STAFF:**

i. **Operations Section Chief** - The Operations Section Chief is tasked with directing all tactical actions to meet the incident objectives and conducts the Operations Briefing. Primary Responsibility: **Chief of Police.**

ii. **Planning Section Chief** - The Planning Section Chief is tasked with the collection and display of incident information, primarily consisting of the status of all resources and overall status of the incident. Develops the Incident Action Plan and conducts the Planning Meeting. **Primary Responsibility: Building Department.**

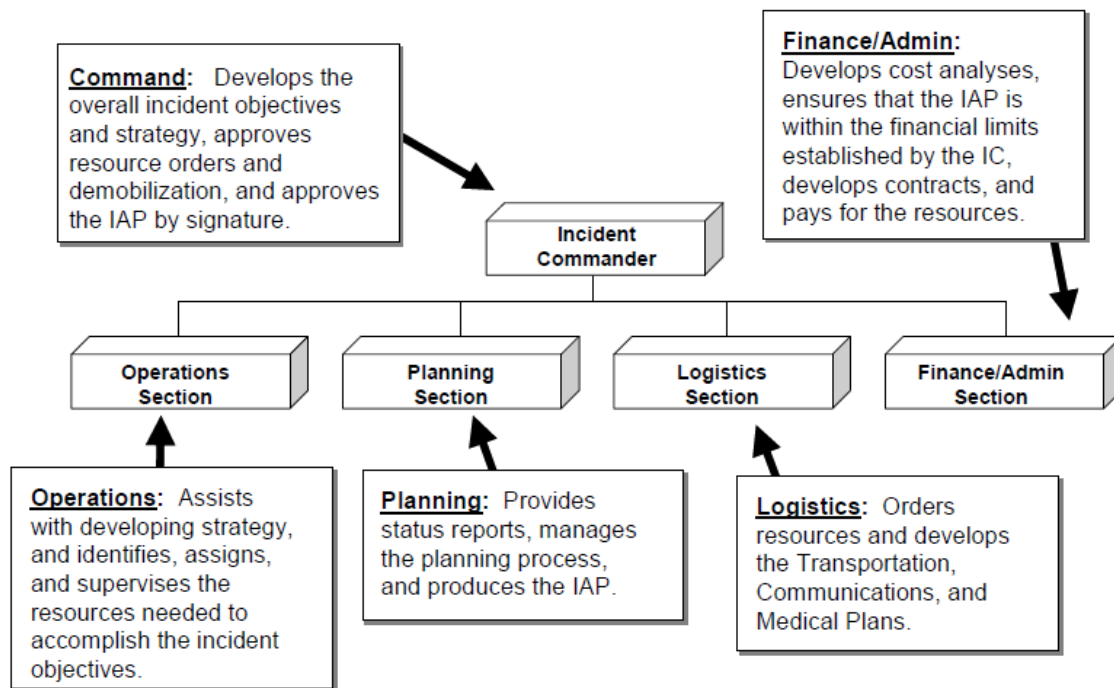
The figure below demonstrates the general planning process during emergency situations:



iii. **Logistics Section Chief** - The Logistics Section Chief is tasked with providing all resources, services, and support required by the incident. **Primary Responsibility: Public Works and Chief of Police.**

iv. **Finance/Administration Section Chief** - The Finance/Admin. Section Chief is tasked with tracking incident related costs, personnel records, requisitions, and administrating procurement contracts required by Logistics. **Primary Responsibility: City Clerk & Finance and Administration Departments.**

3. The Logistics Section will coordinate any required operational, logistical and administrative support needs of EOC personnel and will coordinate and provide support needs for response personnel in the field and is assisted by the Emergency Manager, if required.



4. The City EOC is activated and managed by the Emergency Manager, Chief of Police, or designee. When activated, designated members of the City Staff will provide representation at the City EOC. Under activation status, departments will ensure designated City EOC positions are staffed on a 24-hour basis. Twelve-hour shifts, with shift changes at 7 a.m. and 7 p.m. will be followed for major events. Eight-hour shifts, with shift changes at 7 a.m., 3 p.m. and 11 p.m. will be followed for special, non-emergency events. Deviations to this schedule must be cleared with the Emergency Manager and City Administrator.
5. The City EOC may be activated at different levels, see *Appendix B*, depending on the status of the emergency or disaster situation:
  - a. **Level 3 – Monitoring** Level 3 is typically a "monitoring" phase. Notifications made to select City EOC members as deemed appropriate.
  - b. **Level 2 - Partial Activation** This is an activation that may not require activation of every section, branch or Emergency Support Function(s). Core group and others will respond as required in the City EOC. The total City EOC Organization is alerted. The City EOC may be under extended hours of operations (possible 24 hours).
  - c. **Level 1 - Full Activation** In a full-scale activation, all primary and support agencies under the CEMP are notified. The full City EOC Organization is in the City EOC at 24-hour operations.
6. Messages and Information Flow

- a. The City EOC has an established message control system, which is managed by the City EOC Planning Section’s Situation Unit.
  - b. Actions that must be worked in the City EOC will originate from various sources including the general public, response agencies in the field, other municipal, county or state agencies, etc. Actions that originate from the public will be routed to the EOC and the Liaison, located in the City and County EOC.
  - c. Outgoing Messages: Copies of messages directing the commitment of resources or personnel in the field or other command centers will be made available to the Section Chief and the information passed on to the EOC Incident Manager by the agency directing the action.
  - d. The EOC Incident Manager is responsible for ensuring City EOC Organization members are provided necessary information through individual contact or by announcements.
7. Communications systems used during emergency operations to support the direction and control system include landline, cellular, and satellite telephone and radio systems, as well as online services such as email and social media.
  8. The City will provide a representative/liaison to serve on the Monroe County EOC to coordinate activities between county and City response and recovery elements. **The City Administrator shall serve as this liaison.**
  9. During an actual or imminent major disaster, the – Mayor, Emergency Manager, or City Administrator will initiate an emergency meeting of the City EPG and recommend such actions as a declaration of a “State of Local Emergency” and any necessary Evacuation Order. All executive orders or proclamations issued by the City EPG shall indicate the nature of the disaster, the area or areas threatened, and the conditions creating the disaster or threat. The contents of such orders shall be promptly disseminated to Monroe County Emergency Management and the general public.

#### **10. Local Disasters**

As a result of a localized disaster such as a tornado, flooding, fire or HAZMAT, the Emergency Manager-or designee, will activate portions of this plan as required to meet the emergency situation. The principle of graduated response will be used in dealing with a localized disaster. The initial response will come from emergency personnel and equipment located within the City and may involve local mutual aid, where applicable. Additional resources can be brought to bear by the City EOC if the situation warrants.

#### **11. Major Disaster**

- a. While a local disaster may occur in a specific section of the City, a major disaster like a hurricane can affect the entire South Florida area. The destructive nature of the disaster will require a coordinated response between each level of government and other response agencies in the City. The Mayor may activate portions of this plan in preparation for a major disaster.
- b. Evacuation of one municipality or county will critically affect, and be affected by, the concurrent evacuation of adjacent counties. Continuous communication and coordination between the municipalities and counties of the South Florida Region are

imperative to ensure an efficient, effective evacuation of the vulnerable areas. Of primary importance is the exchange of information between municipal and county decision-makers, through their EOC concerning scenario identification and timing for issuance of evacuation orders.

- c. Emergency transportation may be provided to assist during evacuation. Buses, ambulances and special vehicles will be needed to evacuate the Special Needs population.
- d. Plans include procedures to assist the elderly and disabled during any mass evacuation.
- e. Re-entry into damaged areas will be strictly controlled. Response and recovery operations will be coordinated by the City EOC. As the recovery process continues, the various response departments at their normal operating locations may assume coordination of longer-term recovery activities as directed by the City EOC and under applicable IAPs.

## **12. City Department SOPs**

All City departments mentioned in this plan will operate in accordance with their authorized standard operating procedures. All departments will develop plans and procedures to support concepts and activities reflected in this plan.

## **13. On-Scene Incident Command System**

- a. This section addresses the “On-Scene” incident management elements. During a major emergency or disaster, where the City EOC is activated, the Incident Manager / Incident Commander would be located within the City EOC along with the other IMT Section Chiefs.
- b. In this case, operations would be managed by the Operations Section Chief and applicable “On-Scene” Branches, Divisions/Groups, Strike Teams, Task Forces and/or Single Resources, which would be established where needed and identified within the Incident Action Plan (IAP).
- c. Under events when the City EOC is activated, the Incident Manager will coordinate as required with appropriate emergency support functions through the City EOC/IMT. The City manages disasters using the ICS through the City EOC/IMT. ESFs are considered in coordination with the County and State EOCs. Conversely, the City EOC will not typically establish and use ESFs to manage disasters within the City EOC.
- d. Effective and efficient command of an incident is essential to prevent loss of life, decrease the extent of injuries and to limit the amount of property damage. A structured National Incident Management System (NIMS), well understood by responding agencies in advance, will ensure well-coordinated operations at a disaster scene.
- e. All responder departments must adopt and follow the NIMS concept in order for it to be effective. Further, each department is responsible for planning and training for their assigned areas of response or support.

- f. The department to assume Incident Commander (IC) will be determined by the type of incident encountered. For example, the IC for a fire or hazardous materials incident will be Marathon Fire Rescue; the IC for a terrorism incident will be the City Police Department along with the Monroe County Sheriff's Department, etc.
- g. Command of an incident will be assumed by the first officer on the scene and passed to another officer upon arrival, if deemed necessary. Command should never be changed unless qualified by skill set and capability. The IC should be the most knowledgeable of that type of incident, not necessarily the most senior.
- h. The IC must assign officers to assist with the various functions necessary to deal with an incident. A traditional ICS chain of command structure must be implemented.

## **E. Notification and Warning**

- 1. Warning for an emergency requires action on two levels: warning officials and organizations and warning the general public. The Emergency Manager will determine the extent and method of warnings. The scope of a warning can range from City and/or countywide for an event like a hurricane to a limited area of the City for a hazardous materials incident.
- 2. Monroe County Emergency Management has responsibility for maintaining the county warning point.
  - a. Primary - Monroe County Sheriff's Dispatch Center, which is also responsible for fire and ambulance dispatch within the unincorporated county and municipalities (except for Key West and the Community of Ocean Reef), serves as the county's 24-hour warning point.
  - b. The Monroe County EOC possesses the capability to operate on a self-sufficient basis for an extended period of time. It has a fixed generator with a fuel tank on site. It also has cooking and sleeping capabilities on site.

## **F. Response Actions**

- 1. The City is responsible for declaring a local state of emergency and issuing evacuation orders for the City. These actions will be considered by the Executive Policy Group (EPG) based on recommendations from the Emergency Manager or his representative.
- 2. Monroe County is responsible for declaring a state of local emergency and issuing evacuation orders for the county. These actions will be considered by the Monroe County EPG based on recommendations from the Monroe County Director of EM or representative.
- 3. The City EOC will be the central direction and control facility for the City disaster response and recovery operations. Under the direction of the Emergency Manager, the City EOC IMT will control all aspects of response and recovery activities. The City EOC consists of representatives from all City departments. Coordination between departments will be conducted within the City EOC.
- 4. Evacuation for a Localized Disaster

- a. The principle of graduated response applies to actions taken if a localized disaster causes evacuations from threatened areas. Any evacuation during a localized disaster will be dictated by the situation and by the decision of the Incident Commander based upon the threat to the areas adjacent to the disaster site. The decision and order for a local evacuation will be made by the Incident Commander within the City and authorization will be coordinated with the City Manager and City Mayor.
  - b. During localized evacuation situations, requests for outside assistance will be made through Incident Commander. This assistance may include, but is not limited to, the opening of selected shelters, emergency transportation, activation of search and rescue units and requests for specialized personnel or equipment. All outside assistance will be coordinated through the on-scene ICP.
5. Large Scale Evacuation
- a. There are no major tropical cyclone (Cat 3, 4 or 5 hurricane) shelters located within the county or City. Because there are no public shelters for this scenario, any threat of a major tropical cyclone (Cat 3, 4 or 5 hurricane) would necessitate a countywide evacuation, to include all visitors and residents of the City, to the mainland.
  - b. Primarily during a threat from a major tropical cyclone (Cat 3, 4 or 5 hurricane) and when, in the judgment of Monroe County Emergency Management, or his/her representative, an approaching hurricane or other emergency presents a threat to Monroe County, the Monroe County EPG will, if deemed appropriate, issue a declaration of a state of local emergency.
  - c. As recommended by Monroe County Emergency Management, the Monroe County EPG may issue an Evacuation Order concurrently with this Declaration or may defer the Evacuation Order to a later time.
  - d. Countywide evacuations may be phased by geographical zones and population (non-residents, special needs, low-lying areas, mobile homes, parks, etc.).
  - e. If a Countywide evacuation from a major tropical cyclone is disrupted and/or the evacuation is blocked or halted due to impending severe weather or other unavoidable issue, the County has identified “Refuges of Last Resort” to direct evacuees into these buildings in order to save lives as a last-minute effort.
  - f. **NOTE:** These are locations used as a last resort to provide refuge for evacuees that may have otherwise been stranded along evacuation routes within hazard impact areas. Refuges of Last Resort are not shelters and have no food, security, or guarantee of protection.
  - g. As the need becomes apparent, the City or County Emergency Management will announce the locations of refuges of last resort to motorists by all available means necessary including news media, programmable road signs, etc.
  - h. If necessary, during an impending disaster, the Monroe County School Board, or if designated by the Board, the Superintendent of Schools, in coordination with Monroe County Emergency Management, will order the closing of public schools. Public

schools will be closed based on consultation with Monroe County Emergency Management.

- 1) Threats to the county from a tropical cyclone of Category 1 or 2 will necessitate the opening of county shelters. These shelters are managed by the county and are primarily located in the county schools.

**For the City, the primary shelter is:**

Stanley Switlik Elementary School: 3400 Overseas Highway, Marathon, FL 33050

Boundaries: Seven Mile Bridge through Conch Key. Includes Marathon and Key Colony Beach

- 2) Responsibility for closing of private businesses during actual or impending disasters rests with individual business management. However, businesses located within an area ordered to be evacuated by the Mayor or an Incident Commander for impending danger during a localized disaster must be evacuated.

i. Evacuation Routes:

- 1) Evacuation routes are coordinated between Monroe County and Florida Department of Transportation. The primary evacuation route is U.S. Highway 1, which transverses linear east and west within the county.
- 2) Individuals evacuating out of the area will use this route as their primary means of egress. Individuals evacuating to shelters will use the most direct route from their area to their shelters.
- 3) In the event of closure of any portion of the evacuation route, law enforcement personnel will redirect traffic to alternate routes as appropriate.
- 4) During a major hurricane threat, to ease traffic congestion, non-residents and residents in low-lying areas will be advised or ordered by Monroe County EM, through the media, to consider leaving as early as possible before a mandatory evacuation order begins.

j. Traffic Control

- 1) To maintain a continuous flow of traffic, both internally and on the evacuation routes leading out of the City, MCSO has established Traffic Control Points. Traffic Control Points are designated at critical intersections and choke points through the City; **one will likely be stationed at the intersection of US Highway 1 and Sadowski Causeway.** MCSO will provide the necessary personnel at each Traffic Control Point. Locations of Traffic Control Points are maintained by MCSO.
- 2) There are several inherited “choke points” along U.S. Highway 1 within the City of Marathon that require on-scene traffic management. MCSO and state law enforcement personnel will provide security along traffic routes. MCSO will also coordinate emergency vehicles for evacuation routes to assist evacuees with vehicle problems or, if necessary, to move them to a safe area.

k. Emergency Transportation

- 1) Evacuees who require transportation assistance may use public transportation provided through Monroe County Emergency Management. Public transportation will assist evacuees who cannot drive and have no other means of transportation. All evacuees using emergency bus service will be taken to designated shelters. Buses will also be made available to return to the evacuated areas after the hurricane.
  - 2) Evacuation of Special Needs (medical attention/ bedridden/ handicapped persons), who are registered with Monroe County, will be provided by MCEOC and MC Social Services. Transportation and medical requirements will be considered in establishing procedures to move these citizens to a Special Needs shelter, either on the mainland or within the county for Tropical Storms (if called for) or a low Cat 1 hurricane only or to the home of a relative or friend by prior arrangement by the individuals concerned. Shelter care for Special Needs clients is administered by the Monroe County Department of Health.
6. Re-Entry
- a. The Monroe County EOC will coordinate with all county municipalities to allow re-entry to evacuated areas and to declare a termination of a declaration of emergency. Reentry will be a gradual process depending on extent of damage in various areas of the City.
  - b. In all damaged areas, re-entry will not be allowed until the area has been deemed safe by the affected municipality and unincorporated areas of the county. Within the City's damaged areas, the City Incident Manager will make recommendations to the MCEOC when the areas are safe as determined by the City.
  - c. The City IMT is tasked with the responsibility of planning, coordinating, and directing City's re-entry and security operations of the affected area(s) using the City of Key Colony Beach Police Department and Monroe County Sheriff's Office (MCSO) to accomplish the assignment.
7. State Assistance
- a. As authorized under FSS 252 (2), the City shall coordinate their activities with those of the county emergency management agency. The City and each municipality must coordinate requests for state or federal emergency response assistance with MCEOC. This requirement does not apply to requests for reimbursement under federal public disaster assistance programs.
  - b. When a disaster is beyond the capabilities of City and county resources to respond, the Monroe County EOC will request assistance from the state. The State EOC will coordinate assistance provided to the county. The state has organized various capabilities to assist counties impacted by a disaster.
    - 1) State Emergency Response Team (SERT). The SERT is comprised of all or a partial group of State Emergency Coordinating Officer (SECO), representing 18 ESFs. These SECOs are empowered to carry out the missions that are assigned by their ESF. Assistance requests from counties are forwarded to the State EOC to the various ESF groups. A SERT Liaison Officer, typically a DEM area coordinator or

non-impacted local emergency management coordinator, will be dispatched to a county threatened by or experiencing a large-scale emergency or disaster. The SERT Liaison Officer will provide ongoing assessments and relay local recommendations or resource requests to the State EOC. As the emergency situation develops, additional SERT representatives may be deployed to the impacted county to provide additional support and assistance.

2) All requested state assistance must be requested through the County EOC.

#### 8. Federal Assistance

- a. If a disaster is of such magnitude and severity that the resources within the state are inadequate to successfully respond, the Governor will request federal assistance through FEMA to the President of the United States. Once authorized by the President, the federal government will provide assistance through the Federal Response Plan.
- b. FEMA may pre-deploy a FEMA Liaison Officer to the State EOC and deploy an Emergency Response Team (ERT) Advanced Element when a Presidential declaration appears imminent.
- c. Under a presidential declaration, the federal government will provide assistance through counterpart federal ESFs and the ERT. The federal/state one-on-one liaison will remain in effect in the State EOC throughout the entire federal response operation.

