

Emergency Operations Plan EOP

Section 1: Basic Plan

Foreword

This Emergency Operations Plan (EOP) is an all-hazards plan developed to address the County's unique natural, technological, and human-caused hazards potential. It describes the system that the County will use to prevent, prepare for, respond to, and recover from an emergency or disaster. Additionally, it identifies and assigns specific areas of responsibility for coordinating resources to these types of events. The EOP is intended to be consistent with the National Incident Management System (NIMS) and the National Response Framework (NRF) and utilizes the FEMA Comprehensive Planning Guide (CPG 101) concepts for guidance that follow an Emergency Support Functional format.

The County emergency management program is delegated the responsibility and authority to respond to emergencies and disasters by the Emergency Management Director (County Administrator) via the [Commonwealth of Virginia Emergency Services and Disaster Laws of 2000](#), as amended. All agencies and organizations assigned responsibility under the EOP will maintain a level of preparedness to support its implementation, including establishing written policies and procedures, training personnel, and participation in emergency exercises. The EOP is considered a living document that is continuously reviewed and revised to reflect lessons learned during incident response or exercise training. Stakeholders should direct comments, edits, and questions to the emergency management program. This plan supersedes any previously issued EOP by the County.

Approval and Implementation

The Code of Virginia, §44-146.19, powers and duties of political subdivisions, requires each local jurisdiction and inter-jurisdictional agency to prepare and keep a current local emergency operations plan. Every four years, each local agency will conduct a comprehensive review and revision of its emergency operations plan to ensure that the plan remains current, and the locality's governing body shall formally adopt the revised plan.

RESOLUTION



Action:

BOARD OF SUPERVISORS

January 24, 2024

REGARDING THE ADOPTION OF THE 2023 REGIONAL HAZARD MITIGATION PLAN AND THE 2024 FREDERICK COUNTY EMERGENCY OPERATIONS PLAN

WHEREAS, the Board of Supervisors is charged with safeguarding the health, welfare, and safety of the general public; and

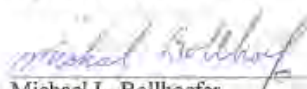
WHEREAS, draft versions of the 2023 Regional Hazard Mitigation Plan and the 2024 Frederick County Emergency Operations Plan have been prepared and presented to the Board of Supervisors; and

WHEREAS, the Board of Supervisors finds the draft 2023 Regional Hazard Mitigation Plan and the draft 2024 Frederick County Emergency Operations Plan documents to be complete and ready for use by elected officials and staff of Frederick County.

NOW, THEREFORE, BE IT RESOLVED by the Frederick County Board of Supervisors that the 2023 Regional Hazard Mitigation Plan and the 2024 Frederick County Emergency Operations Plan documents are hereby adopted and in effect on this 24th day of January 2024 by the following recorded vote:

Josh E. Ludwig, Chairman	Aye	John F. Jewell	Aye
Robert W. Wells	Aye	Judith McCann-Slaughter	Aye
Heather H. Lockridge	Aye	Blaine P. Dunn	Aye
Robert T. Liero	Aye		

A COPY ATTEST


Michael L. Bollhoefer
Frederick County Administrator

Res. No. 046-24

Record of Distribution

Agency/Department	Recipient and Title	How Distributed (Electronic or Hardcopy)
All County Departments	Department Heads	Electronic/Webpage
Virginia Dept. of Health	Olivia Watson	Electronic

Table of Contents

Section 1:.....	i
Basic Plan.....	i
Foreword	ii
Approval and Implementation	iii
Record of Changes.....	iv
Record of Distribution	v
Table of Contents	vi
Construct of the Plan	1
Purpose.....	2
Scope	2
Vision, Mission, Strategic Goals, and Objectives	2
Plan Development, Maintenance, and Distribution.....	3
Authorities and References	4
Victim Services Reporting.....	5
Situation Overview.....	6
Hazard Analysis.....	9
Planning Assumptions	10
Concept of Operations (CONOPS)	11
Organization and Assignment of Responsibilities	16
EOP and EOC Activation and Operations.....	21
Incident Management Actions.....	24
Communications.....	31
Resource Management	33
Emergency Support Functions.....	36
Organizational Structure of the EOC.....	40
Training	50
Appendix 1-1: Succession of Authority	53
Appendix 1-2: Sample Declaration of Local Emergency	54
Appendix 1-3: Sample County Order to Terminate Local Emergency	55
Appendix 1-4: Sample to Restrict, Allocate, Regulate Activities and Commodities.....	56
Appendix 1-5: National Incident Management Compliance Resolution	58
Appendix 1-6: List of Acronyms	59
Appendix 1-7: Glossary of Key Terms	62

Construct of the Plan

This EOP is organized to align with the operational structure and makeup of the County's overall emergency management program. The plan encompasses all organizations, agencies, departments, and individuals with responsibilities defined. It provides general information and specific operational roles and responsibilities for select EOC sections, branches, and Emergency Support Functions (ESFs). Successful understanding of Appendix 1-6: List of Acronyms and Appendix 1-7: Glossary of Key Terms will assist the reader when navigating the EOP. The entire EOP consists of four sections:

Base Plan

The Base Plan describes the processes to integrate resources of the federal, state, and local governments, the private sector, and non-governmental organizations (NGOs) in response to and recovery from natural, human-caused, and technological threats or hazards. The Base Plan includes planning assumptions, roles and responsibilities, Threat and Hazard Identification and Risk Assessments (THIRA), concept of operations, incident management actions, and plan administration and maintenance instructions.

The Base Plan also describes how services are provided by governmental agencies, resource mobilization, activation methods, responding, carrying out emergency operations, and information regarding mutual aid. The Appendices of the Base Plan include sample Emergency Declaration forms, the NIMS Compliance Resolution, Acronyms, and a Glossary of Key Terms.

Emergency Support Function Annex

The ESF Annex identifies the County lead and support agencies for each function describes expected mission execution for each emergency management mission area, and identifies tasks assigned to ESF members.

Support Annex

The Support Annex describes the framework through which the locality executes common emergency management program strategies. These actions are not specific to any particular hazard but may be common practice for all types of hazards.

Incident Specific Annex

The Incident Specific Annex describes the policies, situation(s), concept of operations, and responsibilities for specific incidents/hazards likely to affect the County and contains any special or unique plans or actions to mitigate an event.

Purpose

The purpose of the EOP is to direct actions intended to preserve life and protect property from further destruction in an emergency. The overall plan establishes an emergency organization to direct and control operations by assigning responsibilities to specific entities during the emergency. Essential entities utilize all available resources when mitigating against, preparing for, responding to, and recovering from a natural or human-caused emergency.

Scope

The EOP was developed to establish a framework through which the County prevents, protects, prepares for, responds to, recovers from, and mitigates the impacts of natural, technological, and human-caused disasters and emergencies that could adversely affect the health, safety, or general welfare of residents and visitors of the County. The EOP does NOT develop logistics, techniques, methodologies, or implementation strategies or components of organization procedural manuals.

The EOP applies to all County departments and external stakeholders that may be requested to provide assistance or conduct operations before, during, or after actual or potential incidents. In carrying out the provisions of the EOP, departments shall utilize the services, equipment, supplies, and facilities of existing departments, offices, and agencies of the County and its political subdivisions to the maximum extent practicable. The development of Standard Operating Procedures (SOPs) and Standard Operating Guidelines (SOGs) are the responsibility of each primary ESF agency. All departments and external stakeholders are directed to cooperate and extend needed services and facilities to the County.

This document and its associated annexes are designed to cover all five mission areas of emergency management described in the National Response Framework (NRF). These mission areas include prevention, protection, response, recovery, and mitigation. Each mission area overlaps another, as emergency management activities can occur in specific phases, in any combination, and may repeat. In addition, the EOP is a compilation of emergency information considered necessary to address the types of incidents that could affect the County. Information necessary to respond to particular threats and hazards is contained in the Incident Specific Annex to this plan.

Vision, Mission, Strategic Goals, and Objectives

Vision

Through effective emergency management practices, create a safe community that is resilient to disaster by fostering public awareness and valuable partnerships.

Mission

To provide a safe and resilient County through communication, coordination, and collaboration for protecting lives, property, and the environment by using the whole community approach of preparing, planning, mitigating, responding to, and recovering from disaster.

Strategic Goals and Objectives

Strategic Goal 1

Build a Culture of Preparedness by promoting the idea that everyone should be prepared when a disaster strikes. The emergency management program will focus on preparing and engaging residents, schools, partners, and county agencies in disaster preparedness by identifying and communicating risks, fostering partnerships, and focusing on investments to build and sustain capabilities to reduce disaster risk.