9. In the event of a disaster, one or more Joint Information Center (JIC) may be set up, within the City, other municipalities or the county. The JIC will be staffed with public affairs representatives from local, state and federal response agencies. The purpose of the JIC is to ensure the coordinated, timely and accurate release of information to the news media and to the public about disaster related activities.

10. Availability of emergency workers during disaster response and recovery operations is a factor that must be considered by all emergency response organizations. All such organizations must take all necessary initiatives to ensure availability of their work force. This includes taking active steps to facilitate the safety and welfare of workers' families.

11. After any large-scale disaster, the City EOC will conduct a critique. All agencies participating will be represented. All participants will present deficiencies and lessons learned. An after-action report will be written by EM and distributed to all applicable agencies. Follow-up actions will be made through applicable avenues.

## IV. RESPONSIBILITIES

### A. General

In the City, emergency management encompasses all organizations with emergency/disaster functions, rather than one single agency or department. The City's emergency management program includes organizations involved to build, sustain and improve City capabilities to prepare for, protect against, respond to, recover from and mitigate all hazards.

Under the “All-Hazards” approach to emergency management, response to all disasters requiring EOC activation will be conducted as described in Section III and under the responsibilities designated in this Section. For any disasters, which exceed the capabilities of City and Monroe County, the County EOC will request state and federal support through the State EOC.

Additionally, the City has entered in to and maintains disaster response and recovery contracts and other joint agreements to retain available resources and any necessary surge capacities. These agreements and contracts are references in *Appendix L: Standby Contract Activation*

## **B. City, County, State and Federal Responsibilities**

1. National emergency management organizations, as well as the Florida Comprehensive Emergency Management Plan and Continuity of Operations Plan make recommendations for certain City, county, state and federal responsibilities with regard to emergency management.

### **a. The City is responsible to:**

- 1) Maintain an emergency management program that is designed to avoid, reduce and mitigate the effects of hazards through the enforcement of policies, standards and regulations.
- 2) Maintain an emergency management program at the City level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within the City.
- 3) Maintain a disaster management plan, which supports and outlines the laws, authorities and functions of each organization involved in the City’s emergency management structure, and that supports the Monroe County CEMP.
- 4) Maintain adequate staffing levels to prepare, train, and exercise the City’s staff to meet the needs of emergency prevention/preparedness, response, recovery and mitigation operations.
- 5) Maintain and operate a dedicated, functional Emergency Operations Center (EOC), to encompass all-hazards through incident management to include command, control, communications, computing, and intelligence operations necessary. Ensure a constant state of readiness and 24-hour operation of the City’s Emergency Operations Center.
- 6) Establish one or more secondary emergency operating centers to provide continuity of government and control of emergency operations.
- 7) Ensure effective consolidation of emergency management and homeland security operations to facilitate increased interagency information sharing, proper appropriation of resources, and accurate understanding of all threats confronting the City.
- 8) Ensure all departmental emergency plans are in sync with target capabilities outlined within the national standards for emergency management.

- 9) Ensure that municipal response agencies provide an effective response to disasters/emergencies within geographical boundaries.
- 10) Coordinate municipal emergency response and recovery activities with Monroe County EOC and applicable county departments or agencies.
- 11) Provide 1 to 3 representatives to County EOC during actual disasters and exercises for close coordination with Monroe County EOC.
- 12) Provide a Liaison Officer to the Monroe County Staging Area to track resources requested by the City.
- 13) Ensure appropriate municipal employees are trained for disaster operations.
- 14) Ensure adequate alerting and warning systems are in place to warn the general public and municipal employees of impending disaster situations.
- 15) Issue state of local emergency and evacuation orders where necessary in localized emergencies and coordinate such activities with Monroe County EOC.
- 16) Develop evacuation and traffic control plans which coincide with overall countywide plans. Control traffic within City limits during evacuations.
- 17) Notify residents of evacuation zones and mobile homes of evacuation orders and if necessary, assist residents who need help in evacuating.
- 18) Coordinate with Monroe County EOC / Emergency Management for shelters located within the area.
- 19) Control re-entry into evacuated areas within the City's jurisdiction.
- 20) Plan for and conduct emergency operations to maintain/restore all water and wastewater capabilities within jurisdiction during disaster/emergencies. Assist the Monroe County Health Department in determining the supply of potable water.
- 21) Ensure plans, procedures and training for damage assessment are established so that accurate and timely damage assessment surveys will be conducted after a disaster. Ensure damage assessment reports are submitted to state and county representatives in a timely manner.
- 22) Plan for and conduct debris removal and disposal operations after a disaster.
- 23) Ensure that detailed records are kept for disaster response and recovery operations for federal and state reimbursements and insurance recoverable costs.
- 24) Designate appropriate public officials to attend federal public assistance briefings. Ensure that all projects undertaken through the federal assistance program are in accordance with established guidelines. Provide required reports to state and federal representatives.
- 25) Provide support as available during mass casualty operations and exercises within Monroe County to include personnel and resources in the law enforcement, fire and emergency medical service areas.

- 26) Provide for safeguarding of vital records and survival of government through coordinated continuity of operations and continuity of government planning.
- 27) Through the Building Department, coordinate necessary demolition or stabilization of structurally damaged public facilities.
- 28) Through the City Building Department, coordinate with owners or management of structurally damaged private or private nonprofit facilities regarding structural integrity of the damaged structures. Take appropriate action, including condemnation of damaged structures.
- 29) When necessary, activate applicable pre-positioned emergency and/or disaster response and recovery contractors.

**b. Monroe County Government is responsible to:**

- 1) Maintenance of an emergency management program at the county level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within the county.
- 2) Coordinate the emergency management needs of all municipalities within the county and work to establish intra-county mutual aid agreements to render emergency assistance.
- 3) Implement a broad-based public awareness, education and information program designated to reach all citizens of the county, including those needing special media formats, who are non-English speaking and those with hearing impairment or loss.
- 4) Execute mutual aid agreements within the state for reciprocal emergency aid and assistance in the event a situation is beyond the county's capability.
- 5) Maintain an emergency management program that is designed to avoid, reduce and mitigate the effects of hazards through the enforcement of policies, standards and regulations.
- 6) Maintain cost and expenditure reports associated with disasters, including resources mobilized as a result of mutual aid agreements.
- 7) Develop and maintain procedures to receive and shelter persons evacuating within their political jurisdiction and those persons evacuating from outside into their jurisdiction with assistance from the state.
- 8) Ensure the county's ability to maintain and operate a 24-hour warning point with the capability of warning the public.

**c. The State of Florida is responsible to:**

- 1) Maintain an emergency management program at the state level involving all government, private and volunteer organizations which have responsibilities in the comprehensive emergency management system within Florida.
- 2) Maintain a broad-based public awareness, education and information program designated to reach a majority of the citizens of Florida, including citizens needing special media formats, such as non-English speaking individuals.

- 3) Support of the emergency needs of all counties by developing reciprocal intra- and inter-state mutual aid agreements, in addition to assistance from the FEMA.
- 4) Direct and control of a state response and recovery organization based on emergency support functions, managed by the City EOC/EOC, involving broad participation from state, private and voluntary relief organizations, and that is compatible with the federal response and recovery organization and concept of operations.
- 5) Develop and implement programs or initiatives designed to avoid, reduce and mitigate the effects of hazards through the development and enforcement of policies, standards and regulations.
- 6) Coordinate state activities with those Florida volunteer organizations active in disasters. Ensure that these organizations are identified and organized under ESF #15 of the State Emergency Response Team.
- 7) Coordinate state activities with Florida's business community and its organizations to ensure a broad and comprehensive coverage of assistance and relief during a disaster.
- 8) Promote mitigation efforts in the business community with emphasis on the state's infrastructure.
- 9) Identify critical industry and infrastructure that may be impacted by disaster or are required for emergency response efforts.
- 10) Review and analyze the Plan against national criteria to ensure compliance with goals, procedures, and benchmarks that guide emergency management programs.

**d. The federal government is responsible to:**

- 1) Provide emergency response on federally owned or controlled property, such as military installations and federal prisons.
- 2) Provide federal assistance as directed by the President of the United States under coordination of FEMA and in accordance with federal emergency plan.
- 3) Identify and coordinate provision of assistance under other federal statutory authorities.
- 4) Provide assistance to the state and local government in response to, and recovery from, a commercial radiological incident consistent with guidelines as established in the current Federal Radiological Emergency Response Plan and the Federal Response Plan (FRP).

**e. Governor, State of Florida**

1. Under the provisions of F.S. § 252.36, the Governor is responsible for meeting the dangers presented to the state and its people by emergencies. In the event of an emergency beyond the control or capability of local governments, the Governor may assume direct operational control over all or any part of the emergency management

functions within the state. Pursuant to the authority vested in that position under F.S. § 252.36, the Governor may:

- a) Declare a “Local State of Emergency” to exist through the issuance of an Executive Order or Proclamation.
- b) Activate the response, recovery and mitigation components of existing state and local emergency plans.
- c) Serve as Commander in Chief of the organized and voluntary militia and of all other forces available for emergency duty.
- d) Authorize the deployment and use of any forces, supplies, materials, equipment and facilities necessary to implement emergency plans.
- e) Suspend the provisions of any regulation, statute, order or rule prescribing the procedures for conducting government business if compliance would in any way hinder or delay necessary emergency actions.
- f) Utilize all available resources of the state and local governments, as reasonably necessary to cope with the emergency.
- g) Transfer the direction, personnel and functions of state agencies to assist in emergency operations.
- h) Commandeer or utilize any private property necessary to cope with the emergency.
- i) Direct and compel the evacuation of all or part of the population from any threatened or stricken area.
- j) Prescribe routes, modes of transportation, and destinations for evacuees.
- k) Control ingress and egress to and from an emergency area, the movement of persons within the area, and occupancy of premises therein.
- l) Suspend or limit the sale, dispensing or transportation of alcoholic beverages, firearms, explosives or combustibles.
- m) Make provisions for the availability of temporary emergency housing.

### **C. Governor's Authorized Representative (GAR)**

F.S. § 252.36, authorizes the Governor to delegate or otherwise assign his command authority and emergency powers as deemed prudent. The Governor has appointed his Chief of Staff and/or the State Director of Emergency Management as his authorized representatives, to act on his behalf in carrying out the provisions of F.S. § 252.

### **D. City Officials**

The following are specific responsibilities, which are applicable to disaster operations in the City, and apply to the officials or functions indicated.

1. Executive Policy Group

The Mayor of the City shall oversee and participate in emergency policy decision-making and issue appropriate emergency proclamations, resolutions and executive orders, as provided by the City Code of Ordinances, and as related to in-progress emergency operations. The Executive Policy Group's major role in an event or incident is to advise the Mayor and City Administrator on appropriate actions including, but not limited to the following:

- Curbing price gouging
- Declaring a local state of emergency for the City
- Establishing a curfew
- Entering into contracts

The Executive Policy Group will identify the overall objectives to be accomplished. These objectives are embodied in the Incident Action Plan. The responsibility to carry out these overall objectives falls to the City IMT.

**a. City Mayor**

- 1) Promulgates this plan for safeguarding the lives and property of the citizens of the City.
- 2) Provides for the continuance of effective and orderly governmental control required for emergency and recovery operations in the event of an actual disaster.
- 3) Oversees and participates in emergency policy decision-making and issues appropriate emergency proclamations, resolutions and executive orders, as provided by the City Code of Ordinances, and as related to in-progress emergency operations.
- 4) Serves as a member of the City Executive Policy Group and in coordination and cooperation with the Monroe County EOC, orders when necessary, the timely and safe evacuation of citizens from any impacted or threatened area within the City to ensure preservation of life.
- 5) Authorizes, in coordination with the MC EOC, the re-entry of citizens, within the City, to evacuated areas when the threatened or actual emergency has passed, as coordinated by staff with law enforcement.
- 6) Meets, upon the request of the City Director of Emergency Management, to address and resolve disaster/hurricane-related issues.
- 7) Provides executive direction to the City EOC when the EOC is activated.
- 8) Upon the threat of a hurricane and at the request of the City Emergency Manager, relocates to the City Emergency Operations Center.

**b. City Administrator**

- 1) Be acquainted with the City's CEMP.
- 2) Promulgates policy for continuity of government and safeguarding the lives and property of the citizens of the City.

- 3) Oversees staffing needs for the City IMT and City continuity of operations.
- 4) Meets upon the request of the Mayor or City Emergency Manager to address and resolve disaster/hurricane-related issues.
- 5) Provides executive direction to the City EOC in the absence of the Mayor or Vice Mayor when the EOC is activated.
- 6) Presents situation reports to the City Commission during periods of disasters, threats, occurrences, and recovery, as deemed appropriate.
- 7) **Advises execution by the Mayor** of necessary mutual aid and/or other agreements with county, state and federal disaster relief agencies/departments to preserve the health, safety and welfare of the City's citizens, including the activation of "pre-disaster" contract for services such as debris management, debris monitoring, and EOC Support Personnel.
- 8) Assumes responsibility for other non-critical emergency preparedness and response activities.

**c. City Emergency Manager (Mayor/Police Chief/Fire Chief)**

- 1) Provides direction and control over City disaster response and recovery operations.
- 2) Coordinates and assists the City Planning and Development Services Department with City hazard mitigation and post-disaster redevelopment efforts.
- 3) Issues emergency decisions as necessary under a declared state of local emergency.
- 4) Provides public information support to the IMT PIO by issuing emergency/disaster advisories to the media. For countywide events, the City PIO will coordinate such releases with the County PIO prior to any media releases.
- 5) Coordinates support for dignitaries who may visit the City during disaster response and recovery operations.
- 6) Ensures participation of all applicable IMT members, as required.
- 7) Represents the City at applicable Monroe County Emergency Management meetings.
- 8) Activates the City CEMP, or portions thereof, whenever the situation warrants.
- 9) Upon the threat of a hurricane, relocates to the City Emergency Operations Center and determines the appropriate Level Activation, (Level 1, 2 or 3), and establishes the appropriate City IMT staffing levels.
- 10) Provides ongoing briefings, through the City Manager, to the Mayor and City Council during preparation, response, and recovery of localized or widespread disaster.
- 11) At City Executive Policy Group meetings, provides hurricane or other relevant hazard conditions and response status information that assists the group in the

establishment of a City-wide prioritization of response activities, determination of the need for additional resources, recommends activation of “stand-by” contracts such as debris management, EOC Support Personnel, etc., and the identification of information that should be provided to the public.

**d. City Attorney**

- 1) Be acquainted with the City’s CEMP and provide advice and guidance to the Mayor and City Council on emergency powers that may be exercised to effectively respond to disaster.
- 2) Provide advice and guidance to the Mayor, Commission, City Administrator, and Department Directors during any periods of partial or full EOC activation.
- 3) Assist in drafting any proclamations, resolutions, ordinances, or other formal documents needed to provide for protection of life and property and general public safety.

**e. City Departments Directors/Administrators**

- 1) Ensure that all personnel within their specific department have completed their baseline NIMS and ICS training requirements.
- 2) Develop and maintain disaster plans for their specific department that will address personnel requirements and provisions to protect equipment.
- 3) Ensure their specific department personnel are trained appropriately for disaster operations.
- 4) Direct employees without disaster-related responsibilities to other vital areas of disaster response.
- 5) Provide representation to the City EOC for actual disasters and disaster exercises.
- 6) Establish procedures to ensure that key personnel are warned of impending disasters within their specific department.
- 7) Establish procedures to ensure that damage assessments of areas under their control are accomplished and reported to the City EOC.
- 8) Ensure detailed operational records are maintained for federal and state reimbursements.

**2. Emergency Support Functions (ESF)**

The City manages disasters using the ICS through the City EOC/IMT. ESFs are considered in coordination with the County and State EOCs. Conversely, the City EOC will not typically establish and use ESFs to manage disasters within the City EOC.

A department or agency, other than the City, may be designated as the primary or lead agency for an ESF for a number of reasons. The agency may have a statutory responsibility to perform that function, or through the agency may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is very similar to the mission of the ESF; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. Whatever the reason an

agency is designated as the primary agency, that agency has the necessary contacts and expertise to coordinate the activities of that support function.

Upon activation of the City EOC, the lead agencies for the ESFs will work with the City’s liaison to the EOC to coordinate that ESF. It is up to the lead agency's discretion as to how many, if any, support agencies they will require to be present with them. However, due to the limited space available in the EOC, the attendance of support agencies should be closely coordinated with the City Emergency Manager in the development of standard operating procedures.

The primary agency for the ESF will be responsible for obtaining all information relating to ESF activities caused by the emergency and disaster response. This information gathering will frequently require the primary agency to step outside traditional information gathering protocols.

The City will respond to local requests for assistance through the ESF process. Within the EOC, requests for assistance will be tasked to the applicable ESFs for completion. The primary agency will be responsible for coordinating the delivery of that assistance.

The City EOC will issue mission assignments to the primary departments for each ESF based on the identified resource shortfall. Resource tasking will be accomplished through the ESFs on a mission assignment basis.

The tasking on a mission assignment basis means that a local government resource shortfall will be addressed through assigning a mission to address the shortfall rather than tasking specific pieces of equipment or personnel. The primary department or agency for that ESF will be responsible for identifying the particular resource or resources that will accomplish the mission and coordinate the delivery of that resource to the requesting entity.

## V. CITY CONTINUITY OF GOVERNMENT LINE OF SUCCESSION

City Departments are responsible for establishing, promulgating, and maintaining orders of succession to key positions. Such orders of succession are an essential part of the City’s continuity of government and operations. Orders should be of sufficient depth to ensure the department’s ability to perform essential functions while remaining a viable part of the City government through any emergency or disaster.

### City Continuity of Government Line of Succession Matrix:

Department	Primary	Secondary	Tertiary
City Commission Chair	Mayor	Vice Mayor	Commissioner
City Commission	Mayor	Vice Mayor	Commissioner
City Administrator Office	City Administrator	Mayor	City Clerk
Legal Services	City Attorney		
Fire Rescue & EM	Fire Chief	Asst. Fire Chief	Fire Marshall
Parks and Recreation	Director		
Public Works	Director		

Planning Department	Director		
Building Department	Building Official	Building Assistant	
Code Compliance	Code Director	Code Compliance Officer	
Finance and Administration Department	Director	Treasurer	
Information Technology - Communications	Director		
Utilities / Wastewater	Utilities Operator	Utilities Operations Supervisor	
Police Department	Chief	Sergeant	Sheriff
City Clerk	Clerk	Deputy Clerk	

**Please note:** *The Line of Succession will be updated accordingly when staffing alignments are modified as directed by the City Commission and Administrator.*

The need for rapid response in an emergency cannot be overstated. This includes the ability to activate the City of Marathon CEMP, make local declarations, etc. To ensure continuous leadership and continuity during disaster operations, the line of succession for signature authority is as follows:

1. City Mayor
2. City Vice Mayor
3. Remaining City Commissioners (first available)
4. City Administrator
5. City Clerk

## VI. FINANCIAL AND ADMINISTRATIVE MANAGEMENT

### A. Financial Guidelines

1. The City will use the FEMA: National Disaster Recovery Framework (NDRF) as a guide to prepare for and respond to disaster recovery needs. The NDRF describes the concepts and principles that promote effective Federal recovery assistance. It identifies scalable, flexible and adaptable coordinating structures to align key roles and responsibilities. It links local, State, Tribal and Federal governments, the private sector and nongovernmental and community organizations that play vital roles in recovery.

The NDRF captures resources, capabilities and best practices for recovering from a disaster. It recognizes that significant challenges confront all recovery efforts, from a relatively localized incident to a large-scale disaster that demands substantial resources. Importantly, the NDRF is intended to address disasters of all kinds and sources, whether it is a major Presidentially-declared disaster or a non-Presidentially declared incident.

The NDRF is a companion document to the National Response Framework (NRF) and is supported by the ongoing development of detailed operational, management, field guidance and training tools.

2. Authority to expend funds in emergency management operations is contained in F.S. § 252. A Presidential disaster or emergency declaration will permit funding under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, in addition to the financial resources initiated at the state and local levels. Federal disaster assistance is generally provided at the 75% level with state and local governments sharing the remaining 25%. There is precedent for the federal government to assume a larger share than 75% under unusual circumstances.
3. Timely financial support of any extensive response activity could be crucial to saving lives and protecting property. While innovative and expeditious means of procurement are called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed in order to safeguard the use of public funds from fraud, waste and abuse.
4. In concert with federal guidelines, officials of the City IMT and/or primary and support departments will give approval for expenditure of funds for supporting preparedness, response, and recovery and mitigation operations. Each department is responsible for establishing effective administrative controls of funds expended and to ensure that actions taken and costs incurred are consistent with the missions identified in this plan.
5. The acquisition of facilities, equipment, supplies, services and other resources may be accomplished by designated department purchasing elements or through the City EOC under applicable purchasing procedures and guidelines. If needed resources are not available within the City or county, requests may be made to the State EOC. The City will be responsible for costs incurred for resources brought in from outside sources. Responders are required to provide invoices for services rendered that follow the FEMA format, in order for the City to maximize reimbursements. If Federal Disaster Assistance Programs have been implemented under the Stafford Act, the Federal Government will provide 75% of authorized costs, given acceptance of required documentation. Reimbursement procedures under Federal Disaster Assistance Programs are covered in the Recovery Section.
6. The City Finance Department/IMT Finance Section is responsible for financial management during disaster operation. Complete and accurate accounts of emergency expenditures and obligations, including personnel and equipment costs, must be maintained by each department and compiled by the IMT Finance Section for later reimbursement claims.
7. All labor and equipment logs, payroll, purchases, materials and contract cost records and file copies must be kept by all responding departments in order to provide clear and reasonable accountability and justification for the IMT Finance Section to secure future reimbursement. All federal public assistance funds are subject to state and federal audit. Guidance for maintaining records and requesting reimbursement is included in the State of Florida Disaster Assistance Reimbursement Documentation Information pamphlet prepared by Florida Division of Emergency Management.
8. All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained in compliance with the Stafford Act and applicable Florida Statutes in accordance with funding agreements.

9. Documentation to substantiate costs for disaster operations will be submitted to the IMT/Finance Section for consolidation. A copy of the obligated reimbursement schedule will be provided to the City EM on a regular basis by the IMT Finance Section. The City IMT Finance Section Chief will coordinate reporting activities with state and FEMA representatives and will sign the Request for Public Assistance form at the City's briefing as the Primary Contact/Authorized Representative.
10. Florida State Division of Emergency Management will provide periodic training sessions concerning guidelines and processes involving state and federal disaster assistance. EM will coordinate this training for all concerned departments. The Finance Department will provide training on relevant information concerning the various funding programs under the Florida Division of Emergency Management to the responding departments and their fiscal staff.

## **B. Mutual Aid Assistance**

The City has signed the State Approved Mutual Aid Agreement (see Appendix G). Under this agreement, requests for assistance can be made through the County EOC to the Florida Division of Emergency Management or to any other signatory. The requesting party shall be responsible for reimbursement of all reimbursable expenses to all assisting parties. The assisting party shall bill requesting parties for all reimbursable expenses as soon as practicable after the expenses are incurred, but not later than 60 days following the period of assistance, per F.S. § 252.39(2)(a). If the City is the assisting party, copies of all billing documents and any other information requested by the agency accountant will be provided to the Finance Department at the time of billing by the assisting department. Provisions in 44 CFR may also apply, depending upon the situation.

The requesting party shall pay the bill, or advise of any disputed items, not later than 50 days following the billing date. Assisting parties shall maintain detailed records and submit invoices for reimbursement by the requesting party or Florida Division of Emergency Management using format used or required by FEMA publications, including 44 CFR Part 13 and applicable Office of Management and Budget Circulars. Requesting parties and Florida Division of Emergency Management finance personnel shall provide information, directions and assistance for record keeping to assisting parties.

## **C. Disaster Relief Funding Agreement**

For any federal disaster declaration providing funds to the City, the City enters into a Disaster Relief Funding Agreement (DRFA) with the state. These funding agreements provide the framework for the administration of the federal and state funds, which flow to the City under the particular disaster. These agreements shall be approved by the City Commission and signed by the Mayor. The State Governor's Authorized Representative (GAR), usually the Director of the Florida Division of Emergency Management, shall sign the agreements. As a result of the funding agreement, the state administers the federal funds due to the City, as well as the state funds (usually 75% federal funding and 12-1/2% state funding with the City absorbing the remaining 12 1/2%). For funding sources for hazard mitigation, the appropriate information is reflected in the FEMA: National Disaster Recovery Framework.

## **D. Reporting Procedures**

1. As part of any federal disaster assistance program, there will be requirements for various reports in accordance with CFR 44 and the applicable Disaster Relief Funding Agreement. Responsibility for submitting any such reports rests with the Finance Director. The Finance Director will request expenditure information from City departments when appropriate.
2. Reports will be submitted either to the Florida Division of Emergency Management or the Disaster Field Office (DFO) in accordance with guidance provided by Florida Division of Emergency Management. Reports will also be filed with the Federal Highway Administration for disaster expenditures on Federal aided roadway networks through the Florida Department of Transportation.

## **E. Protection of Records**

All City departments must ensure protection of their records during disaster situations. Departments in potential hurricane flood zones are particularly vulnerable to records damage from water. All departments have the potential for record damage from fire and possible resulting water damage. Specific measures for protecting records must be reflected in department disaster plans. Those departments with vital records must take special care to ensure the safety of these records.

## **F. Reimbursement Procedures**

1. Under certain circumstances, the state and federal governments will provide reimbursement and funding for eligible costs related to emergency preventive measures, the repair of public infrastructure, debris removal, and damages to property owned by nonprofit organizations. Eligible costs are those costs (direct costs, salaries, wages, and fringe benefits, materials, equipment (owned and rental), contracts, and administrative allowances) that are reasonable and necessary to accomplish all eligible work and comply with federal, state, and local requirements for procurement. Not all City disaster/emergency costs are reimbursable. The type and amount of aid or reimbursement is based on the existence of an emergency disaster declaration and on the level of the declaration (State Emergency or Presidential Disaster Declaration). Without a Presidential (Federal) declaration, reimbursement is generally available only for permanent restoration and repair of public real property. With a Presidential Declaration, a myriad of services and aid becomes available to government, business, and individuals, including flood fighting and debris clearance.
2. Reimbursement may be available for both response and recovery operations.
  - Response reimbursable costs refers to eligible costs by City departments for actions and preventive measures taken before, during, and/or immediately following the disaster or emergency to protect life and property and to minimize human suffering.
  - Recovery costs are eligible costs incurred for cleanup, repair, and/or replacement of damaged facilities, buildings, roads, homes, etc.

3. The City has experienced many incidents over the years for which disaster-related reimbursement and funding has been available, but in many instances, did not fully capitalize on those reimbursements. The following procedures will be used to ensure that City department's document and claim all eligible costs that are reimbursable by the state and federal governments.

Each department is responsible for documenting all reimbursable expenditures and forwarding copies of such documentation to Revenue and Finance, pursuant to each department's FEMA reimbursement procedures manual.

## **G. Disaster Relief Claims Procedures**

1. A local, state, or federal state of emergency or presidential disaster declaration must be in effect in order to request state assistance, to use the emergency procurement procedures, the state mutual aid system, and to receive state or federal funding for disaster related activities. The Mayor can declare a state of local emergency for seven (7) days before or after an event occurs or the City can benefit from a declaration initiated by the county or the state.
2. Prior to rendering a decision on disaster declaration, the state requests the counties and incorporated cities to provide estimated costs of damages. The City will send survey teams to prepare a quick and rudimentary estimate of damages to private property, businesses, utilities and City-owned infrastructure. This estimate will be forwarded to the county for inclusion with the county's estimate for review by the state. If the situation meets certain state criteria, the Governor declares a state of emergency and requests a federal state of emergency. If the situation meets the criteria, a federal state of emergency is declared. A federal survey may be conducted prior to this decision.
3. After the declaration, the state and/or federal authorities send inspection teams into the affected areas to determine which specific locations are eligible for disaster assistance and to estimate the costs of the eligible work. The City is responsible for identifying damaged sites and accompanying the federal/state inspection team to each site in order to estimate damages or to develop damage reports or Project Worksheets. The Project Worksheets will describe all work authorized for reimbursement. Auditors will recognize those expenditures that are completely documented by the department.

## **H. Responsibilities**

### **1. City Departments**

Departments will be responsible for aggregating all eligible costs for damages to their departments' infrastructure and response and recovery activities and submitting these costs to the City IMT Finance/Admin Section Chief as outlined below:

#### **Before a disaster:**

With some exceptions, disasters normally occur over a period of time. When City departments begin preparations or responding to situations, it is usually not clear whether response efforts will result in a state or federal declaration. Department Heads

will establish procedures to account for costs related to disaster response when it appears that these costs are expected to exceed routine operations costs at a specific location or City wide.

If a determination has been made that City resources will be overextended, the City Emergency Manager through the City Administrator will request from the Mayor, a declaration of a state of local emergency. The Mayor will in turn request the declaration of a disaster from the Governor based on the situation and recommendation by staff. The Emergency Coordinator will be made aware of this declaration.

**Initial Assessment:**

Immediately following a disaster (such as a hurricane), county and state officials will request an estimated cost of damages in order to acquire or to justify a disaster declaration. City departments will provide the emergency coordinator with an estimated cost of damages and an estimated cost of response operations for submittal to state through the County EOC. The City EOC will develop an initial assessment Situation Report form using needs assessment and damage assessment database.

**2. The Finance Section Chief/Finance Director will:**

- a) Review the National Disaster Recovery Framework and use, where applicable, the document as a guideline for eligible FEMA Public Assistance reimbursement.
- b) Make recommendations to the City Manager to engage the City's pre-positioned "FEMA Public Assistance" reimbursement contract and authorize a "Notice to Proceed" to assist the City with state and federal reimbursement and insurance recovery efforts.
- c) Attend the Applicant's briefing and apply/prepare a Request for Reimbursement form for FEMA. The City Finance Director is named the Primary Contact/Authorized Representative with an Alternate Contact to be designated by the City Finance Director.
- d) Obtain and provide the approved FEMA Equipment Cost Schedule to departments.
- e) Review damage assessment documentation to determine the departments that will need reimbursement. Provide information and guidance, upon request, to these departments on content and preparation of cost documentation packages.
- f) Meet with FEMA and FDOT representatives assigned to the City and review anticipated need for Project Worksheets (PW) and Detailed Damage Inspection Reports (DDIR).
- g) Coordinate collection of data and submittal to FEMA and FDOT. Provide copies of summary data to EOC Manager. Review PW and DDIR documents. Sign these documents once they are acceptable. If FEMA or FDOT deems requests ineligible, sign the documents and once the obligation letter from the state has been received, submit letters of appeals to FEMA and FDOT.

- h) Monitor the reimbursements of all obligated projects and account for each in the appropriate fiscal years. As projects are completed, make requests for final inspections and audit from state and/or federal agencies, as appropriate.
- i) Once all FEMA small projects are complete, make a request for final inspection for these projects, as well.
- j) Maintain all documents for a period of two (2) years, once all final inspections are completed. Prepare for audits from the Office of the Attorney General and the Regional FEMA Office.

**3. Emergency Manager will:**

- a) Make recommendations to the Mayor and/or the City Administrator to engage the City's pre-positioned contracts and where applicable authorize a "Notice to Proceed" to assist the City with response and recovery efforts.
- b) Gather information from Department Heads on extent of damages to the City (including City facilities, private property, utilities and other nonprofit organizations) caused by disasters or emergency situations.
- c) Make recommendations to the Mayor through the City Manager on the need and procedures for declaring emergencies.
- d) Coordinate visit of state and federal inspection teams with departments, to include both "snapshot" and project inspection teams, as required.
- e) Upon declaration of state or federal emergency, provide departments with inclusive dates of the disaster during which reimbursements will be eligible. Updates will be provided as needed.
- f) Provide copies of damage reports developed by inspection teams and the EOC to concerned departments.

## **VII. TRAINING AND EXERCISE**

### **A. Overview and Intent**

Everyone involved in emergency management (to include emergency operation center personnel in support of the field), regardless of discipline or level of government, should take the NIMS baseline curriculum courses (Independent Study IS-700 and ICS-100). Incident command occurs in the field; therefore, the NIC recommends that only individuals with a command and general staff role take advanced ICS courses. Fulfilling the training associated with this plan helps emergency management organizations, departments, and agencies to develop preparedness capabilities for effective and efficient incident management. As a result, trained emergency responders are available as mutual aid to support incident management in other jurisdictions, if requested. The NIMS Training Program should sustain a personnel qualification system that is coordinated, maintained, and meets the needs of the City's emergency management system. (See Training Matrix on Page 70)

Elected and appointed officials should have a clear understanding of their roles and responsibilities for successful emergency management and incident response. To that end, it is vital that elected and appointed officials understand and receive NIMS training. Therefore, FEMA recommends the following training for senior elected and appointed officials:

- G-402 Incident Command System (ICS) Overview for Executives/Senior Officials
  - G-191 Incident Command System/Emergency Operations Center Interface
1. The City Emergency Manager bears the responsibility to coordinate with City Department heads to ensure that their personnel with emergency responsibilities are sufficiently trained and exercised on a regular basis. The City Emergency Manager will make available applicable training requirements and information to City Department heads. All departments should take the necessary steps to ensure appropriate records are kept reflecting emergency training received by their personnel and forward their respected departments training records to the City Emergency Manager.
  2. Exercises designated for the City are managed by the City Emergency Manager to effectively and efficiently use the limited resources and funding available for such efforts. These exercises generally involve the City and could involve an interaction with Monroe County leaders and staff, other government agencies with similar responsibilities and with neighboring municipalities. Such exercises are required for City preparedness and may have particular political significance or may be likely to receive local media attention. Efforts are made to include federal, state, and/or private-sector participation.
  3. The City Emergency Manager's exercise and training program will endeavor to involve all public and private agencies with emergency response functions. Emergency management officials of adjoining counties may be invited to participate or observe when appropriate.
  4. The City EM will coordinate all disaster preparedness, response, recovery and mitigation training provided to City personnel. Applications for state/FEMA training courses will be submitted to the City EM for approval and submission to Monroe County EM.
  5. Training for local emergency response personnel will be under the all-hazards approach to emergency management. Training will ensure that current state and federal concepts on emergency preparedness, response, recovery and mitigation are provided.
  6. The City EM will coordinate disaster preparedness planning/training activities with committees to address such areas as shelter operations, emergency transportation, hospitals, nursing homes/assisted living facilities, power shortages, etc.
  7. Department administrators and/or directors will ensure departmental emergency plans and procedures are exercised and evaluated on a continuing basis. Exercise after action reports will be accomplished and provided to participating agencies and the City EM to ensure corrective action is taken. Subsequent exercises will ensure previous discrepancies are reevaluated.

## Training Requirement Matrix - Baseline Minimum

Position	IS 29	IS 100	IS 200	ICS 300	ICS 400	IS 700a	IS 701a	IS 702a	IS 703a	IS 704	IS 800b	G 402	G 191	G 775
City Commission												X	X	
City Administrator		X	X	X	X	X	X				X	X	X	X
Executive Assistant	X	X	X	X	X	X	X	X			X			
Fire Chief & EM	X	X	X	X	X	X	X	X	X		X		X	X
Fire Officers	X	X	X	X	X	X	X	X	X		X			
Fire Fighters		X	X			X								
Parks & Public Works Director		X	X	X	X	X	X	X	X		X		X	X
Parks & Public Works Supervisors		X	X	X		X	X		X					
Parks & Public Crew		X				X								
Planning Director		X	X	X	X	X	X	X	X		X		X	X
Planning Department Planners		X	X	X	X	X	X		X		X			
Code Compliance Director		X	X	X	X	X	X	X			X		X	X
Code Compliance Inspectors		X				X								
Finance and Administration Director		X	X	X	X	X	X	X	X		X		X	X
Finance and Administration Staff		X	X	X		X	X		X					
Information Technology – Communications Director	X	X	X	X	X	X	X	X	X	X	X		X	X
Information Technology – Communications Staff	X	X	X			X				X				
Wastewater Manager		X				X								
City Chief District (Police)		X	X	X	X	X	X	X	X		X		X	X
City Chief District (Police) Sergeants		X	X	X	X	X	X							
City Clerk	X	X	X	X	X	X	X	X			X			
Marina		X				X								

### Course Identifier:

**IS-29:** Public Information Officer Awareness

**IS-100.b:** (ICS 100) Introduction to Incident Command System

**IS-100.LEb:** Introduction to the Incident Command System for Law Enforcement

**IS-100.PWb:** Introduction to the Incident Command System for Public Works Personnel

**IS-200.b:** (ICS 200) ICS for Single Resources and Initial Action Incidents

**ICS-300:** Intermediate ICS for Expanding Incidents

**ICS-400:** Advanced ICS Command and General Staff—Complex Incidents

**IS-700.a:** National Incident Management System (NIMS), An Introduction

**IS-701.a:** NIMS Multiagency Coordination System (MACS) Course

**IS-702.a:** National Incident Management System (NIMS) Public Information Systems

**IS-703.a:** NIMS Resource Management Course

**IS-704:** Communications and Information Management  
**IS-800.b:** National Response Framework, An Introduction  
**G-402:** Incident Command System (ICS) Overview for Executives/Senior Officials  
**G-191:** Incident Command System/Emergency Operations Center Interface  
**G-775:** Emergency Operations Center (EOC) Management and Operations

**NIMS-related courses offered online by EMI can be found at:**

<http://training.fema.gov/is/crslist.aspx>

## **8. Volunteers**

- 1) Emergency preparedness training programs for disaster situations include training of volunteer workers. There are various volunteer organizations, which are potential users of volunteer resources during disasters. Primary among these is the Marathon Community Emergency Response Team. (CERT) The Community Emergency Response Team is available for emergency and disaster situations where citizens will be initially on their own and their actions can make a difference. Through training, citizens can manage utilities and put out small fires; treat the three killers by opening airways, controlling bleeding, and treating for shock; provide basic medical aid; search for and rescue victims safely; and organize themselves and spontaneous volunteers to be effective.
- 2) For disaster operations, City employees not having a direct disaster response position may, with the permission of their supervisor, volunteer for other disaster response duties. The Human Resources Department is responsible for coordinating this program.
9. The City EM and Monroe County EM will provide disaster exercise assistance to government and non-governmental agencies as requested. As resources allow, EM and other applicable emergency first responder personnel will participate in hospital and nursing home disaster drills, as coordinated by the hospital and nursing home disaster planning committees.
10. Detailed planning will be accomplished on an interagency basis in preparation for City EOC sponsored exercises. Representatives of each participating agency will develop action items for their City EOC participants to resolve during the actual exercise.