- Promote community preparedness for disasters
- Identify and communicate disaster risk
- Build and sustain community partnerships
- Improve community resilience to disaster

Strategic Goal 2

Ensure Readiness to Respond builds on preparedness activities from Strategic Goal 1 and focuses on enhancing readiness to respond to disasters. The readiness of our community depends on emergency management professionals who can effectively coordinate disaster response activities and deliver consistent emergency services. The emergency management program will focus on building a competent incident workforce through training and exercises, improving continuity of operations through planning, and ensuring continuous situational awareness and a common operating picture.

- Build and sustain a competent incident response workforce
- Improve continuity of operations and resilient communication systems
- Enhance situational awareness and common operating picture

Strategic Goal 3

Standardize the Emergency Management program promotes the standardization of the emergency management program by developing plans, policies, and procedures consistent with national standards, updating local resource management procedures, and ensuring disaster recovery plans and procedures are in place.

- Improve records management policies and procedures
- Document local resource management practices and incident personnel training standards
- Align the emergency management program with national standards
- Develop disaster recovery plans, policies, and procedures

Plan Development, Maintenance, and Distribution

The EOP has the full force and effect of the law as promulgated by the County Director of Emergency Management. Per the [Commonwealth of Virginia Emergency Services and Disaster Law of 2000](#), an effort has been made for the EOP to coordinate emergency management plans with federal, state, and other local plans to the greatest extent possible. Therefore, the EOP provides an integrated and coordinated local, state, regional, federal, and Non-Governmental Organizations (NGO) response that is always in effect with elements implemented at any level and at any time. Additionally, this plan builds on the [Northern Shenandoah Valley Region Multi-Jurisdictional Hazard Mitigation Plan](#).

A collaborative planning process was utilized during plan development with active solicitation of input and feedback from departments and agencies with assigned roles and responsibilities. The plan is a living document and will be reviewed annually, as well as after each use, to include training, exercise, or significant event by the Emergency Management Coordinator, or designee. Re-adoption of the plan by the Board of Supervisors will occur every four years or earlier if significant changes are made. The plan is considered an essential record and will be maintained in accordance with the Library of Virginia.

The plan will be distributed to each department and agency with an assigned role or responsibility in both a soft and hard copy format. The emergency management program will maintain a master hard copy. Additionally, the plan will be posted to the County website for review by residents, organizations, business owners, and visitors.

Authorities and References

The following authorities and references constitute the statutory and operational basis for response to a significant event within the County:

Federal

- The Federal Civil Defense Act of 1950, Public Law 81-920, as amended,
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-388, as amended;
- The Disaster Mitigation Act of 2000, Public Law 106-390;
- The Intelligence Reform and Terrorism Protection Act of 2004, Public Law 108-458, Section 7302;
- “Emergency Management and Assistance,” Code of Federal Regulations, Title 44;
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003:
 - National Response Framework (NRF), current edition;
 - National Incident Management System (NIMS), current edition;
- Homeland Security Presidential Directive 8, National Preparedness, March 30, 2011;
- Superfund Amendments and Reauthorization Act (SARA, Title III); and
- Comprehensive Preparedness Guide (CPG) 101.

Commonwealth of Virginia

- Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, Sections 44-146.13 to 44-146.28:1 Code of Virginia, as amended;
- “Virginia Post Disaster Anti-Price Gouging Act,” Sections 59.1-525 to 59.1-529 Code of Virginia;
- Title 32.1, Section 48.05 to 48.017 Code of Virginia;
- Commonwealth of Virginia, Office of the Governor, Executive Order Number Four (2002), Delegation of Governor’s Authority to Declare a State of Emergency and to Call the Virginia National Guard to Active Service for Emergencies or Disasters;
- Commonwealth of Virginia, Office of the Governor, Executive Order Number Sixty-Five (2004), Promulgation of the Commonwealth of Virginia Emergency Operations Plan;
- Commonwealth of Virginia, Office of the Governor, Executive Order Number Sixty-Nine (2004), Virginia Secure Commonwealth Initiative;
- Commonwealth of Virginia, Office of the Governor, Executive Order Number One Hundred and Two (2005), Adoption of the National Incident Management System and Use of the National Preparedness Goal for Preventing, Responding to, and Recovery from Crisis Events in the Commonwealth; and

- The Commonwealth of Virginia Emergency Operations Plan.

Local

- Frederick County Code of Ordinances;
- Local Emergency Planning Committee (LEPC) by-laws;
- SARA-Title III Emergency Response Plan of Winchester & Frederick County;
- Resolution by the Board of Supervisors adopting the Statewide Mutual Aid for Emergency Management, October 25, 2000;
- Resolution by the Board of Supervisors adopting the Northern Shenandoah Valley Region Multi-Jurisdictional Hazard Mitigation Plan, February 13, 2019;
- Resolution by the Board of Supervisors adopting the National Incident Management System, March 9, 2005.

Victim Services Reporting

In accordance with the Code of Virginia § 44-146.19E, the Virginia Department of Criminal Justice Services (DCJS) and the Virginia Criminal Injuries Compensation Fund shall be contacted immediately to deploy assistance in the event of an emergency as defined in the emergency response plan when there are victims as defined in § 19.2-11.01. DCJS has developed an online reporting form that can be accessed at: <https://www.dcjs.virginia.gov/victims-services/report-campus-local-emergency>.

VA Department of Criminal Justice Services

Julia Fuller-Wilson

- During office hours: (804) 371-0386
- After hours: (804) 840-4276
- vacrisisresponse@dcjs.virginia.gov

Virginia Victims Fund (officially the Criminal Injuries Compensation Fund)

Kassandra Bullock, Director

- During office hours: (804) 367-1018

Leigh Snellings, Assistant Director

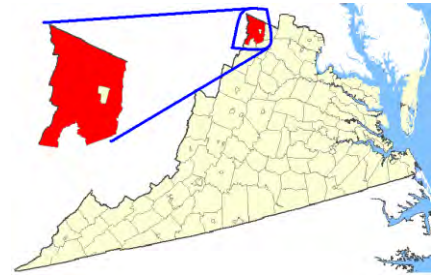
- During office hours: 1-800-552-4007

It is recommended that DCJS be contacted first and contact Va. Victims Fund on behalf of the entity experiencing the emergency. There is also a web-based form available on the DCJS website: <https://www.dcjs.virginia.gov/victims-services/report-campus-local-emergency>. The form is available as another option for reporting an emergency.

Situation Overview

Geography

The County is located in the northwestern most portion of the Shenandoah Valley in Virginia. The County is located approximately 75 miles due west of Washington, D.C., in the northernmost portion of the Shenandoah Valley in Virginia (39°11'4.503 N latitude and 78°9'46.735W longitude). The Blue Ridge Mountain range protects the valley to the east, and the Appalachian Mountains range to the west with terrain ranges from 375 feet in elevation, to 2840 feet in elevation. Average temperatures in the summer are 85 degrees, with winter lows of 23 degrees. The County's political boundary is 416 square miles and is surrounded by Clarke County to the East, Warren, and Shenandoah Counties to the South, Hardy and Hampshire Counties in West Virginia to the West and Morgan and Berkeley Counties in West Virginia to the North, while completely encompassing the City of Winchester.



Government

Governance is provided by a Board of Supervisors/County Administrator form of government with a hierarchy of leaders that manage the various departments and divisions. The County falls within the Virginia Department of Emergency Management (VDEM) Region 2 and the Federal Emergency Management Agency (FEMA) Region III.

Economy

The per capita income of residents is \$39,429, with a median household income of \$84,317. Thus, 7.5% of the population is below the poverty level. The largest employer industry is healthcare, followed by, education, call-centers, and e-commerce warehousing (as reported by the Frederick County Economic Development Authority).

Demographics

Population and Growth Rate

The County's official estimated population as of July 1, 2022, was 95,051. Based upon the 2020 estimates released by the Weldon Cooper Center dated January 30, 2023, the County appears to be growing at a 10-year rate of 8.0%, up from the 9-year rate of 7.5% last year. By comparison, the statewide growth rate between the April 2010 Census Data and July 2020 was 7.3%, and the average growth rate among other counties was only 5.5%. Frederick County and the City of Winchester continue to be the growth engines in the northern Shenandoah Valley. Our metro growth rate was 13%, and the City's 8% growth rate matches the overall growth rate for the Northern Shenandoah Valley Region. The less than 1% annual growth rate that the County is experiencing remains consistent with what was projected for planning purposes and represents a sustainable growth rate (Weldon Cooper Population Estimates 2020).