## **B. Exercise and Training Requirements**

1. The City EM will conduct, at a minimum, one City-wide exercise each year in accordance with the Department of Homeland Security's National Planning Scenarios. The National Planning Scenarios depict a diverse set of high-consequence threat scenarios of both potential terrorist attacks and natural disasters.

Following completion of the exercise, one Hot Wash Debriefing (used to describe the exercise debrief that immediately follows an exercise) and an After Action Conference must be performed.

2. Participate with Monroe County in a large-scale mass casualty exercise to include pre-exercise planning meetings and a post exercise critique.

3. Participate with Monroe County in an annual hurricane exercise. The exercise may be held in conjunction with a state sponsored hurricane exercise.
4. Participate with Monroe County in one or more emergency responder exercises involving mass casualties under various scenarios (e.g. Hazmat, transportation accident, natural disaster, terrorist act, etc).
5. Conduct hurricane briefings and training meetings with the Mayor, City Commission, department heads, and all other governmental and private emergency response agencies, where applicable.
6. Brief elected and key appointed officials on emergency management activities and hurricane preparedness.
7. Conduct hurricane and emergency management seminars as requested.
8. Attend FEMA and state emergency management courses as subject matter and availability dictate.

## VIII. PUBLIC AWARENESS AND EDUCATION

- A. City officials must strive to keep residents informed about disaster preparedness and emergency operations. Public information in the disaster preparedness/emergency management area is divided into three phases:
  - ▶ Continuing Education
  - ▶ Pre-disaster Preparation
  - ▶ Post-disaster Recovery

Continuing education is intended to increase awareness of disaster preparedness information, educate on ways to protect life and property, and inform the public on the availability of further assistance and information. Pre-disaster preparation informs the public of the imminent danger and provides details about evacuation procedures and sheltering. During the post-disaster period, the public is informed about such things as disaster assistance, health precautions, long term sheltering, etc.

- B. It is important, especially immediately before and after a disaster, to keep the public informed on all relevant matters to include government decisions, recommendations and instructions. Reliable official information is imperative to ensure against rumors that can cause panic, fear and confusion. A continuous flow of official information is also necessary to provide full knowledge of disaster conditions and relief services.
- C. As the highest elected City official, the Mayor has the overall responsibility for maintaining the public's confidence and performing in the public's best interest. As needed, the Mayor will provide disaster preparedness response and recovery information to the citizens of the City, in close coordination with Monroe County EOC. The City Administrator and Emergency Manager will provide support and specific information to the Mayor in these tasks.

- D. The EOC IMT Public Information Officers (PIO), under direction from the EOC Incident Manager, will ensure that public service announcements are prepared to keep the citizens of the City informed on disaster preparedness, response, and recovery. They will work with the Monroe County PIO, as necessary.
- E. The broadcast media provides an excellent resource for the City's public information program. The EOC IMT PIO will coordinate and interface with radio and television reporters, news personnel and weather personnel on a regular basis. Local broadcast stations regularly provide public service announcements provided by the City, county or the state. Monroe County has two Emergency Alert Systems (EAS) stations. Under the EAS system, radio and television stations, as well as cable companies, in the county will provide emergency announcements through the EAS system.
- F. Social media has proven to be an excellent medium for disseminating information before, during, and after an emergency event. The PIO, through the Mayor and Emergency Manager, will provide pertinent information to residents who remain in the City or who may have evacuated and need reliable information, using media like Facebook, Instagram, and X (Twitter).
- G. The print media also provides an excellent method of providing disaster preparedness to the public. Local newspapers in the county and City area usually produce a hurricane special edition at the onset of each hurricane season. The City provides substantial data to these newspapers and professional expertise regarding information contained in their publication. Information is also regularly provided to other smaller media sources in the area.
- H. Monroe County Special Needs Registry Sheltering Information.
  - 1. Special efforts are dedicated to reaching those citizens with special needs. The City works with county and state social services agencies and home health care agencies to ensure disaster preparedness information is disseminated to the handicapped and elderly. They also provide information to the various public and private human services organizations for their clients. Those citizens who need assistance during an evacuation are encouraged to register with Monroe County Social Services. Their telephone number is prominently displayed in the City's Hurricane Preparedness pamphlet for those who need assistance in an emergency. Individuals on the list are contacted each year by the county to update databases.
  - 2. Individuals are eligible to be registered with the Special Needs Registry if they are 60 years of age or older, frail, elderly, medically needy, and/or disabled and are not served in or by a residential facility program. Eligible clients are required to complete and sign the Special Needs Registry Application as well as the HIPAA Disclosure of Information and HIPAA Privacy Act forms before they will be placed on the registry. Additional information regarding Monroe County Special Needs Registry can be found at: <http://www.monroecounty-fl.gov/index.aspx?nid=148>
- I. The City Administrator's Office and Emergency Manager are responsible for developing and managing the emergency management and public awareness program for the City. Upon activation of the City EOC, the EOC PIO serves as the City's representative to all

media and as the focal point for all public information, in conjunction with Monroe County EOC.

- J. In addition to the City’s public outreach efforts, the county conducts a comprehensive public information program throughout the year. The public information program includes news features on local television and radio and speaking engagements to a range of audiences. All requests for emergency preparedness talks are accepted to include civic groups, church groups, mobile home parks, business and industry, public schools and universities, hospitals nursing homes, etc.
- K. The main medium in the Middle Keys and Monroe County for public information on disaster preparedness is a hurricane guide (published by the *Weekly Newspapers*), which is distributed at the start of each hurricane season. This guide is given as wide a distribution as possible throughout the City. For the county, Monroe County EM ensures copies for the public are placed at all libraries, fire stations, post offices, and various other public locations. In addition, copies are given to county and municipal departments, hospitals, nursing homes, and civic groups, and to all audiences receiving hurricane awareness talks.
- L. The hurricane guide provides essential disaster preparedness information. The document includes a map of the county, which depicts all hurricane evacuation zones. The remainder of the guide reflects helpful information on disaster preparedness, special assistance instructions and applicable emergency phone numbers.

## **IX. REFERENCES, AUTHORITIES AND MUTUAL AID AGREEMENTS**

### **A. City of Marathon**

- 1. Florida Statute 252.38, which addresses a declaration of a state of local emergency; duration; alteration and rescission.
- 2. City Resolution 2004-092 adopting the National Incident Management System for the standard incident management system for public safety. (Appendix F)
- 3. City Resolution 2024-89, Agreement with the City of Marathon for Fire/EMS Services. (Appendix J)

### **B. Monroe County**

Monroe County Ordinance Ord. No. 28-1987, §§ 1—3; Ord. No. 30A-2001, § 1; Ord. No. 013-2008, § 1, Authority of mayor to declare state of local emergency, which addresses declarations of a state of local emergency and outlines certain resolutions that can be imposed under such conditions.

### **C. State of Florida**

- 1. Chapter 252 of the Florida Statutes (State Emergency Management Act, as amended). Section 252.38 directs each county to establish and maintain an emergency management

plan and program that is coordinated and consistent with the state comprehensive emergency management plan and program. The statute further specifies county and municipal emergency management powers and responsibilities.

2. Governor's Executive Order 80-29, which delegates specific emergency responsibilities and directs certain emergency management actions to county governments.
3. The State of Florida Comprehensive Emergency Management Plan.
4. Rules 9G-6, 9G-7, 9G-11, 9G-14, 9G-19 and 9G-20, Florida Administrative Code.
5. State of Florida Department of Community Affairs Resource and Finance Management Policies and Procedures for Emergency Management.

#### **D. Federal**

1. Public Law 103 - 337, which reenacted the Federal Civil Defense Act of 1950 into the Stafford Act.
2. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 100-707 which amended PL 93-288).
3. FEMA Public Assistance Guide (FEMA 322).

#### **E. Authority - Coordination of Government Action**

1. Under the provisions of Chapter 252, Florida Statutes and the Florida CEMP, any local political subdivision may issue an emergency declaration for its respective jurisdiction without prior declaration by other levels of government. Along with this power of declaration is the responsibility to order evacuation as early as required by specific local conditions.
2. Declarations and evacuation orders of higher levels of government are binding upon lower levels of government. For example, a state declaration is binding upon counties and municipalities and a county order is binding upon a municipality. There is an obvious need for coordination of action with other levels of government and private agencies to ensure the availability of adequate resources to support evacuation. Resources of higher levels of government will generally not be available without an emergency declaration by that higher level of government. For instance, increased state assistance for response and recovery becomes available only following a state declaration.

#### **F. Mutual Aid Agreements for Disaster Response or Emergencies**

1. Mutual aid agreements and memoranda of understanding dealing with emergency operations will be entered into as the need arises. The primary agency for the type of agreement involved will develop, coordinate and monitor their agreement. In most cases, mutual aid agreements involving resources of City departments will be approved by the City Commission and signed by the Mayor.
2. The City is a signatory to the Statewide Mutual Aid Agreement for Catastrophic Disaster Response and Recovery. This ties all signatories, which includes most jurisdictions within the state, together in a compact to facilitate rapid assistance to those which are impacted by a major disaster. (Appendix G)

3. Mutual Aid Reciprocity: Mutual aid is designed for reasonable reciprocal exchange of resources and services for mutual benefit.

Through the Statewide Mutual Aid Agreement, the City Fire Rescue Department participates in the Statewide Emergency Response Plan (SERP) that provides for the systematic mobilization, deployment, organization, and management of emergency resources throughout Florida, and the Nation, in assisting local agencies in mitigating the effects of any large scale disaster.

The local fire rescue agency is the first tier of response in the event of a natural or man-made disaster. These first responders provide the initial damage assessment, conduct search & rescue operations, treat the injured, and make every effort to stabilize the incident. It is understood that no local entity has all of the resources to handle the breadth of every disaster and therefore the SERP has been developed to provide additional tiers of response should the incident warrant.

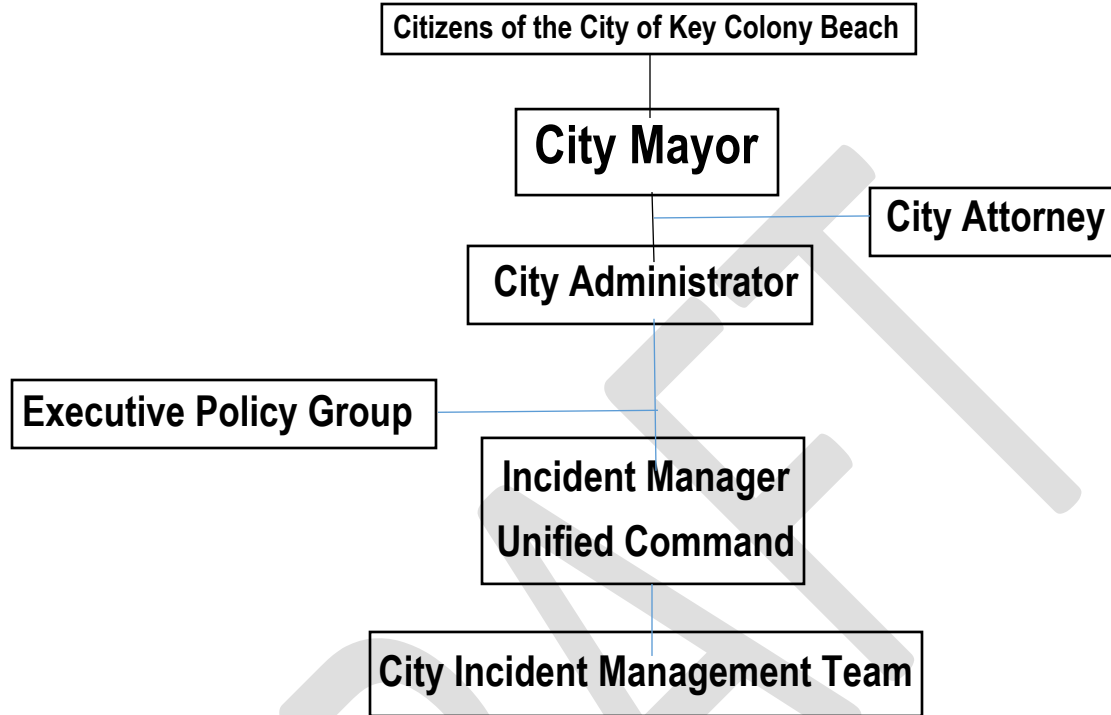
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# **CITY OF KEY COLONY BEACH**

## **VOLUME 2: APPENDICES**

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**Emergency Operations Organizational Chart**



Agency	ESF1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18
MFR				P	S		P	P	P	P				P				
MPW	P		P															S
MC EM		S			S		S					S	S	S				S
MCPW	S		S															
MCSO														S		P		
MFR				S				S	S	S								
MC School Bd																		
MC Soc. Serv.																		
ARC						P					P				P			
TSA						S					S				S			
DOT	S		S															
FKAA																		
FKEC												P						
SHARK																		P
FHP																S		
MC Comm		P																
Marathon EM					P	S	S				S		P		S			P

**Emergency Support Function Matrix**

## APPENDIX B:

### EOC ACTIVATION PROCESS

The City EOC Activation Plan is designed to staff the Emergency Operation Center (EOC) as dictated by the size and complexity of the event.

The nature and extent of the response to any given incident by the City Office of Emergency Management (EM) will vary with the size and complexity of the incident. The functions carried out at any level are basically the same and will follow the Incident Command System (ICS) concept along with possible designation of Emergency Support Functions (ESF) in order to easily align with the Federal Response Plan and the Monroe County CEMP. The level of activity, the number, and skills of staff required to carry out those activities will vary. EOC Staffing will be organized into an Incident Management Team (EOC) under Unified Incident Command.

<b>Level 3</b>	<b>Monitoring Phase</b>	Notifications made to select City staff as deemed appropriate and Emergency Support representatives who would need to take action as part of their everyday responsibilities.
<b>Level 2</b>	<b>Partial EOC Activation</b>	This is a limited agency activation. All primary, or lead, Emergency Support Staff are notified. The City Emergency Operation Center will be partially staffed by Fire Rescue personnel and necessary Emergency Support representatives.
<b>Level 1</b>	<b>Full EOC Activation</b>	In a full scale activation. The City EOC will be staffed by all appropriate City personnel and applicable agency representatives.

#### **Level 3 – Monitoring phase:**

Routine operations continue for City departments. Individual departments handle smaller incidents. Other staff may be involved as advisors if needed for specific expertise. Depending on the threat, the City EM will engage in conference calls with other local, state and/or federal agencies, provide frequent public service announcements via the EM website or email Flash Alerts, disseminate Severe Weather Bulletins, etc. City departments review plans, stockpile supplies and top off vehicles, as needed.

#### **Level 2 – Partial EOC activation:**

An incident is or could potentially grow beyond the capability of the individual departments to handle. In this instance, the Emergency Manager, along with select staff, are tasked to support the incident from the City EOC. Revenue and Finance will secure a “Project Number” for all

disaster activities. Any one or a combination of the following individuals will make the decision on whether an incident meets the criteria for Level 2:

- Mayor
- City Administrator
- Emergency Manager

As a general rule, transition from Level 3 to Level 2 will automatically occur when:

- A City department has activated its disaster plan and requires deployment of their resources.
- Multiple City departments have deployed staff to the field.
- Intelligence data indicates the potential for an emergency that is or may grow beyond the capability of affected departments.
- At this phase, one or more persons may be initially tasked to the following core EOC functions:
  - EOC Manager
  - Operations
  - Information, Situation Analysis, Planning
  - Logistics
  - Administrative
  - Public Information
  - Telecommunications
  - Selected other agencies, as needed
- Staffing of these functions will continue until the Incident Manager determines that the EOC staffing level should be increased or decreased depending on the status of the event and response efforts.
- Staff assigned to these positions will carry out the responsibilities outlined in position checklists for all positions within that respective functional area.

Notification of the event and the alert actions are made to the following:

- Mayor
- City Administrator
- Executive Policy Group
- All potentially affected or responding agencies
- Monroe County Emergency Management
- Neighboring cities and jurisdictions
- Required federal agencies

The City EOC – The Public Information Officer (PIO) disseminates public information regarding the City’s alert actions. The EOC representatives and/or other involved agencies provide information to the PIO. If additional staff support is required, the EOC Incident Manager will have the authority to escalate to Level 1 EOC activation or any intermediate level of staffing that the situation may dictate. When necessary, the City EOC will consider a Citizen Information Line, to be activated to handle calls related to the incident and will provide information to public as required by any incident.

### **Level 1 – Full EOC activation:**

An incident's size and complexity requires representation in the EOC by all appropriate state and outside agencies and organizations to support expanded operations. The number of staff and the agencies represented will vary by incident. In this phase, the level of activity dictates that normal City department personnel functions cease and all personnel respond in support of the incident, performing functions in accordance with position checklists and previous EOC and EOC training. As the event becomes more defined, some staff may be released after shift staffing schedules are established.

Possible actions to be taken at this time include:

- The City EOC and other command posts are fully activated, with representation from appropriate City agencies, along with necessary local, private and volunteer organizations. Requests from City departments and neighboring local governments for City assistance are prioritized and fulfilled commensurate with available resources.
- If requested, liaisons from the County EOC are dispatched to the field as the City EOC or departmental command posts are activated.
- The City EM continues to assess the emergency, oversee the City’s emergency actions, and advise the Mayor and Executive Policy Group. In most cases, the Emergency Manager in the EOC will orchestrate the actions of the City’s EOC during an emergency.
- The City Emergency Manager will advise the Mayor and the City Administrator if a formal Declaration of Emergency is recommended for the City.
- The City EOC will continue to oversee and assess the emergency response.
- Actions may include fly-over, ground visits, briefings by City agencies, etc.
- Continued notifications to local governments, neighboring cities, and county agencies are made, informing them of the City’s emergency actions and coordinating responses.
- The Mayor will utilize the public information team to handle all public information activities (from the City EOC and other locations as required).
- The City Mayor and City Administrator provide and maintain contact with neighboring cities, counties, the City Commission, and citizens.
- The City EOC may include a Citizen Information Line that would handle calls related to the incident and will provide information to the public as required by any incident.