Age

Of the County's 95,051 population, the age breakdown is 5.6% under the age of 5 years, 16.8% between 5 and 19 years, 5.3% between 20-24 years, 12.2% between 25-34 years, 25.5% between 35-54 years, 13.8% between 55-64 years, and 19.1% over 65 years, with 49.9% of the total being female.

Education

Among the County's institutions of higher learning is the private school of Shenandoah University and the Lord Fairfax Community College. The Frederick County Public School System consists of 3 high schools, 4 middle schools, and 12 elementary schools. Frederick County Public Schools also offer a Technical School and an alternative education program for those who need unique special education programs. High school graduates constitute 88.4% of the population, with 27.6% graduating from college.

Language

English is the spoken language for 89.3% of the population, with Spanish accounting for 10.1% and .6% for various other languages. Frederick County Public Schools report 24 non-English languages being spoke within the school system. Foreign-born residents make up approximately 6.9%.

Health Care System

The Valley Health System (VHS) is the largest employer in the County and the headquarters of this regional healthcare system. With six regionalized hospitals, the Winchester Medical Center (WMC) located in the City of Winchester provides:

- 495-bed regional referral facility;
- Level III NICU;
- Level II Trauma Center;
- Advanced Primary Stroke Center;
- Chest Pain Center;
- Level 4 Epilepsy Center;
- Cancer Center;
- Two local Urgent Care Facilities; and
- Medical Transport Services

Major Highways and Evacuation Routes

The Shenandoah Valley is considered an area of refuge for incidents affecting the Northern Virginia Capital Region, coastal Virginia, and the North Anna Power station. The following are the major roadways that lead to Frederick County in all directions:

- Interstate 81 (north-south);
- Interstate 66 (east-west);
- US 50 (east-west);
- US 11 (north-south);
- US 522 (northwest-southeast);
- VA Primary 7 (east); and
- VA Primary 37 (western bypass).

Airport

The Winchester Regional Airport (KOKV) is located within Frederick County. Airport governance is conducted through an authority consisting of principals from Winchester, Frederick, Clarke, Warren, and Shenandoah Counties. The airport operates as a non-towered terminal in Class G of the national airspace. Principal vehicular access to the airport is from State Route 522 South to State Route 645 (Airport Road) from the west or State Route 50 to Airport Route from the east.

Public School System

An elected board and a superintendent govern the Frederick County Public School System (FCPS) system (K-12). Twenty-one (21) schools are strategically located throughout the County.

- Apple Pie Elementary School
- Armel Elementary School
- Bass-Hoover Elementary School
- Evandale Elementary School
- Gainesboro Elementary School
- Greenwood Mills Elementary School
- Indian Hollow Elementary School
- Jordan Springs Elementary School
- Middletown Elementary School
- Orchard View Elementary School
- Redbud Run Elementary School
- Stonewall Elementary School
- Admiral Richard E. Bryd Middle School
- Frederick County Middle School
- James Wood Middle School
- Robert E. Aylor Middle School
- James Wood High School
- Millbrook High School
- Sherando High School
- Dowell J. Howard Center
- Northwestern Regional Educational Programs

Railroads

CSX and Norfolk Southern railroad bisect the eastern side of the County from north to south, carrying lumber, sand, and liquid propane commodities. Spurs running east to west facilitate the movement of mining materials from Gore to the City of Winchester City Limits through the Western side of the County.

Roads and Bridge Infrastructure

The Shawneeland Sanitary District owns and maintains approximately 50 miles of roads within the Sanitary District. All other County roads and bridge infrastructure are owned and maintained by the Virginia Department of Transportation (VDOT).

Drinking Water and Wastewater Services

Frederick Water has the purpose of acquisition, construction, operation, and maintenance of: (a) an integrated water system for securing raw water, treating, supplying, and distributing water in Frederick County; and, (b) an integrated sewer system for the collection, transmission, treatment of wastewater, and its discharge into appropriate bodies of water in Frederick County. Frederick Water provides water and sewer services within the area designated as the Sewer and Water Service Area (SWSA). The SWSA is adopted by the Board of Supervisors as a component of the County's 2035 Comprehensive Plan. In 2020, Frederick Water processed an average of 6.5 mgd (million gallons per day) of water and wastewater. Frederick Water currently has over 17,000 water and sewer services customers, which includes residential, commercial, and industrial users. (Frederick Water Emergency Response Plan, 2021)

Electric Power

Shenandoah Valley Electric Cooperative (SVEC) is a Touchstone Energy Cooperative representing a nationwide alliance of more than 680 local, consumer-owned electric cooperatives in 46 states. Touchstone Energy is an alliance of consumer-owned electric cooperatives dedicated to providing reliable, high-quality service at competitive prices. Over 20,000 meters are installed within the County serving residential and commercial facilities.

Rappahannock Electrical Cooperative (REC) is a member-owned utility that provides electric service to nearly 170,000 connections in portions of 22 Virginia counties. Over 20,000 meters are installed within the County service residential and commercial facilities.

Natural Gas Service

Washington Gas and Light provides natural gas service to more than 1.2 million customers in the District of Columbia, Maryland, and Virginia. In addition, the company provides natural gas service throughout the County.

Floodplain

The National Flood Insurance Program (NFIP) is administered through the County's Planning and Development Department. Maps indicating low-lying flood areas and floodplains are located on the County's GIS web portal and hardcopy in the EOC. In addition, there are four flood-level sensors strategically located to monitor water levels and provide historical data for the County and NFIP.

Hazard Analysis

Hazards and threats unique to the County are identified in the [Northern Shenandoah Valley Region Multi-Jurisdictional Hazard Mitigation Plan](#). The plan analyzes the threats and hazards that the County could potentially face based on specific probable scenarios. This document is then used to develop plans that support the County's preparedness for the worst probable scenario for a given hazard.

The hazard mitigation plan document is utilized during the planning process to inform stakeholders and planning committee members of the threats and hazards that could affect the County and the potential impacts and effects of those hazard events. High-frequency or high-consequence threats and hazards may necessitate additional planning requirements with the creation of incident-specific annexes or the involvement of subject matter experts. The following natural, technological, and human-caused hazards have been identified as potential risks for the County that may require special planning and activation of the EOP:

Natural Hazards	Technological Hazards	Human-Caused Hazards
<ul style="list-style-type: none">• Disease Outbreak• Drought• Earthquake• Epidemic• Flooding• Hurricane• Tornado• Wildland Fire• Winter Storm	<ul style="list-style-type: none">• Dam Failure• HAZMAT Release• IT Infrastructure• Power Failure• Transportation Accident• Urban Conflagration	<ul style="list-style-type: none">• Civil Disturbance• Cyber Events• School Violence• Terrorism• Mass Evacuation

Planning Assumptions

As a basis for knowledge and operations, the following are assumptions that the emergency management program and stakeholders should understand when planning and responding to emergency incidents:

- Nothing in this EOP alters or impedes the ability of federal, state, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives;
- The County will commit all available resources to save lives, minimize property and environmental damage, and conduct emergency response and recovery operations, while working to establish and maintain direction and control through the EOC, when activated;
- Incidents begin and end at the local level and are typically managed at the lowest possible government level;
- An emergency situation may escalate quickly and require the rapid mobilization and reallocation of available resources. The situation may even overwhelm the local resources and capabilities, requiring mutual aid assistance from outside agencies and organizations
- Emergencies of various types, sizes, intensities, and durations may occur within or near the jurisdictional boundaries of the County with or without warning. These emergencies can develop into disasters that affect the safety, health, and welfare of the population and cause damage or destruction to private and public property as well as the environment;
- This plan has been developed to address all hazards that threaten the County by providing the response framework and guidance for any emergency or disaster situation that occurs. The organization and concept of operations allows flexibility and discretion through command and control of the incident, using the concepts of ICS and managed in accordance with NIMS;
- The County must continue to function throughout a disaster or emergency situation. Depending upon the scope and magnitude of the incident, concurrent implementation of Continuity of Operations Plan (COOP)/Continuity of Government (COG) operations may be necessary. All County departments will maintain current COOPs;
- County departments may be required to respond on short notice and at any time of the day or night to provide effective and timely assistance. It is the responsibility of each department to ensure staff and assets are trained, prepared, and available to respond;
- During emergency situations, capabilities to respond to collateral and unrelated emergency situations must be maintained, further impacting availability of resources for the emergency incident;
- Preparedness activities are a critical component of emergency management. Achieving and maintaining effective citizen and community preparedness reduces the immediate demands on response organizations. Community preparedness requires the County to engage in continual and ongoing public awareness and education programs to ensure residents and businesses will take appropriate advance actions to reduce their vulnerability and increase their readiness for emergency situations;
- Emergency preparedness is everyone's responsibility. Residents, business owners and government staff should all understand their personal preparedness responsibilities and be educated on how to appropriately prepare for maintaining self-sufficiency in an emergency situation for at least 72 hours;
- The effects of a disaster, emergency, or event can extend beyond County boundaries, in which case many other areas of the Commonwealth will experience casualties, property loss, and disruption of normal life support systems;
- Residents and communities will compete for scarce resources, and widespread power and communications outages may require the use of alternate methods of providing public information and delivering essential services. Communications will be problematic due to demands exceeding capacities;

- All County departments and agencies will support the EOP to the level of their abilities, resources, and expertise;
- Different categories of critical infrastructures, such as medical facilities, electrical substations, and sewer lift stations, have been identified and are recorded by address and geographic latitude, and longitude and maintained at the County EOC; and
- The Local Capability Assessment for Readiness (LCAR) document is a resource that summarizes the jurisdiction's prevention, protection, response, or recovery capabilities involving defined hazards. It is updated annually and provides a snapshot of the jurisdiction's preparedness capabilities and limitations, resources, and is a basis for developing training, acquiring equipment, or defining personnel needs.