### EOC ACTIVATION STAFFING

#### I. INTRODUCTION

##### A. General

This appendix to the City Comprehensive Emergency Operations Plan establishes a framework through which the City may prevent or mitigate the impacts of, prepare for, respond to, and recover from emergency situations that could adversely affect the health, safety and general welfare of the City residents and visitors. This appendix will also detail specific hazards affecting the City and our response from the level of Emergency Operations Center (EOC) activation perspective.

##### B. Purpose and Scope

1. The purpose of this appendix is to describe the unique response/recovery procedures from hazardous events. All hazards will not be specifically addressed in this appendix. This document describes those phenomena of high potential that could or have in the past, adversely affect the City.
2. The hazards addressed in this annex are:
  - a) Tropical Storm and Hurricane
  - b) Thunderstorm/Lightning/Tornado
  - c) Mass Migration
  - d) Drought
  - e) Hazardous Materials Spill
  - f) Wildfire
  - g) Airplane Crash or other major transportation incident
  - h) Special Event/Civil Disturbance
  - i) Terrorism
  - j) Public Health Emergency

##### C. Assumptions

1. The EOC will not be activated pre-event for most hazardous events, except for tropical storms, hurricanes and selected incidents.
2. The Monroe County EOC (MCEOC) may not activate when the City EOC activates.
3. The Keys and City will usually receive advanced warning about the onset of hazardous weather conditions, not necessarily the severity or impact location.

## II. THE RESPONSE ORGANIZATION

### A. General

1. Most responses to emergencies/disasters will be by on-duty forces. The response to a disaster will be dependent on reports from the public and governmental entities.
2. For major hazardous events, the response organization will be as described in the Basic Plan portion of this plan, with the City Office of Emergency Management (EM) as the Lead Agency for pre-event activities. Depending upon the type of disaster, either the City Fire Rescue, City Police/MCSO, or City Public Works, will serve as the Lead Agency for post-disaster activities.

### B. Responsibilities

1. City EM/Chief of Police:
  - a) Activate the EOC as required.
  - b) Be the Lead Agency responsible for this annex as well as all pre-event hazardous activities.
  - c) Coordinate and share information with MCEOC during all phases of City emergency response activities.
  - d) Disseminate warning and safety information to the entire City, or sections of the City, by phone, email, or text message from a city official, such as the City Administrator's Office or Emergency Manager.
  - e) Monitor county shelter openings.
  - f) Recommend the Mayor declare a "Local State of Emergency", as the situation warrants.
  - g) Recommend the Mayor issue a mandatory evacuation order for the City, as the situation warrants. During county-wide events, it is the county that issues mandatory evacuation orders.
  - h) Make recommendations to the City Administrator and Mayor on the activation of stand-by contracts for emergency management support services, if not previously done so. (Appendix K)
2. Public Works will be Lead Agency for Recovery Operations should a severe weather event occur.
  - a) Public Works, Stormwater, and Wastewater will establish and staff the City EOC for the purpose of performing debris management operations.
  - b) Public Works will initiate mitigation measures & programs, close roads and barricade as necessary and assist with evacuations, when warranted.
  - c) In coordination with the EOC, make recommendations to the City Administrator and Mayor on the activation of stand-by contracts for debris management and debris monitoring if not previously done so. (Appendix K)

3. City Police will be Lead Agency for all Law Enforcement events such as special events, civil disturbances and terrorism. City Police will maintain law and order during disaster/emergency operations, execute City or county evacuation orders and control traffic flow with traffic control points and measures deemed necessary.
4. Marathon Fire Rescue (MFR) will be Lead Agency for all hazardous material or fire events. MFR will direct search and rescue operations in the City in the aftermath of a disaster, extinguish large fires, control hazardous material spills, and coordinate medical support to the county's public shelters located within the City.

### III. CONCEPT OF OPERATIONS

#### A. General

When the City EOC is activated, the City IMT will be organized and operate under the Incident Management System as outlined in the Basic Plan. This section will address unique activities corresponding to a particular hazardous event.

#### B. Tropical Storm/Hurricane

1. Because we are a coastal community, these storms have the greatest potential for loss of life and catastrophic property losses. For that reason, the City EOC may be activated to some level during the course of the threatening weather. A time delineating schedule for departmental 24, 48, and 72-hour preparedness activities has been developed for tropical cyclone weather systems affecting the City and should be maintained by each City department.
2. Most all decision-making trigger points for certain protective actions will be based on the onset of sustained tropical storm-force winds, NOT hurricane-force winds or NWS issued Hurricane Warnings.
3. Because major hurricanes, Category 3, 4 or 5, produce extremely dangerous high winds and high storm surge, there are no public shelters for the general population available with Monroe County, including the City, for any major hurricane. For this reason, the county and City will issue mandatory evacuations for a credible threat of an impact from a major hurricane.

Evacuation orders are mostly coordinated and issued by the county and may be phased to include certain zones and/or populations such as non-residents (tourist), low-lying areas, trailer parks, campgrounds, etc.

In addition, if a mandatory evacuation is issued, all three county hospitals, including the only Upper Keys hospital, also evacuate and will not be operational to the general public. All three county hospitals staffs (Florida Lower Keys Medical Center, Fishermen's Community Hospital and Mariners Hospital) will evacuate and those medical facilities will not be operational to assist the general public.

4. **NOTE:** Because Category 4 and 5 hurricanes cause catastrophic loss of life and property, if threatened by the impact of the core of a strong Category 4 or Category 5 hurricane, the City Executive Policy Group will consider total evacuation of all City

IMT, staff, and applicable equipment to the mainland to preserve continuity of government. The City Administrator will remain at the Monroe County EOC for information and coordination with evacuated City EOC staff.

#### **5. Sustained Tropical Storm Force Winds**

- a) Tropical storm-force winds are strong enough to be dangerous to those caught in them. For this reason, the City's and county's plans are based on having their protective actions complete, including evacuations and their personnel sheltered, before the onset of sustained tropical storm-force winds, not hurricane-force winds or NWS issued Hurricane Warnings.
- b) In addition, the City will plan on suspending all municipal services, including law enforcement and fire rescue, during the onset of sustained tropical storm-force winds.

#### **6. Level Three, Monitoring Phase**

- a) Once a tropical cyclone system directly threatens South Florida, the City EM will engage in a series of activities to include conference calls with the County EOC, neighboring municipalities and other local, state and/or federal agencies, frequent public service announcements via the City website, Severe Weather Bulletins and/or Flash Alerts to City employees, etc. This phase lasts until approximately 72 hours before the closest point of approach (CPA) of the system's sustained tropical storm force winds to South Florida. If the Florida Keys area is forecasted to be directly within range of these winds, Level 2 activation may be implemented between the 72 and 60-hour point before the CPA.
- b) All City departments should be reviewing their plans, stockpiling supplies, topping off their vehicles, etc.

#### **7. Level Two, PARTIAL Activation**

- a) For a tropical cyclone system directly affecting the South Florida area, this phase will be a short-lived transitory period because full activation will occur during completion of departmental 24, 48, and 72-hour preparedness operations. Preparedness actions will be accelerated to establish operations in the EOC.
- b) The City Administrator/IMT will be notified to report to the EOC to initiate coordination activities with the City and county. Other essential City personnel may be placed on standby for recall.
- c) The City Administrator/EM will coordinate with MCEOC to determine shelters within the City for Category 1 or 2 hurricanes only.
- d) The Public Information Officer for the City IMT will activate in the EOC.
- e) All applicable City departments will disperse their equipment out of harm's way, dispatch liaison to the EOC, and complete departmental 24, 48, and 72-hour preparedness operations.
- f) The City Finance Department will secure a "Project Number" for all disaster activities and associated expenditures.

- g) The City Public Works and Finance Departments will coordinate with the City EOC to consider activation of applicable pre-positioned disaster support contracts.

#### **8. Level One, FULL Activation**

- a) Between 48 and 36 hours before the on-set of sustained tropical storm force winds, evacuation decisions will be made by the MCEOC. All of City government will be operating from the City EOC. This phase will continue through the threat period into the beginning of recovery operations, most likely not going beyond two weeks.
- b) The City Manager, in consultation with the City Executive Policy Group, will decide on closing or limiting City business and/or services and recommend cancellation of other public social events.
- c) The Finance Department will compile all Disaster Recovery Paperwork maintained by each City department, should Monroe County receive a Presidential Disaster Declaration.
- d) All governmental agencies will disperse their equipment out of harm's way, ensure City IMT representatives are dispatched to the EOC and complete departmental 24, 48, and 72-hour preparedness actions.
- e) Marathon's Fire Rescue Department will establish an "Alpha / Bravo" shift to staff their facilities, stage equipment at pre-determined locations and reorganize all stations into Search and Rescue Teams made up of VPD, and DPW personnel and equipment. MFR Command will be located at Station #20 / City EOC and co-man the Operations Section of the City IMT.
- f) The City EOC will assemble and staff their applicable EOC positions. The EOC incident manager will determine and initiate the Incident Action Plan (IAP) optional period and coordinate with the City Executive Policy Group for the initial incident objectives for the first IAP.
- g) The City Finance Department will secure a "Project Number" for all disaster activities and associated expenditures.
- h) The City Public Works and Finance Departments will coordinate with the City EOC for activation of applicable pre-positioned disaster support contracts.

#### **C. Mass Immigration/Migration**

A change in any Caribbean Government particularly that of Cuba has the potential of creating multiple disruptions in Monroe County and the City. Monroe County government seeks to protect the rights and safety of residents who wish to respond openly, while also ensuring the normal conduct of commerce, delivery of county services, and daily life in Monroe County.

More than a mile of ocean front shoreline exposed to the Florida Straits makes the City vulnerable to a mass influx of refugees, entering Florida illegally. With that in mind, the City recognizes that a sound mass migration response and recovery plan is a vital component to maintain continuity of operations and government.

Additionally, the City recognizes that a large influx of undocumented foreign nationals and/or a mass congregation of local citizens, primarily from Miami-Dade and Broward Counties, who may attempt to cross to Cuba or Haiti in privately owned vessels to retrieve relatives or friends, may overwhelm the City and county infrastructure, particularly social, medical and emergency services.

1. Planning Assumptions

a) This hazard addresses three scenarios that are most likely to occur as a result of a change in government in any Caribbean Country. They are:

- Mass Migration
- Public Health risks
- Celebrations, demonstrations, and solemn vigils
- Terrorist or violent acts

2. A change in Cuban government may cause a large exodus of Cuban residents to the United States. It is estimated that as many as 50,000 undocumented foreign nationals could arrive in South Florida in a period as little as two days. As has happened in the past, this migration is expected to occur primarily by sea; many Cuban citizens may attempt to leave the island in boats, rafts and other floatation devices in order to seek asylum in the United States. It is possible that many of these individuals will evade existing maritime interdiction efforts and arrive on the eastern shores of South Florida, primarily Monroe, Broward, and Miami-Dade County. A large influx of undocumented foreign nationals may overwhelm the Monroe County infrastructure, including the City, particularly social and medical services.

3. The current United States immigration policy dictates that the U.S. Coast Guard will interdict any vessel trying to make landfall in the U.S. and return passengers to their point of origin or an alternate location.

4. Mass migration is a federal law enforcement matter. The Department of Homeland Security has created a plan. This plan will provide:

- Apprehension
- Administrative and criminal processing
- Transportation
- Detention
- Deterrence of further mass migration

In short, a plan is in place that will mitigate mass migration and control it until it returns to “normal” levels. This plan, “MONROE COUNTY EMERGENCY MANAGEMENT MASS MIGRATION PLAN”, will be incorporated into the County CEMP.

5. Mass migration concerns also include local citizens who may attempt to cross to Cuba or Haiti in privately owned vessels to retrieve relatives or friends. Finally, Key West International Airport, Marathon Airport and the Port of Key West are other points of

entry that could be affected as local residents congregate at these sites in an effort to obtain entry for family members. This could require individuals to transition or travel through the City.

6. In addition to a mass migration, news of any change in Cuba's government will be quickly disseminated to residents of Monroe County most likely via the Spanish radio stations. It is anticipated that many residents will quickly take to the streets to celebrate or protest a change in Cuban government. Large caravans of vehicles and mass gatherings resulting from spontaneous celebrations and demonstrations will likely disrupt traffic and the delivery of goods and services. Residents who are negatively affected by the celebrations and demonstrations may display opposition thereby increasing the likelihood of civil unrest. To mitigate this, demonstrations and celebrations must be coordinated and managed so that disruptions are minimized.

#### **7. City EOC Activation**

- a) If it is determined the situation warrants implementation of this Plan, the City Emergency Manager will activate the Emergency Operations Center to an appropriate level.
- b) Pursuant to Florida Statutes, the City Mayor may declare a local state of emergency and the City Emergency Management Director (or designee) serves as the Incident Manager until the arrival of Federal command response personnel. Once Federal response is initiated, the City and County EOC personnel will be the support resource to the event and the appropriate agencies. The Monroe Emergency Operations Center will be the central coordination hub for the County's response under Federal directive (should it be requested by the Federal response personnel). Forward command posts will be established as necessary to manage tactical field response forces. Municipalities will communicate and collaborate with the County EOC regarding all applicable activities.

#### **8. Command and Control**

- a) Any incident associated with the change in any Caribbean government has the potential to develop into a significant response, with multi-agency coordination being essential for any successful response. Mass migration and terrorism, to some degree, are federal law enforcement matters, whereas mass gatherings, demonstrations, and terrorism require a local response. Monroe County and the City have an established command and control structure identified in their CEMPs. This command structure is flexible enough to be adapted to any of the foreseen mass migration scenarios. A situation assessment will be compiled by the City EM and communicated to the City Administrator and City Executive Policy Group.
- b) In order to address the requirements of the varied emergency responders, and to insure a coordinated response for the successful accomplishment of their assigned tasks, a system of management is required. The City Comprehensive Emergency Management Plan has been constructed to respond to and recover from all disasters under an incident management system that is companionable with the National Incident Management System. This system is patterned after the

Incident Command System as developed by the National Fire Academy, which has been recognized as the model tool for the command, control, and coordination of resources and personnel in response to emergencies. In addition, the support and coordination components consist of the multiagency coordination centers/emergency operations centers (EOCs) and multiagency coordination entities. Multiagency coordination centers/EOCs will provide central locations for operational information-sharing and resource coordination in support of on-scene Unified Command efforts.

9. The City Police Department response to such events shall consist of the following:
  - a) Activation of the Incident Command System and the City EOC
  - b) Notification to the local, state and federal agencies
  - c) Maintain close coordination with Marathon Fire Rescue, Monroe County Emergency Management, and the County EOC
  - d) Maintain support and coordination components consistent with the multiagency coordination centers/emergency operations centers (EOCs) and multiagency coordination entities. The City EOC will provide a central location for operational information-sharing and resource coordination in support of on-scene Unified or Area Command efforts within the City.
  - e) Deploy applicable resources to direct, assist and manage the event.
  - f) Request mutual aid and additional resources as needed.
  - g) Provide support, as requested and if possible, to local, state and federal agencies as needed.

#### **D. Drought**

1. Drought has periodically been a significant hazard in the South Florida area. Specifically, the main threat for severe drought arises when the Lake Okeechobee and the South Florida Aquifer becomes depleted. When this is the case, water usage recommendations or mandated restrictions are needed. The City EOC provides close coordination with the County EM and South Florida Water Management District to stay aware of changing conditions. No EOC activation is anticipated.

#### **E. Hazardous Materials Spills**

1. Hazardous materials are any substance or mixture of substances which are toxic, corrosive, irritants, flammable or combustible, or generate pressure through decomposition, heat or other means, if such substance or mixture of substances may cause substantial personal injury or illness during or as a result of handling or use.
2. The threat from hazardous materials exists in the form of fixed facilities and from materials transported within or through the City. One of the largest potential threats is the transportation of materials on U.S. Highway 1 and a large LPG bulk storage facility. No EOC activation is anticipated.

## **F. Wildfire or Brush Fire**

1. During prolonged dry periods, fire hazard is increased in those areas of the City having stands of trees and grassy areas. The scenario, especially in concert with below normal water supplies, could present a substantial hazard to the community. However, due to the minimal area of interface to structures the threat occurrence is uncommon. No EOC activation is anticipated.

## **G. Airplane Crash or other Major Transportation Incident**

2. The neighboring City of Marathon hosts a small private airport and several helicopter landing ports. The crash of an aircraft resulting in mass casualties is a very remote possibility in the City area. However, the possible crash of an aircraft would typically be a small plane or helicopter.
3. The City is connected via the Sadowski Causeway to the U.S. Highway 1 corridor. There are approximately 600 +/- commercial trucks a day that traverse through the US 1 corridor. Any number of these carry hazardous materials. However, more importantly, a major transportation incident on any section of the U.S. Highway 1 corridor, especially close to the intersection of Sadowski Causeway and US Highway 1 would close US Highway 1 for an undetermined time. This could block any movement of traffic in or out of the City. Additionally, trucks traveling through the City could cause a transportation incident that would effectively paralyze traffic in Key Colony Beach.
4. The City Emergency Manager may report to the City EOC or on-site Command Post to coordinate the response or restoration. The City EOC activation may be necessary and will be evaluated by the City EM as conditions warrant.

## **H. Special Events/Civil Disturbances**

1. The City and surrounding areas host several special events periodically throughout the year. The City hosts its annual celebration called Key Colony Beach Day in March, which is potentially vulnerable because it is attended by many out-of-area visitors and residents. Large public events lend themselves to being targets of terrorist activity or civil disturbances. Civil disturbances occur with or without warning and may adversely impact significant portions of the population.
2. Direction and Control
  - a) The City Mayor, in consultation with the City Administrator and other applicable department directors, will decide on cancellation, closing or limiting public social events.
  - b) The City Mayor will coordinate with City Administrator, Police, Fire Rescue and Public Works.
  - c) The City EOC activation may be necessary and will be evaluated by the City EM as conditions warrant.

## **I. Terrorism**

1. Terrorist incidents involving chemical, biological, radiological, nuclear or explosive materials (CBRNE) and cyberterrorism are considered to be manmade disasters. Incidents that are believed to be a terrorist act will be treated as both a crime scene

and as a hazardous materials incident with additional complicating factors, until additional information indicates otherwise.

Regardless of the mechanism or motive behind the incident, the City's intent will be focused on actions to reduce the impact of the event efficiently and safely. All responders will follow the safety guidelines established by their agencies and/or at the scene of the incident by the incident commander.

## 2. Assumptions

- a) The occurrence or frequency of a terrorist incident within the City or surrounding area is considered low due to lack of targets of opportunity compared to metropolitan areas.
- b) Public safety agencies of the City will be the "first responders" to the scene of a terrorist incident or the locations in the City where the impacts of the event are experienced.
- c) A terrorist incident may be made readily apparent to the responding organizations by the characteristics of the impacts or a declaration on the part of the perpetrators, or may be very difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.
- d) The resources and/or expertise of local agencies in the City could quickly be depleted by a response to a major terrorist incident and its consequences. Extensive use of county, regional, state, and federal assets and intrastate mutual aid agreements must therefore be anticipated.
- e) Specialized resources, as well as those normally utilized in disaster situations, will be needed to support the response to a terrorist incident. Such resources may not be located in the City or Monroe County, the FDLE Region or in the State of Florida.
- f) There will be very extensive media interest in a terrorist event and media management operations will require resources beyond those needed for other types of emergency management operations.

## 3. During the first response to a known or suspected terrorist event, the following points are the main objectives for City's operations:

- a) Protect the lives and safety of the citizens and first responders;
- b) Ensure notifications to hospitals to assess their readiness;
- c) Identify the type of agent/devices used;
- d) Isolate, contain, and/or limit the spread of any released nuclear, biological, chemical, incendiary, or explosive devices, or the continuing spread of cyber-terrorist agents;
- e) Identify and establish control zones for the suspected agent used;
- f) Ensure emergency responders properly follow protocol and have appropriate protective gear;
- g) Identify the most appropriate decontamination and/or treatment for victims;

- h) Establish victim services;
  - i) Notify emergency personnel, including medical facilities, of dangers and anticipated casualties and proper measures to be followed;
  - j) Notify appropriate county, state and federal agencies;
  - k) Provide accurate and timely public information;
  - l) Preserve as much evidence as possible to aid in the investigation process;
  - m) Protect critical infrastructure;
  - n) Manage fatalities and the protection of remains;
  - o) Protect property and environment;
4. Level Two, Partial Activation
- a) The City EOC will not be activated pre-event for most Homeland Security National Advisory changes without any specific threat information for the City or county and/or surrounding areas. However, when deemed a terrorist event, the City EOC will conduct a limited activation with limited EOC staffing. The primary objective will be to secure resources through the City EOC, County EOC, Regional Domestic Security Task Force, State of Florida and the Federal Government.
  - b) The City Mayor or City Administrator, in consultation with the Executive Policy Group, will decide on closing or limiting City business and/or services and recommend cancellation of other public social events.

**J. Public Health Emergency**

1. The United States and all political subdivisions are subject to an incursion of various infectious diseases. Such outbreaks could be widespread and involve more than one municipality, requiring close coordination with health officials at local, state, and federal levels. The State Department of Health is the Lead Agency for all public health related outbreaks. Receipt & distribution of Strategic National Stockpile will be in concert with current Department of Health policies. Health policies will be coordinated with the City and County Emergency Management.
2. EOC Activation
  - a) The City EOC activation may be necessary and will be evaluated by the City EM as conditions warrant. The City EM will inform the City Executive Policy Group for any necessary EOC activations.

**IV. REIMBURSEMENT/FINANCE**

As stipulated in the Basic Plan.

## V. TRAINING & EXERCISES

### A. General

Training to support hazardous weather operations is on-going and recurring. The State Division of Emergency Management (DEM) and Federal Emergency Management Agency (FEMA) provide a variety of training courses, as well as Independent Study Courses, at no expense to the individual. The City EM can develop a tailored training program for any agency desiring the service.

### B. Training Program Development & Implementation

Each City employee is required to obtain the minimum base-line NIMS training. Most of this training is on-line.

### C. Training Exercise

The City EM conducts an annual Disaster/Hurricane and Mass Casualty exercise. Departments are strongly encouraged to request their own tabletop exercises, especially when procedures and/or equipment change. The City also participates in the annual county and statewide hurricane exercise conducted in the spring timeframe.

## DECISION MATRIX

DECISION	City Mayor	Monroe County	City Administrator	City EM	City Finance Dept.	City PW	Marathon Fire Rescue	City Police
Declare Local State of Emergency for City	X							
Issue State of Local Emergency for County		X						
Issue Project Number for City Disaster Ops					X			
Activate City Emergency Operations Center				X				
Order General Evacuation for City	X							
Close Schools		X						
Close/Cease City Public Event Activities	X					X		
Close Routine City Governmental Services	X		X					
Release City Government Employees to Prepare	X		X					
Allow County Re-entry		X		X				
Cease City Emergency Services Operations	X			X				
Initiate City Disaster Recovery						X		
Return to Normal City Governmental Services	X		X					
Deploy City Mutual Aid						X	X	X
Receive City Mutual Aid						X	X	X

**Sample Declaration of State of Emergency**

**CITY OF KEY COLONY BEACH  
Declaration of State of Local Emergency**

WHEREAS, Chapter 252.38 (3) (a), Florida Statutes, give authority to political subdivisions to declare and enact a “State of Local Emergency” for a period of up to seven (7) days, thereby waiving the procedures and formalities otherwise required of the political subdivision by law pertaining to:

1. Performance of public work and taking whatever action is necessary to ensure the health, safety and welfare of the community,
2. Enter into contracts,
3. Incurring obligations,
4. Employment of permanent and temporary workers,
5. Utilization of volunteer workers,
6. Rental of equipment,
7. Acquisition and distribution, with or without compensation, of supplies, materials and facilities,
8. Appropriation and expenditure of public funds; and

WHEREAS, the threat of high winds, storm surge, heavy rains, flooding and tornadoes associated with the [TROPICAL STORM or HURRICANE and NAME OF STORM] may require expedient action in order to protect the health, safety and welfare of the community; and

WHEREAS, City Resolution No. 00-08-35, grants the City Mayor, Vice Mayor or in his/her absence the City Manager authority to declare a “State of Local Emergency” after consultation with the Emergency Management Director and City Manager.

NOW THEREFORE, as Mayor of the City of Key Colony Beach, I hereby declare and enact a “State of Local Emergency” for all of the City of Key Colony Beach for a period of seven (7) days. Pursuant to this declaration, all procedures and formalities otherwise required the City of Marathon as listed in items 1 through 8 above are hereby waived. The City Administrator is hereby ordered to take whatever prudent actions are necessary to protect the health, safety and welfare of the community. Emergency Directives signed by the Mayor, Vice Mayor or the City Administrator during the state of local emergency have the full force of law as specified in the City of Marathon Comprehensive Emergency Management Plan.

Signed: \_\_\_\_\_  
Mayor or Designee of Key Colony Beach

Title: \_\_\_\_\_

Date: \_\_\_\_\_

Time: \_\_\_\_\_

## APPENDIX E:

### City Resolution 2005-11/Adoption of NIMS

#### RESOLUTION 2005 - 11

**A RESOLUTION OF THE CITY OF KEY COLONY BEACH, FLORIDA FOR THE PURPOSE OF ADOPTING THE NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) AS SPECIFIED IN THE HOMELAND SECURITY PRESIDENTIAL DIRECTIVE (HSPD)-5.**

**WHEREAS**, on February 28, 2003, the President of the United States of America issued Homeland Security Presidential Directive (HSPD)-5; and

**WHEREAS**, management of Domestic Incidents, which directs the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS); and

**WHEREAS**, the NIMS will enable responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size or complexity, including catastrophic acts of terrorism and disasters; and

**WHEREAS**, HSPD-5 requires Federal departments and agencies to make adoption of the NIMS by State and local organizations a condition for Federal preparedness assistance (through grants, contracts, and other activities) beginning in FY2005.

**NOW, THEREFORE BE IT RESOLVED** by the City Commission of the City of Key Colony Beach, Florida that:

1. The City Commission adopts the National Incident Management System (NIMS) under the Homeland Security Presidential Directive (HSPD)-5.
2. This resolution shall take effect immediately upon its adoption.

**PASSED AND ADOPTED** by the City Commission of the City of Key Colony Beach on the 27<sup>th</sup> day of October 2005.

\_\_\_\_\_  
Clyde Burnett, Mayor

\_\_\_\_\_  
Attest: Vickie L. Bollinger, City Clerk

**APPENDIX F:**

**City Resolution 2001-15/State Approved Mutual Aid Agreement**

RESOLUTION NO. 2001-15

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF KEY COLONY BEACH, FLORIDA, AUTHORIZING THE EXECUTION OF AND APPROVING THE ATTACHED FLORIDA STATEWIDE MUTUAL AID AGREEMENT FOR DISASTER RESPONSE AND RECOVERY, AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, 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 reciprocal emergency aid and assistance in case of emergencies too extensive to be dealt with unassisted, and,

WHEREAS, in June 2001 the Monroe County Board of County Commissioners approved an agreement with the Florida Department of Community Affairs concerning the Statewide Mutual Aid Agreement, and,

WHEREAS, the Department of Community Affairs requires municipalities to participate in the Statewide Mutual Aid Agreement to be eligible for funds under Administrative Rule 9G-19, Base Funding for County Emergency Management Agencies and Municipal Competitive Grant and Loan Program;

NOW THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF KEY COLONY BEACH, FLORIDA AS FOLLOWS:

SECTION 1. That execution of the attached Statewide Mutual Aid Agreement for Disaster Response and Recovery is hereby authorized.

SECTION 2. That this Resolution shall be effective immediately upon its passage and adoption and authentication by the signature of the presiding officer and clerk of the commission.

PASSED AND ADOPTED by the City Commission of the City of Key Colony Beach, Florida in regular session this 11<sup>th</sup> day of October 2001.

Authentication by the presiding officer and the clerk of the commission on October 11, 2001. Filed with the clerk October 11, 2001.

Ed Sheahan, MAYOR

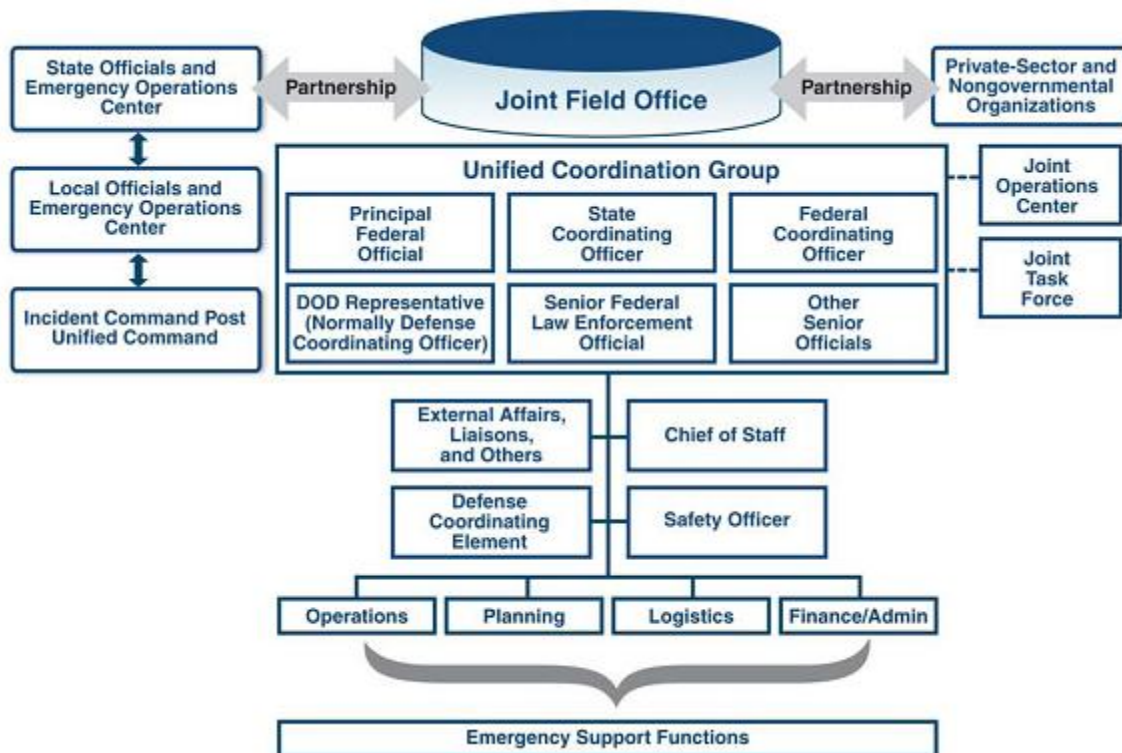
ATTEST:

\_\_\_\_\_  
Lorine Fernandes, CMC, City Clerk

**National Response Framework (NRF)  
- Overview -**

The National Response Framework (NRF) is a guide to how the Nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

This document explains the common discipline and structures that have been exercised and matured at the local, tribal, state, and national levels over time. It describes key lessons learned from Hurricanes Katrina and Rita, focusing particularly on how the Federal Government is organized to support communities and states in catastrophic incidents. Most importantly, it builds upon the National Incident Management System (NIMS), which provides a consistent template for managing incidents.



### National Disaster Recovery Framework - Overview -

The NDRF provides guidance that enables effective recovery support to disaster-impacted States, Tribes and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community and build a more resilient Nation.

The NDRF defines:

- Core recovery principles
- Roles and responsibilities of recovery coordinators and other stakeholders
- A coordinating structure that facilitates communication and collaboration among all stakeholders
- Guidance for pre- and post-disaster recovery planning
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter and safer

These elements improve recovery support and expedite recovery of disaster-impacted individuals, families, businesses and communities. While the NDRF speaks to all who are impacted or otherwise involved in disaster recovery, it concentrates on support to individuals and communities.

The NDRF introduces four new concepts and terms:

- Federal Disaster Recovery Coordinator (FDRC)
- State or Tribal Disaster Recovery Coordinators (SDRC or TDRC)
- Local Disaster Recovery Managers (LDRM)
- Recovery Support Functions (RSFs)

*The National Disaster Recovery Framework (NDRF)* applies to all Presidentially-declared major disasters though not all elements will be activated for every declared incident. Many of its concepts and principles are equally valid for non-declared incidents that have recovery consequences. The core concepts as well as the Recovery Support Function (RSF) organizing structures outlined in the NDRF may be applied to any incident regardless of whether or not it results in a Presidential disaster declaration.

## LOCAL DISASTER RECOVERY MANAGERS, STATE AND TRIBAL DISASTER RECOVERY COORDINATORS.

The *National Disaster Recovery Framework (NDRF)* strongly recommends that State governors as well as local government and Tribal leaders prepare as part of their disaster recovery plans to appoint Local Disaster Recovery Managers (LDRMs) and State/Tribal Disaster Recovery Coordinators (SDRCs/TDRCs) to lead disaster recovery activities for the jurisdiction.

The role of the LDRMs, SDRCs and TDRCs is to organize, coordinate and advance the recovery at the local, State or Tribal level. The experience and skill sets of these individuals should include a strong basis in community development and good knowledge of the community's demographics. While these positions will often interact with the emergency management community, it is not necessary that these individuals be emergency management professionals. Their primary role is to manage and coordinate the redevelopment and building of community. In addition, the individuals occupying the positions should be able to represent and speak on behalf of their respective chief executives (e.g., mayor, governor, Tribal leader). The LDRMs and TDRCs serve as the jurisdiction's primary point of contact (POC) with the SDRC.

In large-scale disasters and catastrophic incidents where a Federal role may be necessary, the SDRC and/or TDRC is the primary interface with the Federal Disaster Recovery Coordinator (FDRC). Depending on the severity of the incident and anticipated scope and duration of disaster recovery efforts, the State Coordinating Officer (SCO) may fulfill the Recovery Coordinator role under the *Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)*. However, after large-scale disasters or catastrophic incidents, States are encouraged to appoint a separate position to ensure recovery activities are well-managed while extended response and short-term recovery activities are ongoing.

## LOCAL DISASTER RECOVERY MANAGER (LDRM)

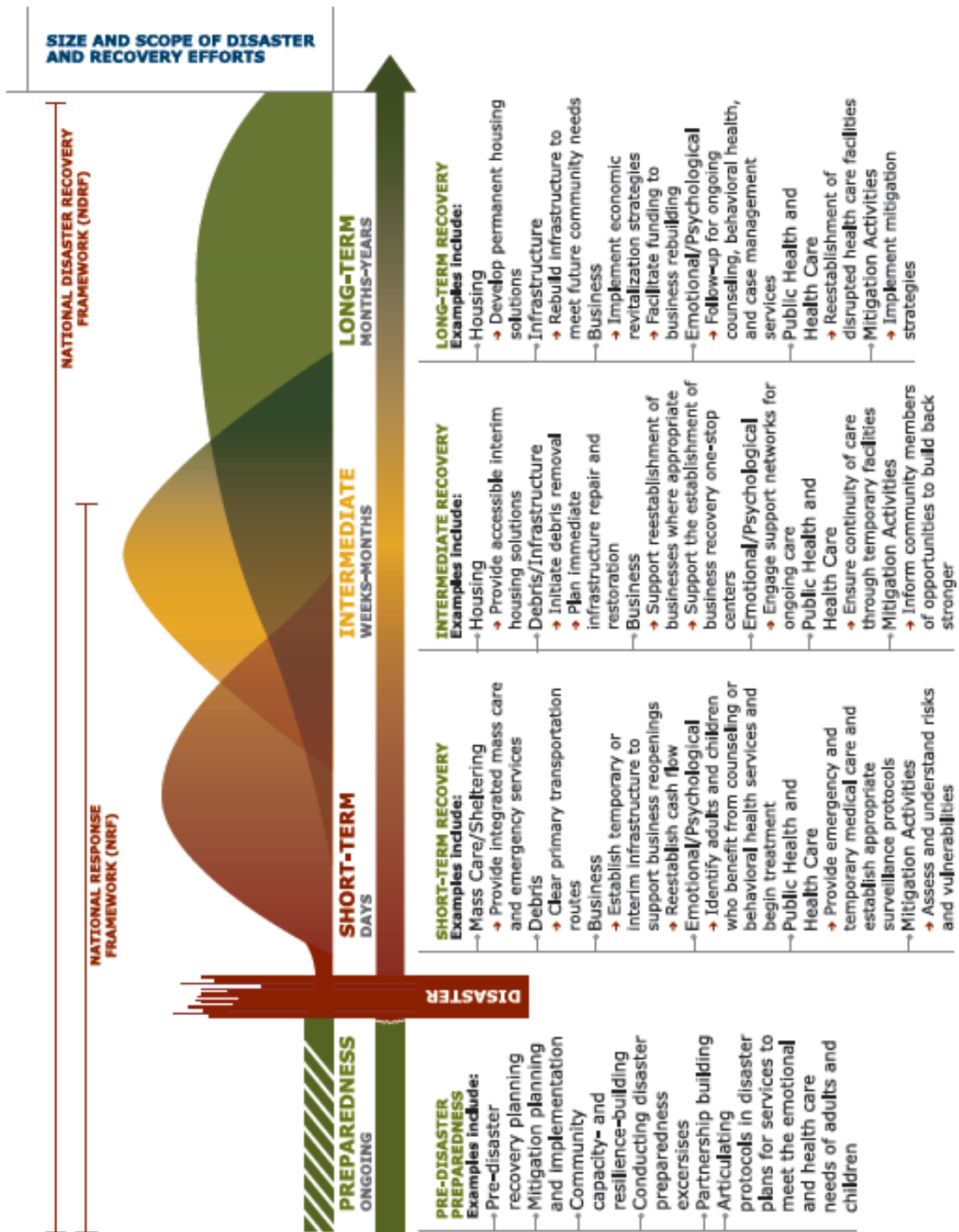
### PRE-DISASTER RESPONSIBILITIES

- 1) Serve as primary point of contact (POC) for disaster recovery preparedness with the State and neighboring local and Tribal governments.
- 2) Coordinate development, training and exercise of jurisdiction disaster recovery plan (Chapter 9).
- 3) Establish and maintain contacts and networks for disaster recovery resources and support systems.
- 4) Promulgate principles and practices that further resiliency and sustainability in development and strategic planning initiatives.