Concept of Operations (CONOPS)

The emergency management program is the County's 24-hour "crisis monitor." As emergency situations threaten to occur, the County Emergency Management Coordinator may facilitate evaluation and incident planning and possible EOC activation and implementation of emergency functions and resources. Certain near instantaneous events may trigger immediate, full EOC activation. The EOC is the key to successful response and recovery operations. With decision and policymakers located together, personnel and resources can be used efficiently. Coordination of activities will ensure that all tasks are accomplished and minimize duplication of efforts.

The coordination responsibilities to manage incidents within the County are designed to enable the execution of the EOP through the local government with the appropriate departments and agencies and integrate into State, Federal, non-governmental organizations, and the private sector for a comprehensive approach to incident management. The following concepts of operations shall specifically apply:

- The [Commonwealth of Virginia Emergency Services and Disaster Law of 2000](#), as amended, provides that emergency services organizations and operations will be structured around the existing constitutional government. The County's organization for emergency operations consists of existing government departments, non-governmental and private sector emergency response organizations;
- The County emergency management program's hierarchy consists of the Director of Emergency Management (County Administrator), Emergency Management Coordinator (Fire Chief), and Deputy Emergency Management Coordinator (Fire Chief's designee). The emergency preparedness program's day-to-day activities are delegated to the Emergency Management Coordinator. In conjunction with the Emergency Management Coordinator, the Deputy Emergency Management Coordinator will direct and control emergency operations in times of emergency and issue directives to other services and organizations concerning disaster preparedness and response. The County Administrator's Office, in collaboration with the Public Information Officer (PIO), is responsible for all emergency public information;
- The emergency management program day-to-day activities include developing and maintaining the EOP and other planning documents, maintaining the County EOC in a constant state of readiness, and other responsibilities outlined in local and state regulations;
- The County must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the local, regional, state, or federal government.
- All appropriate, locally available resources should be fully committed before requesting assistance from the state. Requests for assistance will be made to the VEOC directly, through the Region 2 VDEM Coordinator or indirectly through WebEOC;
- With support from designated local officials, the Directors and Coordinators of Emergency Management will exercise direction and control from the EOC during disaster operations.

This may include the issuance of orders to evacuate large areas or other protective actions;

- At a minimum, all persons functioning in the EOC shall be trained to the appropriate level per the adopted County's NIMS Compliance Plan. Other specific training associated with respective functions shall be considered;
- Department and division leaders will develop and maintain detailed emergency plans and SOPs necessary for their respective areas of responsibility. These plans will include the identification of resources necessary to execute their plans effectively;
- Department leaders will establish a COOP plan that is specific to their respective areas of responsibility and coincides with the County Continuity of Government (COG) found in Section 3: Support Annex 3-1 of the EOP;
- All agencies will continue to be responsible for protecting and preserving vital records essential for the COG;
- Accurate records of disaster-related expenditures will be maintained in accordance with policies and procedures established by the Finance Director or their designee. All disaster-related expenses will be documented to provide a basis for reimbursement if federal or state disaster assistance is needed;
- The County Finance Department will create emergency project expense codes that allow the proper recording of disaster-related expenses;
- Emergency management program will submit disaster-related reports to the VEOC through WebEOC. These reports include:
 - Initial Damage Assessment Reports;
 - Daily Situational Reports; and
 - Requests for Assistance.
- Emergency assistance may be made available from neighboring jurisdictions in accordance with local mutual aid agreements or the Statewide Mutual Aid (SMA) agreement. Additionally, emergency resources may also be sent to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements or, in their absence, as directed by the Director of Emergency Management or their designee as necessary and feasible;
- Support by military units may be requested through the VEOC. Military forces will support and assist local responders and receive direction from the local Director of Emergency Management or their designated representative. This will include mission-type requests, including objectives, priorities, and other information necessary to accomplish the overall mission; and
- The County will assist disaster victims obtain post-disaster assistance, such as temporary housing and low-interest loans.

Concurrent Implementation of Other Plans

The EOP is the core plan for managing incidents and details the County coordinating structures and processes used. Other supplemental agency plans provide details on the authorities, response protocols, and technical guidance for responding to and managing specific contingency situations. In many cases, the local agencies manage incidents under these plans using their authority. These supplemental agency plans may be implemented concurrently with the EOP but are subordinate to the overarching core coordination structures, processes, and protocols detailed in the EOP.

FEMA Complexity Indicators

The Emergency Operations Plan is the framework by which the County will respond to events of high complexity or significant impact. The Emergency Management Coordinator is responsible for maintaining comprehensive situational awareness of all incidents that may increase in complexity/impact. Below is a framework of incident complexity adapted from the Federal

Emergency Management Agency Incident Complexity Guide and is provided for reference, beginning with the least complex incident, a Type 5 incident.

	Incident Indicators	Examples
Type 5	<ul style="list-style-type: none"> • Incident shows no resistance to stabilization or mitigation • Incident objectives typically met within one or two hours once resources arrive on scene • Minimal effects to population immediately surrounding the incident; few or no evacuations needed during mitigation • No adverse impact on critical infrastructure and key resources (CIKR) • Elected/appointed governing officials and stakeholder groups require little or no interaction and may not need notification • Conditions or actions that caused the original incident do not persist; as a result, there is no probability of a cascading event or exacerbation of the current incident 	<p>Type 5 incidents and exercises can include a vehicle fire, a medical response to an injured/sick person, or a high-risk felony traffic stop.</p> <p>Planned events can include a 5K or 10K road race.</p>
Type 4	<ul style="list-style-type: none"> • Incident shows little resistance to stabilization or mitigation • Incident objectives typically met within several hours once resources arrive on scene • Incident may extend from several hours to 24 hours • Limited effects to population surrounding incident; few or no evacuations necessary during mitigation • Incident threatens, damages, or destroys a minimal number of residential, commercial, cultural or environmental properties • CIKR may suffer adverse impacts, but mitigation measures are uncomplicated and can be implemented within 24 hours • Elected/appointed governing officials and stakeholder groups require little or no interaction, but they may need to be notified • Conditions or actions that caused the original incident do not persist; as a result, there is little to no probability of a cascading event or exacerbation of the current incident 	<p>Type 4 incidents and exercises can include a barricaded suspect, a hazardous materials (HAZMAT) spill on a roadway or waterway, a large commercial fire, or a localized flooding event affecting a neighborhood or subdivision.</p> <p>Planned events include single-day events with a smaller attendance and limited resources deployed.</p>
Type 3	<ul style="list-style-type: none"> • Incident shows some resistance to stabilization or mitigation • Incident objectives typically not met within the first 24 hours after resources arrive • Incident may extend from several days to one week • Population within and immediately surrounding incident area may require evacuations during mitigation • Incident threatens, damages, or destroys residential, commercial, or cultural properties • CIKR may suffer adverse impacts, and mitigation actions may extend into multiple operational periods • Elected/appointed governing officials and stakeholder groups require some level of interaction 	<p>Type 3 incidents and exercises can include a tornado that damaged a small section of the County; HAZMAT leak requiring evacuation of a neighborhood or section of a community; an active shooter; a sink hole; a water main break; a Category 1 or 2 hurricane; or a small aircraft crash in a populated area.</p> <p>Planned events include those that are multi-day, have a large attendance or require a large</p>

	<ul style="list-style-type: none"> • Conditions or actions that caused the incident may persist; as a result, there is some possibility of a cascading event or exacerbation of the current incident 	<p>deployment of resources to support.</p>
<p>Type 2</p>	<ul style="list-style-type: none"> • Incident shows high resistance to stabilization or mitigation • Incident objectives typically not met within the first several days • Incident may extend from several days to two weeks • Population within and surrounding the general incident area are affected and may require evacuation during mitigation • Incident threatens damages, or destroys residential, commercial, and cultural properties • CIKR may suffer adverse impacts, including destruction, and mitigation actions may extend into multiple operational periods, requiring considerable coordination • Elected/appointed governing officials, political organizations, and stakeholder groups require a moderate level of interaction • Incident has resulted in external influences, has widespread impact, and involves political and media sensitivities requiring comprehensive management • Conditions or actions that caused the original incident may persist, so a cascading event or exacerbation of the current incident is likely 	<p>Type 2 incidents and exercises can include a tornado with damage to an entire section of a county, city, village, or town; HAZMAT leak requiring a several-days-long evacuation of an entire section of town; a wildland fire in an area with numerous residences, requiring evacuations and several days of firefighting to bring under control; or a river flooding event affecting an entire section of town, with continued precipitation anticipated.</p> <p>Planned events can include a VIP visit, a large demonstration or strike, or a large concert.</p>
<p>Type 1</p>	<ul style="list-style-type: none"> • Incident shows high resistance to stabilization or mitigation • Incident objectives cannot be met within numerous operational periods • Incident extends from two weeks to over a month or longer • Population within and surrounding the region or state where the incident occurred is significantly affected • Incident threatens, damages, or destroys significant numbers of residential, commercial, and cultural properties • Incident damages or destroys numerous CIKRs; mitigation extends multiple operational periods and requires long-term planning and extensive coordination • Evacuated and relocated populations may require sheltering and housing for weeks or months • Elected/appointed governing officials, political organizations, and stakeholder groups require a high level of interaction • Incident has resulted in external influences, has widespread impact, and involves political and media sensitivities requiring comprehensive management • Conditions or actions that caused the original incident still exist, so a cascading event or exacerbation of the current incident is likely 	<p>Type 1 incidents and exercises can include a tornado with damage or destruction to an entire community; a multi-level terrorist attack; a Category 3, 4, or 5 hurricane; a pandemic; a large wind-driven wildland fire threatening the entire town, causing several evacuations and destroying many homes, businesses, and critical infrastructure assets; or a widespread river flooding event in town, with continued precipitation anticipated.</p> <p>Planned events could include a political convention, the Super Bowl, the World Series, or a presidential visit.</p>

Continuity of Government

The local government does not stop for a disaster as essential functions and services are still required during an emergency. Depending on the size and severity of the emergency, several departments or the entire County government may be involved in the disaster operations. The County takes an all-hazards approach and established guidelines for addressing three types of disruptions to services:

- Loss of use to critical facilities;
- Loss of services due to a reduction in the workforce; or
- Loss of services due to equipment or systems failure.

Each department should develop and maintain a COOP and be prepared within 12-hours of activation to relocate operations or operate in a virtual setting to continue essential functions. The majority of the County's COG plan (see Section 3: Support Annex 3-1) lies within each department's developed COOP as emergencies having varying degrees of severity. All departments may not be involved in the response recovery. Each department will determine what is needed to continue providing essential functions and services during an emergency. COOP is considered good business practice and includes the following objectives:

- Ensures the continuous performance of any agency's essential functions, operations, and services during an emergency;
- Protects essential facilities, equipment, vital records, and other assets;
- Reduces or mitigates disruptions to operations; and
- Achieves a timely and orderly recovery from an emergency and resumption of full service to customers.

Equity and Inclusion Emergency Management Practices

The County is committed to achieving and fostering a whole community emergency management system inclusive of all individuals. It ensures that such plans are applied equitably, and that minority and vulnerable communities' needs are met during emergencies. Through coordination with community-based organizations, service providers, government programs, and individuals with disabilities and access/functional needs, meaningful partnerships have been developed that enable the County to create, support, and sustain an inclusive emergency management system. The County remains current in understanding all local, state, and Federal laws regarding serving diverse communities. Diversity includes, but is not limited to, communities of:

- Low income;
- Color;
- Rural;
- Immigrant;
- LGBTQ+;
- Disability;
- Aging population;
- Non-speaking;
- Limited English proficiency; or
- Limited health literacy

Local Emergency Operations Center

The EOC is the central point for emergency management operations. Coordination and supervision of all services will be through the EOC manager and Section Chiefs to provide for the most efficient management of resources. During emergency situations, certain agencies will be required to relocate their center of control to the EOC. During large-scale emergencies, the EOC will become the seat of government for the duration of the crisis.

The emergency management program will maintain an “always live” EOC to direct operations in times of emergency. A combination of a physical and virtual EOC or entirely virtual may be

necessary when physical locations are not accessible, or personnel cannot respond in person. The primary EOC is located in the Public Safety Building at 1080 Coverstone Drive Street, Winchester, Virginia. The County maintains equipment and supplies (EOC-in-a-Box) for mobile deployment should the primary EOC not be available. Designated backup EOCs may be established at:

- Round Hill Community Volunteer Fire and Rescue, 150 Corporate Way, Winchester, Virginia;
- City of Winchester Public Services Building, 301 E. Cork St., Winchester, Virginia

Virginia Emergency Operations Center (VEOC)

The VEOC serves as the central point of coordination for state-level emergency management and response activities. The Virginia Emergency Support Team (VEST) manages the VEOC as the Primary Agency for ESF-5 Emergency Management. The Director of the VEST or their designee determines the appropriate activation level for the VEOC. The VEOC may be activated to coordinate state-level response to an emergency or in response to a large-scale planned event where state resources must be mobilized to ensure health and safety. The VEOC coordinates with the Governor's Office, FEMA Region 3, VDEM Regions, and the local EOCs. The VEOC is located at 7700 Midlothian Turnpike, North Chesterfield, VA 23235, and provides a location to:

- Analyze critical disasters or homeland security information;
- Support state ESFs and Support Agency (SA) operations;
- Support local community operations;
- Coordinate resource support;
- Ensure interagency cooperation;
- Provide public information through the Joint Information Center (JIC);
- Facilitate the decision-making process;
- Inform elected officials;
- Ensure flow of communications; and
- Complete other duties as determined by the specific hazard/incident.

Organization and Assignment of Responsibilities

In accordance with NIMS, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level. Reflecting the NIMS program and in alignment with the NRF, the EOP includes the following command and coordination structures:

- Incident Commander (IC);
- Command Post(s) (CP);
- Unified Command (UC);
- Area Command (AC) (if needed);
- Emergency Operations Center (EOC);
- Joint Field Office (JFO);
- Local Department of Emergency Management;
- Director of Emergency Management;
- Emergency Management Coordinator; and
- Multi Agency Coordination group (MAC).

The organizational structure of the EOC will follow a Hybrid Incident Command System (ICS) and Emergency Support Function (ESF) organization. This structure will give flexibility in fulfilling the necessary functions of the EOC as needed. General and specific responsibilities for key positions

that support County emergency operations are outlined below. In addition, responsibilities for organizations, which are not a part of local government, but support County emergency operations, are also included.

General Organization Responsibilities

General emergency management responsibilities for all levels of County government organizations and non-government organizations that support County emergency operations are:

- All employees of the County may be asked to assist with emergency operations as directed by the County Administrator, Emergency Management Coordinator, or their designee;
- Develop and maintain contact lists of personnel that your organization might require during an emergency;
- Ensure personnel have been trained to the required level of the NIMS Compliance Plan;
- Identify personnel that speak foreign languages and are willing to assist as interpreters during emergencies;
- Develop and maintain an updated line of succession to ensure timely, adequate, and appropriate 24/7 staffing and operational capabilities for your respective organization. Provide this list to the EOC when necessary for emergency operations;
- Develop and implement SOPs for the protection of County critical infrastructure from all hazards;
- Develop and implement internal SOPs to record emergency operational expenditures for local government records and possible reimbursement if funding becomes available;
- Plan for outside assistance and resources as a future need, and where appropriate, initiate mutual aid agreements through the County purchasing division;
- Familiarize all personnel within your organization with their emergency responsibilities and procedures regularly;
- Upon request, report to the EOC or provide a representative(s) as a 24/7 liaison for your organization;
- Be prepared to provide for individual and organizational administrative and logistical support for operating out of the EOC;
- Coordinate, record, and report to the Emergency Management Coordinator on all missions assigned and subsequent actions taken, and actions remaining during a disaster incident;
- All accidents and injuries involving County personnel and volunteers should follow the County Safety Policy and be reported immediately to the County Risk Officer during emergency operations.
 - Inform the County Administrator and Emergency Management Coordinator of any injuries or fatalities of County employees, volunteers, hired/temporary employees/contractors, and those that are unaccounted for, who are actively supporting County emergency operations, as soon as possible;
 - Department Safety Officers should submit a consolidated injury report of all County employees injured, died, or unaccounted to the County Administrator, Emergency Management Coordinator, and Human Resource Director.
- Inform the appropriate Director of any damages or destruction to County property:
 - Public Works Director: critical infrastructure, buildings and grounds, and other facilities;
 - Responsible Department Head: vehicles damaged, destroyed, or missing;
 - Emergency Management: Radio communication equipment damaged, destroyed, or missing;
 - I&S Director: IT or multimedia equipment damaged, destroyed, or missing; and
 - Finance Department: property damaged, destroyed, or missing.
- During recovery, return all organizational equipment to pre-emergency conditions and replenish organizational supplies;