### POST-DISASTER RESPONSIBILITIES

- 1) Lead the creation and coordinate the activities of local recovery-dedicated organizations and initiatives.
- 2) Work with the SDRC to develop a unified and accessible communication strategy.
- 3) Participate in damage and impact assessments with other recovery partners.
- 4) Organize recovery planning processes, which includes individuals with disabilities and others with access issues, seniors and members of underserved communities, to fully engage constituents' input; lead the development of the community's or Tribe's recovery visions, priorities, resources, capability and capacity.
- 5) Ensure inclusiveness in the community recovery process, including persons with disabilities and limited English proficiency.
- 6) Communicate recovery priorities to State and Federal governments and other recovery stakeholders and supporters.
- 7) Incorporate critical mitigation, resilience, sustainability and accessibility-building measures into the recovery plans and efforts.
- 8) Lead the development of the community's recovery plans and ensure that they are publicly supported, actionable and feasible based on available funding and capacity.
- 9) Collaborate with State, Federal and other stakeholders and supporters, such as the business and nonprofit communities, to raise financial support (including long-term capital investment in local businesses) for the community's recovery, leverage the resources where possible and resolve potential duplication of assistance.
- 10) Work closely with the recovery leadership at all levels to ensure a well-coordinated, timely and well-executed recovery.
- 11) Develop and implement recovery progress measures and communicate adjustments and improvements to applicable stakeholders and authorities.

**FIGURE 1. RECOVERY CONTINUUM – DESCRIPTION OF ACTIVITIES BY PHASE**



**Standby Contract Activation**

In the event that a disaster escalates to a proportion where it exhausts all local resources, it may be necessary to activate standby contract(s) to effectively respond and recovery from a major event or incident. Contracts and consultants could provide a range of related services including debris removal and monitoring, grant application, administration and program management, damage assessment, training, emergency planning, infrastructure restoration, and other services as needed and directed by the City. Other services may include, but not limited to, facilitating communication with FEMA, FHWA, the State of Florida and other agencies, coordination with insurance representatives, pre-event planning, and post-event reconstruction, grant funding, and reimbursement services.

Key Colony Beach currently has standby contracts in place as shown in the table below: (EDIT)

Services	Contractor	Contact	Phone Number	Email
EOC Support Service and Planning	Early Alert, Inc.	William Wagner	O/C: 979-571-0026	william3@earlyalert.com
Debris Removal	Ed Sims Development	Ed Sims	O/C: 305-360-7299	edsimsdevelopment@gmail.com
Debris Removal	Discount Rock & Sand	Edilberto Lopez	O: 305-743-5680	
Debris Removal	Chad Walker Construction	Chad Walker	O/C: 305-504-3826	
Debris Removal	Supreme Landscaping	James McDonnell	C: 954-347-6638	
Closeout Support	Early Alert, Inc.	William Wagner	O/C: 979-571-0026	william3@earlyalert.com

**Activation**

The scope and nature of the services to be performed will be directed by the City once the extent of damage has been determined. The following is some of the information taken into account prior to activation of standby contracts:

**Emergency Management & EOC Support**

Provide Incident Management Support Teams (IMSTs) to support and augment staffing at the City Emergency Operations Center (EOC) or other applicable location/s. (e.g., planning section chief, logistical section chief, any section chief and/or ICS positions warranted based on the level of response).

In the event that a disaster escalates to a proportion where the City requires addition Emergency Operations Center (EOC) support services, the contractor can provide Incident Management Support Teams (IMSTs) to support and augment the City EOC/EOC. This service allows the City to maintain continuity of operations and continuity of government while effectively managing the incident. The contractor provides short-term and long-term staff support in the way of:

- ▶ Emergency Support Function (ESFs) positions, based on need and the level of response
- ▶ Operations | Section Chiefs, Branch Directors & Division/Group Supervisors
- ▶ Planning | Section Chiefs, Situation, Resources, Documentation & Demobilization Unit Leaders
- ▶ Logistics | Section Chiefs, Communications, Supply & Facilities Unit Leaders
- ▶ Finance/Admin | Section Chiefs, Time, Procurement, Compensation, Claims & Cost Unit Leaders

This is intended to sustain specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale man-made or catastrophic natural disasters.

### ***Debris Management and Monitoring***

The amount and scope of services needed to dispose of debris generated from the public rights-of-way, private property, drainage areas/canals, waterways, and other areas designated as eligible by the City. Support with the selection and permitting of TDSRS locations and other permitting/regulatory issues as requested.

### ***Disaster Closeout Support***

Project Worksheet and other pertinent report preparation required for reimbursement by FEMA, FHWA and any other applicable agency for disaster recovery efforts by City. Final report and appeal preparation and assistance.

All services conform to local and state laws and regulations, the National Response Framework (NRF), National Incident Management System (NIMS), and the National Disaster Recovery Framework (NDRF) as require by the Department of Homeland Security and Homeland Security Presidential Directives 5 & 8.

### ***Activation Authority***

Once it has been determined a standby contract(s) is needed, the City Mayor or City Administrator (or his/her designee) will authorize the contract activation in keeping with all required Key Colony Beach policy and financial procedures.

The Activation Fee is executed when requested by the City Mayor or City Administrator or his/her designee, and followed with a written “Notice to Proceed” to report to the Emergency Operation Center or other applicable location.

### ***Reimbursement and Financial Management***

Usually, activation fees are eligible for reimbursement if the Governing Agency is included in a declared disaster by a Presidential Declaration.

The amount of the recovery may vary depending on the disaster eligibility of Federal, State, and local match for the event. (i.e.: In a hurricane activation: 100% recovery for Emergency Protective Measures for initial 72 hours response or designated 72-hour time period, 75% Federal / 25% (divided by local and state) for other disaster recovery operations).

Some state programs or other funding sources may be available depending on the incident or event (SBA for business impacts following a small tropical event or pandemic, BP Funds for the Deepwater Horizon incident, etc).

Key Colony Beach will be responsible for costs incurred in response/recovery to an event or incident that is not federally declared. Where and what Key Colony Beach department are responsible will be determined as per Key Colony Beach financial policies and procedures.

DRAFT

**CITY OF KEY COLONY BEACH, FLORIDA  
RESOLUTION 2025-07**

**A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF KEY COLONY BEACH, FLORIDA, APPROVING A ONE-YEAR EXTENSION OF THE AGREEMENT, BETWEEN THE CITY OF KEY COLONY BEACH AND THE CITY OF MARATHON FOR THE PROVISION OF EMERGENCY MEDICAL AND FIRE RESCUE SERVICES; PROVIDING FOR AN EFFECTIVE DATE.**

---

**WHEREAS**, the City of Key Colony Beach ("Key Colony Beach") and the City of Marathon ("Marathon"), collectively referred to as Parties, desire to extend the Interlocal Agreement between the parties for the delivery of fire rescue and emergency medical services within the municipal boundaries of Key Colony Beach to September 30, 2027; and

**WHEREAS**, the agreement allows for a three-year extension with cost consideration, subject to annual renewal and appropriation; and

**WHEREAS**, the Parties wish to extend the Interlocal agreement for one year to provide fire rescue and emergency medical services to Key Colony Beach at an annual rate of \$1,157,153.00 for FY25-26.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF KEY COLONY BEACH, FLORIDA, THAT:**

**Section 1.** The above recitals are true and correct and incorporated herein.

**Section 2.** The Interlocal Agreement between Key Colony Beach and Marathon for the provision of emergency medical and fire rescue services, a copy of which is attached as Exhibit "A."

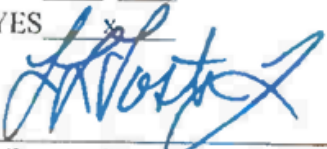
**Section 3.** This resolution shall take effect October 1, 2025, and remain in effect until September 30, 2026.

**[REMAINDER OF THIS PAGE IS INTENTIONALLY LEFT BLANK;  
SIGNATURE PAGE TO FOLLOW]**

**PASSED AND ADOPTED** by the Commission of the City of Key Colony Beach, Florida, at its regular meeting of the City held on August 21, 2025.

**FINAL VOTE AT ADOPTION  
CITY COMMISSION OF KEY COLONY BEACH**

Mayor Freddie Foster	NO _____ YES <u>  x  </u>
Vice-Mayor Doug Colonell	NO _____ YES <u>  x  </u>
Commissioner Tom Harding	NO _____ YES <u>  x  </u>
Commissioner Tom DiFransico	NO _____ YES <u>  x  </u>
Commissioner Kirk Diehl	NO _____ YES <u>  x  </u>

  
\_\_\_\_\_  
Freddie Foster, Mayor

ATTEST:

  
\_\_\_\_\_  
Silvia Roussin, City Clerk

(City Seal)

Approved as to form and legal sufficiency:

  
\_\_\_\_\_  
Dirk Smits, City Attorney

**EMERGENCY MANAGEMENT  
PROFESSIONAL SERVICES AGREEMENT**

This **Professional Services Agreement (“Agreement”)** is entered into by and between:

**Early Alert, Inc.** (“Consultant”), a Florida corporation with its principal office located at **194 Rowland Hollow Road, Liberty, TN 37095**, and

[ \_\_\_\_\_ ] (“Client”), with its principal office located at  
[ \_\_\_\_\_ ].

Consultant and Client may hereinafter be referred to individually as a “**Party**” and collectively as the “**Parties.**”

---

**1. Purpose / Project Overview**

This Agreement establishes the terms and conditions under which **Early Alert, Inc.** (“Consultant”) shall provide professional **emergency management and related services** to [ \_\_\_\_\_ ] (“Client”). These services are intended to enhance the Client’s preparedness, response, recovery, and mitigation capabilities and may include, but are not limited to, the following:

- a) **General Emergency Management Support Services**
- b) **Emergency and Disaster Planning Services**
- c) **All-Hazard Training and Exercises**
- d) **Incident Management / Emergency Operations Center (EOC) Support Team Services**
- e) **Disaster Recovery and Logistical Support Services**

**Project Overview**

The [ \_\_\_\_\_ ] requires the professional services of an experienced emergency management consulting firm to support its personnel before, during, and after emergencies or disasters. These services include, but are not limited to, providing expertise in planning, training, exercises, after-action reporting, project management, and on-site emergency management staffing to enhance the [ \_\_\_\_\_ City]’s readiness, response, and recovery capabilities.

The Consultant shall maintain proven experience in programmatic emergency management for a municipality of comparable size and complexity and possess in-depth knowledge and expertise in the following areas:

- FEMA National Planning Frameworks
- National Incident Management System (**NIMS**)
- Incident Command System (**ICS**)
- Homeland Security Exercise and Evaluation Program (**HSEEP**)
- FEMA Public Assistance Program
- Hazard Mitigation Assistance
- Florida Division of Emergency Management (**FDEM**), including the Florida Recovery Obligation Calculation (**F-ROC**)

- Monroe County Emergency Management Program and Requirements
- Florida Statutes §252.38(2) – *Emergency Management Powers of Political Subdivisions*

The Consultant shall also maintain an understanding of the unique challenges and vulnerabilities relevant to the **Florida Keys**, including coastal hazards, limited egress routes, resource dependencies, and seasonal population fluctuations.

---

## 2. Background Information

As a coastal community, the [\_\_\_\_\_] is highly exposed to tropical cyclones capable of producing destructive winds and storm surge resulting in minor to extensive damage to residents, businesses, critical infrastructure, utilities, and public facilities. Hurricane evacuation operations are further complicated by the community's reliance on a single ingress and egress route—**U.S. Highway 1**—making close coordination with the County essential to ensure timely and effective evacuation and reentry operations.

Additional vulnerabilities include the need for surge capacity and the strategic placement of experienced, credentialed personnel during disaster threats and impacts—resources vital to sustaining effective emergency management operations, continuity of government, and continuity of essential services.

It is well documented that **Monroe County**, including the municipality of [\_\_\_\_\_] is among the most hurricane-prone regions in the United States, as identified by the **National Hurricane Center**. Due to its geography and coastal setting, the [\_\_\_\_\_] **City** is also subject to a range of other natural and human-caused hazards identified in its **Comprehensive Emergency Management Plan (CEMP)**. The potential loss or impairment of **U.S. Highway 1** or its connecting bridges could significantly delay response and recovery operations, impacting the City and County for days, weeks, or even months.

Pursuant to the powers and duties prescribed by the [\_\_\_\_\_] **City** Charter, **Florida Statute §252**, and the delegation of home rule authority by the [\_\_\_\_\_] **City** Manager, the City maintains the capability and commitment to deploy its forces and capital resources in good faith to prevent the loss of life and property and to uphold mutual aid obligations with surrounding jurisdictions.

The [\_\_\_\_\_] **City** follows the **National Incident Management System (NIMS)** and **Incident Command System (ICS)** frameworks to ensure consistency and interoperability with local, county, state, and federal partners. A copy of the [\_\_\_\_\_] **City** **Comprehensive Emergency Management Plan**, adopted by the City Council and approved by the County Department of Emergency Management, is available upon request.

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## 3. Required Qualifications

The Consultant shall demonstrate relevant emergency management experience within the **State of Florida** during the past five (5) years. Experience and demonstrated knowledge of the unique vulnerabilities and operational challenges specific to the **Florida Keys** are strongly preferred.

The Consultant shall maintain all licenses, certifications, and professional credentials required by applicable **state and local laws** to perform the services described in this Agreement.

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#### 4. Project Understanding

The Consultant acknowledges that it has familiarized itself with the conditions, requirements, and obligations necessary for the successful performance of the work described herein. Failure to do so shall not relieve the Consultant of its responsibility to complete all services in accordance with the terms of this Agreement.

The Consultant shall comply with all applicable **federal, state, and local laws, statutes, regulations, and ordinances** governing the execution of this Agreement, including but not limited to those relating to minimum wage rates, nondiscrimination, occupational safety and health, environmental protection, preservation of natural resources, fire protection, permits, and applicable fees.

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#### 5. Staffing and Qualifications of Firm and Key Personnel

The Consultant shall provide a detailed description of its organizational structure, ownership, and management composition, including the names and titles of all principals or individuals with a controlling interest in the firm.

##### Senior Advisor for Disaster Recovery

This key position shall provide direct technical assistance to the [\_\_\_\_\_] staff or its designee. The **Senior Advisor** must possess extensive knowledge of the operational, financial, and regulatory requirements of **FEMA** and other federal and state public assistance programs. Candidates shall have a minimum of **five (5) years** of demonstrated experience serving in a senior role within local, state, or federal emergency response and recovery operations, or equivalent expertise that demonstrates the ability to effectively perform the required duties.

##### Technical Assistants

The Consultant shall identify the staff members assigned to perform the work under this Agreement and illustrate clear lines of authority, roles, and responsibilities within the project team.

The Consultant shall specify the **minimum qualifications** for each employee classification and identify each individual's designated role. The Consultant shall also include the **location of its principal office** and the **office proposed for project work** to demonstrate availability and capacity to support the Client's needs.

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#### 6. Scope of Services

The **Consultant** shall furnish qualified personnel, subject matter expertise, and professional resources necessary to perform the services described herein. All work shall be conducted in coordination with the **Client's designated representative(s)** and in accordance with applicable federal, state, and local standards, including **FEMA, NIMS/ICS, HSEEP, NFPA 1660, and ISO 22301** principles, as applicable.

##### 6.1 Emergency and Disaster Planning Services

The Consultant shall support the Client in the development, review, and maintenance of emergency and disaster management documents, plans, and procedures. Activities may include:

- Developing, updating, or enhancing the Client's **Comprehensive Emergency Management Plan (CEMP)** and supporting annexes.

- Integrating **continuity of operations (COOP)** and **continuity of government (COG)** frameworks.
- Conducting hazard vulnerability analyses, capability assessments, and threat/risk identification.
- Aligning planning efforts with **FEMA's National Planning Frameworks** and applicable state and local guidance.
- Providing project management, stakeholder engagement, and plan implementation support.

## 6.2 All-Hazard Training and Exercises

The Consultant shall design, deliver, and evaluate training and exercise programs to strengthen the Client's preparedness and operational readiness. Activities may include:

- Developing and conducting customized training courses for elected officials, emergency management personnel, and partner agencies.
- Designing and facilitating **tabletop (TTX)**, **functional (FE)**, and **full-scale (FSE)** exercises in accordance with **HSEEP** methodology.
- Producing **After-Action Reports (AARs)** and **Improvement Plans (IPs)** to document observations and corrective actions.
- Providing instructor-led, scenario-based, and hands-on training aligned with **NIMS/ICS** standards and agency-specific requirements.

## 6.3 Incident Management / EOC Support Team Services

At the request of the Client, the Consultant shall provide qualified personnel to assist or augment the Client's **Emergency Operations Center (EOC)** or field **Incident Command** operations before, during, and after an incident. Support may include:

- Deployment of an **Incident Management Support Team (IMST)** to provide on-site operational coordination and executive decision support.
- Staffing key EOC or Incident Command positions in accordance with the **ICS structure**.
- Supporting situation reporting, operational planning, and information management functions.
- Providing technical assistance for **logistics, documentation, and resource management** during activation.
- Assisting with **demobilization planning, after-action documentation, and recovery transition** following response operations.