- Participate in emergency management after-action reviews as requested by the Emergency Management Coordinator. And identify areas of improvement and modify plans, policies, guidelines, and procedures; and
- Annually review all plans, policies, procedures, and guidelines for changes or additions.

Elected Officials

The Board of Supervisors members and Constitutional officers elected by the County citizens have unique powers and authorities assigned to each seat as described in the Virginia and County Code. In addition, each of the elected officials not already identified in the ESF Annex may be asked by the Director of Emergency Management to engage directly in an incident's operations. This engagement may be in the form of resources, personnel, facilities, or guidance, as requested by the Director. Elected officers of the County include the Chairman At-Large, Board of Supervisors members, Clerk of the Circuit Court, Commissioner of the Revenue, Commonwealth's Attorney, Sheriff, and Treasurer. These authorities are responsible for:

- Protecting the lives and property of citizens;
- Supporting the local emergency management program;
- Appointing the local emergency manager/director;
- Adopting and promulgating the EOP pursuant to the process described in Title 44 of the Code of Virginia every four years;
- Actively participate in the delivery of public information messages as provided by the PIO;
- Endorsing a local emergency declaration pursuant to the process described in Title 44 of the Code of Virginia; and
- Trained to the required level of the NIMS Compliance Plan.

Director of Emergency Management

As per the Code of Virginia §44-146.19, powers and duties of political subdivisions, the County Administrator is considered the Director of Emergency Management for the County. This position declares and terminates local emergencies, authorizes emergency protective actions, determines the need to evacuate any endangered areas, exercises direction and control from the EOC during disaster operations, holds overall responsibility for maintaining and updating the EOP, manages and controls certain commodities and services, requests resources from other localities, authorizes the use of County facilities for alternative functions, and amends or suspends specific human resources policies. In addition, the Director:

- Appoints an Emergency Manager Coordinator, with the consent of the Board of Supervisors, to manage the day-to-day activities of the County emergency management program;
- Is responsible for coordinating local resources to address the full spectrum of actions to mitigate, prevent, prepare, respond, and recover from incidents involving all hazards, including terrorism, natural disasters, accidents, and other contingencies;
- Has authority to suspend local statutes and ordinances as necessary to reduce the impact on lives and property; and
- Provides leadership and plays a crucial role in communicating to the public.

Deputy Director of Emergency Management

The Deputy Director of Emergency Management will assume the role of the Director of Emergency Management when the director is unavailable or assigned to other duties during an event. The person that fills this role is the Deputy County Administrator and shall have the same duties and authority set forth for the Director of Emergency Management.

Emergency Management Coordinator

The Emergency Management Coordinator is appointed by the Director of Emergency Management, with the Board of Supervisors' consent, to carry out the County's emergency management day-to-day functions. Also, the Coordinator is:

- Responsible for the maintenance of the EOP;
- Ensures the Local EOC is in a constant state of readiness;
- Assumes specific duties in the absence of the Director of Emergency Management;
- Functions as the EOC Manager;
- Conducts training and exercises including but not limited to NIMS understanding, EOC Operations, EOP Familiarization, in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP);
- Completes and submits reports as required by the Commonwealth of Virginia and/or the Federal Government;
- Applies and manages Public Assistance requests;
- Assists the public with Individual Assistance requests;
- Researches and applies for grants as authorized;
- Coordinates Emergency Management practices and efforts with all County Departments and agencies;
- Functions in a collaborative effort on a regional and state level to facilitate interoperability through a cooperative effort;
- Engages community partners to build a "Whole Community" environment;
- Functions as a member of the Local Emergency Planning Committee (LEPC); and
- Assists in the coordination of the community volunteering programs as appropriate.

Deputy Emergency Management Coordinator

The Deputy Emergency Management Coordinator falls under the supervision of the Emergency Management Coordinator and, in their absence, assumes the day-to-day functions of the Emergency Management Program. The Deputy Coordinator:

- Ensures the Local EOC is in a constant state of readiness;
- Can function as the EOC Manager;
- Conducts training and exercises including but not limited to NIMS understanding, EOC Operations, and EOP Familiarization, in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP);
- Completes and submits reports as required by the Commonwealth of Virginia and/or the Federal Government;
- Assists in the management of Public Assistance requests;
- Assists the public with Individual Assistance requests;
- Researches and applies for grants as authorized;
- Coordinates Emergency Management practices and efforts with all County Departments and agencies;
- Functions in a collaborative effort on a regional and state level to facilitate interoperability through a cooperative effort;
- Engages community partners to build a "Whole Community" environment;
- Functions as a member of the Local Emergency Planning Committee (LEPC); and
- Assists in the coordination of the community volunteering programs as appropriate.

County Departments and Agencies

County departments and local agencies participate in the ESF structure as Branch Directors, Group Supervisors, primary departments, and support agencies, or as required to support incident management activities. In addition, they:

- Are the first responders to a disaster or assist as necessary;
- Develop and maintain a departmental COOP and SOPs representative of their areas of responsibility;
- Use their resources and equipment during emergencies and have operational control over managing those resources when required to respond to a disaster;
- Establish service contracts that identify gaps in local capabilities;
- Negotiate and maintain mutual aid agreements with outside agencies;
- Maintain records of disaster-related expenditures and appropriate documentation;
- Protect and preserve records essential for the continuity of government; and
- Establish and maintain a line of succession of key emergency personnel within their respective agencies.

Nongovernmental and Volunteer Organizations

Non-governmental organizations collaborate with first responders, governments (at all levels), and other agencies and organizations as necessary. They provide relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. When available, these resources will be integrated into County operations and incorporated into ESFs as a support function best suited by their skill set. In addition, the County intends to coordinate with the various non-governmental and volunteer organizations to expand efforts to include these organizations' insight, needs, and resources in the planning efforts.

Private Sector

Primary and support departments/agencies coordinate with the private sector, both for-profit and not-for-profit, to effectively share information, form courses of action, and incorporate available resources to mitigate, prevent, prepare, respond, and recover from disasters. The private sector's participation during a disaster varies based on the organization's nature and the type and impact of the disaster. Private sector organizations support emergency management by:

- Sharing information with the local government, help identify risks, perform vulnerability assessments;
- Developing emergency and business continuity plans, enhance their overall readiness;
- Implement appropriate prevention and protection programs; and
- Donate or otherwise provide goods and services through contractual arrangements or government purchases.

Private sector organizations are encouraged to develop and maintain the capability to respond to and manage a complete spectrum of incidents. The County maintains ongoing interaction with critical infrastructure entities and crucial resources to coordinate mitigation, preparedness, prevention, response, and recovery activities. Private sector representatives should be included in planning and exercises.

Citizen Involvement

Strong partnerships with individuals, citizen groups, and organizations can provide tremendous support for incident management. Emphasis should be given to following the FEMA "Whole Community" concepts, whereas all people in a community are needed to restore life to normalcy.

EOP and EOC Activation and Operations

Activation of the EOP

This plan and all associated Annexes (ESF, Support, or Incident Specific) will be executed when:

- Any disaster threatens or occurs in the County, and a local disaster is declared by the County Administrator under the provisions of Section §44-146.21, the [Commonwealth of Virginia Emergency Services and Disaster Law of 2000](#), as amended, or;
- The Governor declares a State of Emergency, or;
- When a disaster exists without an emergency declaration in place; or
- As a basis for training and pre-disaster preparedness.