## 6.4 Recovery and Logistical Support Services

The Consultant shall assist the Client in both **short-term and long-term recovery operations**, including coordination with federal, state, and local agencies to restore critical functions and community lifelines. Services may include:

- **Recovery Management:** Coordination of recovery operations, development of Recovery Action Plans, and facilitation of post-disaster assessments.
- **FEMA and State Recovery Programs:** Technical assistance with **Public Assistance (PA)**, **Individual Assistance (IA)**, and **Hazard Mitigation Grant Program (HMGP)** documentation, validation, and project closeout.

- **Mass Care and Human Services:** Support for sheltering operations, family reunification, and unmet needs coordination.
- **Logistical Support:** Assistance with resource tracking, supply distribution, and sustainment of emergency operations.
- **Long-Term Recovery Planning:** Guidance in developing strategies for community resilience, infrastructure restoration, and mitigation integration.

## 6.5 General Emergency Management Support Services

The Consultant may provide additional advisory and technical services to enhance the Client's overall emergency management program. These may include:

- Grant management and compliance support.
- Development of policies, standard operating procedures (SOPs), and operational guidance.
- Coordination with partner jurisdictions to improve interoperability and resource-sharing.
- Subject matter expertise for special projects, workshops, and community preparedness initiatives.
- Executive advisory services to strengthen enterprise-wide resilience, continuity, and disaster risk reduction.

---

## 7. Deliverables and Performance Standards

The **Consultant** shall perform all services and deliver associated work products in a professional and timely manner consistent with industry best practices, applicable standards, and the expectations of the **Client**. All deliverables shall be subject to Client review and acceptance.

### 7.1 Deliverables

The Consultant shall provide written documentation, reports, or other agreed-upon materials as specified in project task orders or work authorizations. Typical deliverables may include, but are not limited to:

- Updated or newly developed **plans, annexes, and procedures**.
- **After-Action Reports (AARs) and Improvement Plans (IPs)**.
- **Training materials, presentations, and participant guides**.
- **Exercise plans (ExPlans)**, scenarios, evaluation guides, and summary reports.
- **Situation reports, briefings, and operational documentation** developed during EOC or IMST deployments.
- **Project status updates** or progress reports summarizing work completed, findings, and next steps.

All deliverables shall be transmitted in both electronic (PDF and editable source) formats, unless otherwise agreed in writing.

## 7.2 Quality Assurance / Quality Control (QA/QC)

The Consultant shall maintain an established **Quality Assurance and Quality Control (QA/QC)** program to ensure accuracy, consistency, and completeness of all work products.

- Deliverables shall undergo internal review by qualified subject matter experts prior to submission.
- QA/QC procedures shall verify compliance with applicable standards, including **FEMA, HSEEP, NIMS, and NFPA 1660** requirements where relevant.
- The Consultant shall promptly address any deficiencies identified by the Client during review and resubmit revised materials within an agreed-upon timeframe.

## 7.3 Performance Standards

The Consultant shall adhere to the following performance expectations:

- All services shall be performed in a professional manner consistent with accepted **emergency management practices** and the **highest standards of care** in the industry.
- The Consultant shall maintain qualified, credentialed personnel with experience commensurate to their assigned responsibilities.
- The Consultant shall meet all agreed-upon **milestones, deadlines, and deliverable schedules**, unless otherwise modified in writing by mutual consent.
- The Consultant shall maintain regular communication with the Client's designated representative to ensure alignment with project objectives and priorities.
- The Consultant shall be responsive to the Client's inquiries and provide timely updates on progress, issues, and recommendations.

## 7.4 Acceptance of Work

All deliverables submitted by the Consultant shall be subject to review and acceptance by the Client. Acceptance shall be based on the Consultant's compliance with the scope of work, deliverable quality, and adherence to schedule. Failure to meet the agreed-upon standards may result in corrective action or non-acceptance until deficiencies are resolved to the Client's satisfaction.

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## 8. Term of Agreement and Termination

### 8.1 Term of Agreement

This Agreement shall commence on the **Effective Date** set forth below and shall remain in effect for a period of **five (5) years**, unless otherwise terminated in accordance with the provisions of this Agreement.

Upon mutual written consent, the **Client** may exercise up to **three (3) additional one-year extension periods**, under the same terms and conditions, subject to satisfactory performance by the **Consultant** and the continued availability of funding. Any extension shall be executed in writing and approved by both Parties prior to the expiration of the then-current term.

## 8.2 Termination for Convenience

Either Party may terminate this Agreement, in whole or in part, without cause, by providing the other Party with **no less than thirty (30) days' written notice**. Upon termination, the Consultant shall be entitled to payment for all authorized work satisfactorily performed up to the effective date of termination.

## 8.3 Termination for Cause

The Client may terminate this Agreement immediately upon written notice if the Consultant fails to perform in accordance with the terms of this Agreement, becomes insolvent, or engages in conduct that, in the Client's reasonable judgment, jeopardizes the successful completion of the work. In the event of termination for cause, the Consultant shall be compensated only for work accepted by the Client prior to the date of termination.

## 8.4 Obligations Upon Termination

Upon termination of this Agreement for any reason:

- The Consultant shall promptly deliver to the Client all completed and in-progress work products, data, and related materials, regardless of the stage of completion.
- The Consultant shall cooperate with the Client to ensure an orderly transition of services and records, as requested.
- All payment obligations incurred prior to termination shall be settled in accordance with **Section 9 – Compensation and Payment Terms**.

## 8.5 Survival of Obligations

Any provisions of this Agreement that, by their nature, are intended to survive termination or expiration—including but not limited to **Confidentiality, Indemnification, and Ownership of Work Products**—shall remain in full force and effect.

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## 9. Compensation and Payment Terms

### 9.1 Compensation

The **Client** agrees to compensate the **Consultant** for services rendered under this Agreement in accordance with the rates, terms, and conditions established in the approved **Fee Schedule**, attached hereto as *Exhibit A* and incorporated by reference. Compensation may be structured on a **time-and-materials, fixed-fee, or task order** basis, as mutually agreed upon in writing for each specific engagement.

No payment shall be made for work that has not been authorized, properly invoiced, or accepted by the Client.

### 9.2 Fee Schedule and Approval Process

All services performed shall adhere to the approved **Fee Schedule**, unless otherwise specified and mutually agreed upon in writing.

Services will commence only upon issuance of a formal **Notice to Proceed (NTP)** or **Task Order** by the [\_\_\_\_\_], which shall define the specific scope of work, deliverables, schedule, and authorized funding amount.

Any modification to the Fee Schedule, including adjustments to hourly rates, travel reimbursements, or project scope, must be approved in writing by the Client prior to commencement of work.

### **9.3 Invoicing and Payment**

The Consultant shall submit invoices to the Client on a **monthly** basis, or as otherwise agreed, detailing the work performed, hours expended, and applicable rates and expenses. Each invoice shall reference the associated **Task Order** or **Notice to Proceed**, and shall include sufficient documentation to support the charges.

The Client shall review and, if acceptable, process payment within **thirty (30) calendar days** of receipt of a proper invoice. Disputed amounts shall be identified in writing, and undisputed portions shall be paid in accordance with this section.

### **9.4 Reimbursable Expenses**

Reasonable and necessary travel or project-related expenses incurred by the Consultant in connection with services performed under this Agreement shall be reimbursed at actual cost, consistent with **state and local travel reimbursement policies** or as otherwise specified in *Exhibit A*. The Consultant shall obtain advance approval from the Client for any reimbursable expenses exceeding the established thresholds.

### **9.5 Funding and Appropriations**

All payments by the Client are subject to the availability of appropriated funds. In the event sufficient funds are not appropriated or otherwise made available, the Client may terminate this Agreement without penalty upon written notice to the Consultant.

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## **10. Ownership of Work Products**

### **10.1 Work Product Ownership**

All documents, reports, plans, data, maps, studies, training materials, software configurations, or other materials (collectively, "**Work Products**") produced by the **Consultant** in the performance of this Agreement shall be deemed **works made for hire** and shall become the exclusive property of the **Client** upon payment for the services rendered.

The Client shall have full and unrestricted rights to use, reproduce, modify, distribute, and share such Work Products for governmental, emergency management, or internal operational purposes without further compensation to the Consultant.

### **10.3 Delivery of Materials**

Upon completion or termination of this Agreement, the Consultant shall promptly deliver to the Client all Work Products, whether completed or in progress, including electronic files, raw data, notes, drafts, and supporting documentation. Deliverables shall be provided in commonly accessible digital formats (e.g., PDF, Word, Excel, or GIS shapefiles), unless otherwise agreed to in writing by both Parties.

### **10.4 Retention and Archiving**

The Consultant may retain one (1) archival copy of all Work Products solely for internal recordkeeping, audit, or professional reference purposes, provided that such materials are not disclosed, reused, or distributed in any manner inconsistent with the Client's ownership rights or the terms of this Agreement.

## 10.5 Public Records Compliance

The Consultant acknowledges that the Client may be subject to applicable **public records laws** (e.g., *Florida Statutes Chapter 119*). The Consultant agrees to cooperate fully with the Client in responding to any lawful request for public records arising under such laws, subject to applicable exemptions protecting proprietary, confidential, or security-sensitive information.

---

## 11. Entire Agreement and Execution

### 11.1 Entire Agreement

This Agreement, including all exhibits, attachments, and incorporated documents, constitutes the **entire understanding** between the Parties regarding the subject matter herein and supersedes all prior or contemporaneous discussions, proposals, or agreements, whether written or oral. Any amendments or modifications to this Agreement shall be in writing and executed by authorized representatives of both Parties.

### 11.2 Independent Contractor

The Consultant is and shall remain an **independent contractor** in the performance of all work under this Agreement. Nothing in this Agreement shall be construed to create a partnership, joint venture, or employer–employee relationship between the Client and the Consultant or any of the Consultant’s employees, agents, or subcontractors.

### 11.3 Governing Law and Venue

This Agreement shall be governed by and construed in accordance with the **laws of the State of Florida**. Any legal action or proceeding arising out of or related to this Agreement shall be brought exclusively in a court of competent jurisdiction located within the State of Florida.

### 11.4 Notices

All notices, requests, or other communications required under this Agreement shall be in writing and delivered personally, by certified mail (return receipt requested), or by recognized overnight courier to the following addresses—or to such other addresses as may be designated in writing by either Party:

**For the Client:**

[Name / Title]  
[Agency / Department]  
[Address]  
[City, State ZIP]

**For the Consultant:**

Early Alert, Inc.  
Attn: William A. Wagner III, Chief Operating Officer  
194 Rowland Hollow Road  
Liberty, TN 37095

**11.5 Assignment**

Neither Party may assign or transfer this Agreement or any rights or obligations hereunder without the prior written consent of the other Party, except that the Consultant may assign this Agreement to a successor entity in the event of a merger, acquisition, or corporate reorganization, provided such successor assumes all obligations herein.

**11.6 Severability**

If any provision of this Agreement is found to be invalid or unenforceable, the remaining provisions shall remain in full force and effect.

**11.7 Counterparts and Electronic Signatures**

This Agreement may be executed in one or more counterparts, each of which shall be deemed an original, and all of which together shall constitute one instrument. Electronic signatures or scanned copies shall be deemed valid and binding to the same extent as original signatures.

---

**IN WITNESS WHEREOF, the Parties hereto have executed this Professional Services Agreement as of the dates indicated below.**

**CLIENT**

**CONSULTANT**

[ \_\_\_\_\_ ]

**Early Alert, Inc.**

By: \_\_\_\_\_

By: \_\_\_\_\_

Name: \_\_\_\_\_

Name: William A. Wagner III

Title: \_\_\_\_\_

Title: Chief Operating Officer

Date: \_\_\_\_\_

Date: \_\_\_\_\_

# Appendix A

## Cost/Fee Proposal

At the direction of the Client, Emergency Management services will be provided on an **as-needed basis**. For each requested project or tasking, Early Alert will submit a **detailed cost proposal** outlining the scope of work, estimated effort, and associated fees. All proposals must be **reviewed and approved by the Client prior to commencement of services**.

Project timelines will be developed following a **Client request for specific tasking** and a **preliminary gap analysis conducted by Early Alert**. This analysis will inform the proposed start date and provide a **best estimate of the number of calendar days required to complete the project**.

**Cost:** Early Alert will remain in **stand-by status** until a formal “**Notice to Proceed**” (NTP) or **Task Order** is issued by the Client.

### Fee Schedule and Approval Process

All services will be performed in accordance with the **approved Fee Schedule**, unless otherwise specified and mutually agreed upon in writing by both parties. Work will begin only upon receipt of a **Client-issued Notice to Proceed or Task Order**, authorizing Early Alert to initiate the agreed-upon services.

AS NEEDED FEE SCHEDULE	RATE
Executive Emergency Management Consultant	\$350/hr
Sr. Emergency Management Consultant	\$225/hr
Project Manager	\$225/hr
GIS Specialist	\$195/hr
Emergency Management Consultant	\$175/hr
Senior Planner	\$250/hr
Senior Developer	\$275/hr
Developer	\$225/hr
Lead Planner	\$175/hr
Planner	\$125/hr
Emergency Manager Coordinator	\$195/hr
Operation Manager	\$175/hr
Operation Specialist	\$125/hr
Administrative Assistant	\$95/hr

AS NEEDED FEE SCHEDULE	RATE
Administrative Assistant	\$75/hr
Lead Instructor	\$155/hr
Unit Instructor	\$125/hr
Mentor	\$100/hr

NIMS ICS Baseline Training	
ICS 300 (18 hrs) with 1 required instructor <i>Up to 25 students</i>	\$9,200*
ICS 300 (18 hrs) with 2 required instructor <i>Up to 40 students</i>	\$13,000*
ICS 400 (12 hrs) with 1 required instructor <i>Up to 25 students</i>	\$7,500*
ICS 400 (12 hrs) with 2 required instructor <i>Up to 40 students</i>	\$10,500*
* For specific training course set pricing includes necessary instructional materials for the instructors and students (per the class sizes noted). It also includes travel expenses such as per diem, airfare, lodging, meals, car rental and other related costs for our instructor team.	

Incident Management/EOC Support Team Services	
<p><b>Phase 1, Activation:</b></p> <ul style="list-style-type: none"> <li>When "Notice to Proceed" is given.</li> <li>Activation fee is in effect until Phase 2 deployment is initiated.</li> </ul>	\$4,800 plus expenses, per 24 hr. day.
<p><b>Phase 2, Deployment:</b></p> <p>IMST Deployment Fee's will apply as follows:</p> <ul style="list-style-type: none"> <li>When IMST personnel are deployed, hourly rate per position/person.</li> <li>Portal-to-Portal. * (See Note below)</li> </ul>	
<p><b>Note 1: Deployment</b></p> <p>Phase 1 On-Site Incident Management Support Team (IMST) Activation Fee The activation fee applies when the CLIENT or designee requests IMST deployment to the Emergency Operations Center, Command Post, or another designated location.</p> <ul style="list-style-type: none"> <li>On-Site Activation: The fee schedule takes effect upon CLIENT request, followed by a written "Notice to Proceed" or "Task Order." Billing is calculated in 12-hour increments for partial days.</li> <li>Initial IMST Response: Team size varies based on event scope. Typically, a two-person team is deployed for Phase 1 to assess the situation and determine resource needs. In Phase 2, staffing scales up as necessary. If the event escalates significantly, Early Alert maintains pre-staged personnel for immediate deployment.</li> </ul>	

- **Payment Terms:** All fees and financial obligations are due in full as services are rendered.

- **Phase 2 Response Fees:** Professional services will be invoiced bi-monthly. Expenses, including transportation, lodging, meals, and incidentals, will be billed at cost. Early Alert (EA) will strive to minimize expenses and encourage CLIENT assistance where possible.
- **Portal-to-Portal Billing:** This billing applies during the initial response in Phase 1 and/or Phase 2 and remains in effect until EARLY ALERT (EA) determines that the CLIENT is ready to transition from the Initial Response Phase to the Recovery Phase. Billing continues until the Emergency Operations Center (EOC) or other designated location transitions to standard business operations.

Portal-to-Portal billing includes all compensable time beginning with the start of authorized travel, hours worked, and any period during which an EA Incident Management Support Team (IMST) member is required to be on-site or at a designated job location. EA will issue formal notification and recommendations to the CLIENT when a transition to Recovery Phase is appropriate.

- **FEMA Reimbursement Eligibility:** IMST activation fees may qualify for FEMA reimbursement if the Governing Agency is included in a declared disaster under a Presidential Declaration. The reimbursable amount depends on Federal, State, and local cost-share eligibility. CLIENT should monitor FEMA updates, as eligibility is not guaranteed.
- **Payment Terms:** All fees and financial obligations are due in full upon service delivery, regardless of any pending FEMA Public Assistance (PA) reimbursement applications.

**Note 2: Travel Expenses**

Travel expenses are not included in service fees and will be invoiced as actual costs plus per diem, in accordance with the "Fee Schedule Reimbursable Expenses" schedule. All travel must be pre-approved in writing by the CLIENT.

**Note 3: Payment Terms**

All fee payments and financial obligations arising from service requests and contract fulfillment are due in full as services are rendered. Payment is not contingent upon, nor subject to, any application for FEMA and/or State reimbursement.

### Reimbursable Expenses for Optional “As-Needed Projects”

All scheduled travel for official on-site deployments or meetings with the CLIENT will be reimbursed at actual cost, as outlined below. Invoices for reimbursable expenses will include an itemized list supported by original bills, invoices, passenger receipts, and any other applicable documentation.

FEE SCHEDULE - REIMBURSABLE EXPENSES
<p><b>A. Air Travel:</b> Airfare will be reimbursed based on the most direct route at coach class rates, including costs incurred due to CLIENT postponement or cancellation. If a trip is cancelled, all reservations must be cancelled promptly to avoid additional charges. Travel arrangements should be made as early as possible, when practical, to secure the best available rates.</p>
<p><b>B. Lodging:</b> CLIENT will reimburse lodging costs at preferred corporate or contract rates. If such rates are not available, reimbursement will be based on the standard rate for single-room occupancy.</p>
<p><b>C. Meals:</b> EARLY ALERT may claim up to \$65 per diem for meals during the business trip, in alignment with the Federal Meals and Incidental Expenses (M&amp;IE) minimum rate.</p>
<p><b>D. Car Rental:</b> CLIENT will reimburse reasonable car rental charges, including the cost of fuel purchased, for authorized travel only. EARLY ALERT will refuel rental vehicles prior to return to avoid additional surcharges typically applied by rental companies for refuelling services.</p>
<p><b>E. Parking:</b> CLIENT will reimburse reasonable parking expenses at actual cost when incurred during the performance of services while on official company business for the trip.</p>
<p><b>F. Tolls and Fees:</b> CLIENT will reimburse reasonable transportation-related tolls and fees at actual cost when incurred during the performance of services while on official company business for the trip.</p>
<p><b>G. Non-Allowable Expenses:</b> CLIENT will not reimburse expenses related to family members, personal items, charitable contributions, or any other costs not specifically identified in this schedule as reimbursable.</p>