Activation of the EOC

The Directors of Emergency Management or Coordinators may activate the EOC when any of the following conditions exist:

- There is an imminent threat to public health or safety on a large scale;
- An extensive multi-agency/jurisdiction response and coordination will be required to resolve or recover from the emergency or disaster event;
- The disaster affects multiple political subdivisions within jurisdictions that rely on the same resources to resolve major emergency events; or
- The local emergency ordinances are implemented to control significant emergency or disaster events.

Staffing the EOC

Before EOC activation, or as soon as possible after activation in the case of a "no-notice" incident, the Emergency Management Directors or Coordinators will determine the appropriate level of staffing for the EOC, including which ESFs will be activated. EOC staff will be drawn from County employees, pre-designated ESF liaisons, and personnel from other local agencies and organizations. Availability of staff and operational needs may allow or require positions to be combined or positions to not be filled (responsibilities held by the next higher position).

The Emergency Management Director or their designee may request the deployment of an Incident Management Team (IMT) or a FEMA IMAT through the VEOC to facilitate assistance through EMAC or FEMA, respectively. It is recommended that only trained personnel that have operational responsibilities will be authorized for admittance to any established EOC. Operational periods for staffing will be determined by the Planning Section and should initially be considered for at least 2-weeks in duration. The size, complexity, and other factors of the incident will determine the actual needs.

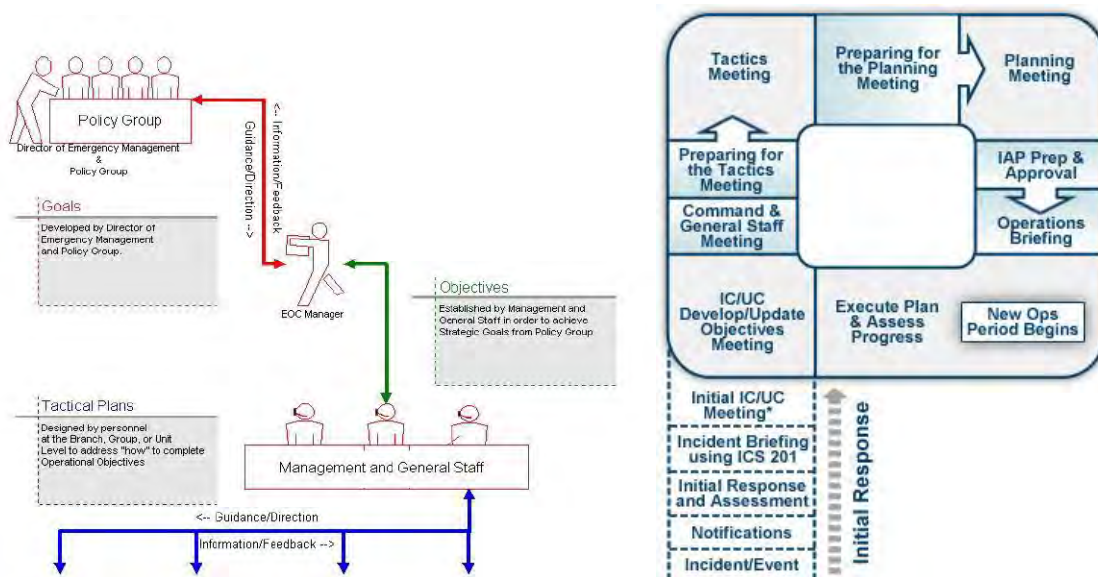
Staff Notification

The emergency management program maintains an up-to-date contact list of personnel and ESF liaisons and will use the County Hyper-Reach notification system to alert personnel through SMS

texting for immediate requests for activation. Email, landline, and cellular telephones are alternate communication methods when texting is unavailable, or the incident does not need an immediate response. Available warning time will implement increased readiness measures, ensuring maximum protection of the population, property, and supplies from the effects of threatened disasters.

EOC Operations

The backbone of EOC Operations revolve around a structured planning and information sharing process. The County will utilize the “Planning P” process to facilitate a consistent approach to EOC operations. The process begins with the development and prioritization of strategic goals by the Director. The EOC manager reviews these goals with Management and General staff who work together to develop objectives to achieve the strategic goals. ESF personnel are then briefed on the objectives and proceed to develop tactical plans that address how objectives will be met. The graphic below a visual overview of the process flow during a EOC activation.



Briefings

Briefings are an essential part of any EOC activation. Each operational period will begin with a briefing that includes the following information:

- Situation overview
- Personnel assignments
- Review current objectives, unmet resources and future actions
- Questions and answers

Following this formal briefing, personnel speak with the people they are relieving to gather any more specific information that was not covered in the larger briefing. In addition, the Situation Unit Leader will develop an operational rhythm schedule for briefings and key areas that need to be addressed on a periodic basis.

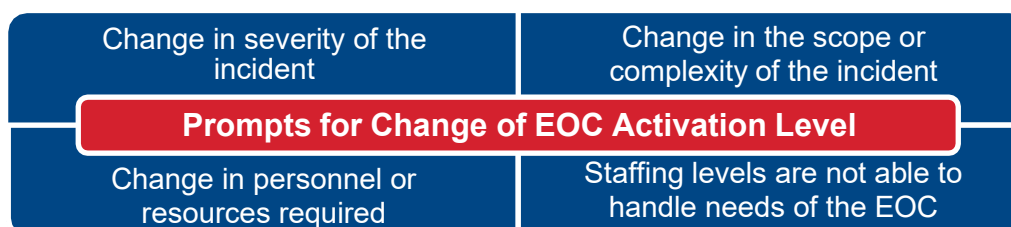
EOC Activation Levels

The EOC has designated three emergency levels that increase in intensity, ranging from day-to-day activities associated with Steady State status to catastrophic emergency effects associated with a Full Activation. Emergency designation levels are critical to providing a consistent understanding of incident severity and associated response actions. Below are definitions for the EOC Activation Levels, as well as the specific activation staffing requirements that are to be implemented:

County EOC Activation Levels		
Level	Action	Authority
3 Normal Operations/ Steady State	Activities that are normal for the EOC when no incident or specific risk or hazard has been identified. Routine watch and warning. The EOC is not staffed.	EM Coordinator
2 Enhanced Steady State/Partial Activation	Certain EOC team members/organizations are activated to monitor a credible threat, risk, or hazard or to support the response to a new and potentially evolving incident.	EM Coordinator (Advise EM Directors)
1 Full Activation	EOC team is activated, including personnel from all assisting agencies, to support the response to a major incident or credible threat.	EM Coordinator (Consult EM Directors)

EOC Activation Level Escalation

Throughout the course of an event or incident, the EOC will maintain situational awareness and continually assess the response. If it is determined that the event or incident is increasing in complexity, or the resources are either not present or cannot keep up with event or incident demands, the EOC Manager will consider escalating the EOC Activation Level. Once the EOC Activation Level has been escalated, additional personnel will be requested following the new activation level. The EOC will not be considered operational at the new EOC Activation Level until all appropriate personnel is present or otherwise available.



Reporting Requirements

The emergency management program is required to report any Declarations of Emergency and any other incidents of significance to the VEOC as soon as practical. Information will be communicated via:

- Utilization of the VDEM WebEOC platform that includes:
 - Situational status continually;
 - Damage assessments within 72 hours of occurrence;
 - Incident updates; and
 - Resourcing requests.
- Phone calls to the VEOC or the VDEM Region 2 Coordinator (804) 674-2400;
- Crisis Track® software for reporting damage assessment to the VEOC; and
- After-Action reports should be prepared and disseminated after any training exercise or disaster event. These reports will facilitate the improvement of the EOP and the overall emergency management program for the County.

Administration, Finance, and Logistics

All assets (human resources, facility, and equipment resources) of the community will become the purview of the Director of Emergency Management or their designee in any way necessary to respond to an emergency. Standard procurement policies may be negated during declared emergencies and emergency procurement procedures implemented for the emergency period. Tracking and record-keeping procedures will be put in place to ensure all emergency-related expenses are easily identified. These items are discussed in the ESF-5 Emergency Management Annex.

Incident Management Actions

The sequence below describes incident management actions ranging from initial threat notifications to early coordination efforts to assess and disrupt the threat, initial activation of the ESF structure, and resource deployment to support incident response and recovery operations. These actions do not necessarily occur in sequential order as many may be undertaken concurrently in response to single or multiple threats or incidents. The decision-making process, when making decisions and establishing priorities during an incident, should consider the following:

Life Safety

- Threat to responders
- Threat to the public

Incident stabilization

- Damage potential
- Incident complexity
- Infrastructure protection

Property Conservation

- Real property threatened
- Environmental impact
- Economic impact

Emergency Declarations

Non-Declared Disasters

The Director of Emergency Management, or their designee, may direct County departments and agencies to respond to emergencies or disasters as outlined in this plan without a formal declaration of an emergency when the expectation is that local resources will be used and that no reimbursement of costs will be requested. The Director of Emergency Management, or their designee, may re-direct and deploy County resources and assets as necessary to prevent, prepare for, adequately respond to, and quickly recover from an emergency or disaster.

For significant events in the County or a neighboring jurisdiction, the EOC may be activated to monitor the situation, coordinate activities among the departments and agencies, and ensure the County is positioned to respond rapidly in the case of an incident.

General Emergency Declarations

There are three types of emergency declarations that may apply to a disaster or emergency within the County depending upon the scope and magnitude of the event: Local, Commonwealth, and Federal.

- **Local Declarations:** A local emergency declaration automatically activates the Emergency Operations Plan and provides for the expeditious mobilization of County resources in responding to a major incident.
- **Commonwealth Declarations:** A declaration of an emergency by the Governor of Virginia that includes the County provides the County access to the resources and assistance of the departments and agencies of the Commonwealth, including the National Guard, in the event local resources are insufficient to meet the needs. These requests for assistance are coordinated through the Virginia Emergency Operations Center (VEOC).
- **Federal Declarations:** The Governor of Virginia may request a federal emergency or major disaster declaration. In the event that the County is declared a federal disaster area, the resources of federal departments and agencies are available to provide resources and assistance to augment those of the County and the Commonwealth.

Local Emergency Declarations

- The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Sections 44-146.13 to 44-146.28:1 Code of Virginia, as amended, prescribe the authorities pertaining to the declaration of local emergencies.
- The Director of Emergency Management for the County may declare a local emergency with the consent of the Board of Supervisors. In the event the board cannot meet due to the disaster or other exigent circumstances a local emergency can be declared subject to later ratification by the board.
- A local emergency is declared when, in the judgment of the Director of Emergency Management, the threat or actual occurrence of an emergency or disaster is of sufficient severity and magnitude to warrant a coordinated response by the various County departments, agencies, and voluntary organizations.
- The declaration of a local emergency activates the EOP and applicable provisions of the Plan.
- When, in its judgment, all emergency activities have been taken, the Board of Supervisors will take action to end the declared emergency.
- All County departments and agencies will receive notification of emergency declarations and terminations through the County emergency management program.
- Local Declaration templates are provided in Appendix 1-2, 1-3, and 1-4 of this document.

Commonwealth Emergency Declarations

- The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Sections 44-146.13 to 44-146.28:1 Code of Virginia, as amended, prescribes the authority and implications of a declaration of a state of emergency by the Governor.
- The Governor may declare a state of emergency to exist whenever, in their opinion, the safety and welfare of the people of the Commonwealth require the exercise of emergency measures due to a threatened or actual disaster.
- The Governor's Declaration of a state of emergency provides for the expeditious provision of assistance to local jurisdictions, including use of the Virginia National Guard.

Federal Emergency and Major Disaster Declarations

- Under the provisions of the Robert T. Stafford Act, the Governor may request the President of the United States to declare a major disaster or emergency declaration for incidents that are (or threaten to be) beyond the scope of the state and local jurisdictions to effectively respond.
- A Presidential major disaster declaration puts into motion long-term federal recovery programs, some of which are matched by state programs, and designed to help disaster victims, businesses, and public entities.
- An emergency declaration is more limited in scope and without the long-term federal recovery programs of a major disaster declaration. Generally, federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.
- The major disaster or emergency declaration designates the political subdivisions within the state (normally counties and independent cities) that are eligible for assistance. There are three major categories of disaster aid available under a major disaster declaration:
 - Individual Assistance: Aid to individuals and households.
 - Disaster Housing provides up to 18 months of temporary housing assistance for displaced persons whose residences are heavily damaged, uninhabitable due to environmental contamination, or destroyed. Funding also can be provided for housing repairs and replacement.
 - Disaster Grants may be available to help meet other serious disaster-related needs and necessary expenses not covered by insurance and other aid programs. These may include the replacement of personal property, transportation, medical, dental, and funeral expenses.
 - Low-Interest Disaster Loans may be available after a disaster for homeowners and renters from the United States Small Business Administration (SBA) to cover uninsured property losses. Loans may be for repair or replacement of homes, automobiles, clothing, or other damaged personal property. Loans are also available to businesses for property loss and economic injury.
 - Other Disaster Aid Programs include crisis counseling, disaster-related unemployment assistance, legal aid and assistance with income tax, and Social Security and Veteran's benefits. Other state or local help may also be available.
 - Public Assistance: Aid to state or local governments to pay part of the costs of rebuilding a community's damaged infrastructure. Public Assistance may include debris removal, emergency protective measures and public services, repair of damaged public property, loans needed by communities for essential government functions, and grants or repair of damaged public and private nonprofit schools and educational facilities.
 - Hazard Mitigation: Funding for measures designed to reduce future losses to public and private property.

Other Emergency Declarations

Several federal agencies have independent authorities to declare disasters or emergencies. These authorities may be exercised concurrently or become part of a major disaster or emergency declaration under the Stafford Act. These other authorities include:

- The administrator of the U.S. Small Business Administration may make a disaster declaration based upon physical damage to buildings, machinery, equipment, homes, and other property as well as economic injury.
- The Secretary of the U.S. Department of Health and Human Services (HHS) may declare, after consultation with public health officials, a public health emergency in the event of a significant outbreak of infectious diseases or bioterrorist attack.
- The U.S. Army Corps of Engineers may issue a disaster declaration in response to flooding.
- A federal On-Scene-Coordinator designated by the U.S. Environmental Protection Agency (EPA), U.S. States Coast Guard (USCG), or the U.S. Department of Energy (DOE), under the National Contingency Plan, has the authority to direct response efforts at the scene of a discharge of oil, hazardous substance, pollutants, or contaminants, depending upon the location and source of the release.

The Emergency Declaration Process

- A local emergency may be declared by the Director of Emergency Management with the consent of the Board of Supervisors. In the event the board cannot convene due to the disaster or other exigent circumstances, the Director, or in their absence, the Emergency Management Coordinator, or in the absence of both, any member of the board may declare the existence of a local emergency, subject to confirmation by the Board of Supervisors at its next regularly scheduled meeting or at a special meeting within forty-five days of the declaration, whichever occurs first.
- The local emergency declaration may be based upon reports of an actual event or on the forecast or prediction of emergency conditions. The emergency management program is responsible for monitoring incidents and events and providing information and support to the Director of Emergency Management in the process of declaring a local emergency.
- Whenever a local emergency has been declared, the Emergency Management Coordinator or their designee will immediately notify the Virginia Department of Emergency Management (VDEM) through the Virginia Emergency Operations Center (VEOC).
- A local emergency must be declared, and local resources fully committed before state and federal assistance is requested.
- Upon activating the EOC, the Emergency Management Coordinator will submit a local situation report to the state EOC. For a significant incident, the situation report will be followed by an official Initial Damage Assessment (IDA) as soon as specific damage information is available, but not later than 72 hours after the peak of the event. The emergency management program coordinates damage assessment information for the County. The damage assessment process may begin with reports from the field through the Incident Commander(s) as well as rapid assessments conducted by the Fire and Rescue Department to quickly size up the incident. However, these efforts will be followed by a deliberate damage assessment process managed by the County Inspections Department. The Damage Assessment Annex provides additional information.
- The Emergency Management Coordinator will continue to submit situation reports to the State at least once every operational period or as the incident escalates or milestones are achieved.
- Based upon the request of the Director of Emergency Management or other available information, the Governor may declare a state of emergency. The Emergency

Management Coordinator will ensure that all departments and agencies with responsibilities under this EOP are notified through existing protocols and procedures.

- Once a determination is made by VDEM that the event is or may be beyond the capabilities of the County and state, the Governor may request assistance from FEMA to conduct a more thorough joint federal/state Preliminary Damage Assessment (PDA).
- A PDA is an on-site survey of the affected area(s) by federal and state officials to determine the scope and magnitude of damages caused by the event. Generally, a PDA is conducted prior to an official request by the Governor for a declaration of an emergency or major disaster by the President. The Emergency Management Coordinator will provide assistance in facilitating the PDA process within the County.
- Depending upon the extent and scope of damages provided in the initial reports, PDA teams may be organized to assess damage to private property (individual assistance) and/or public property (public assistance).
- For events of unusual severity and magnitude, State and Federal officials may delay the PDA pending more immediate needs and assessment activities.
- The PDA process verifies the general magnitude of damage and whether federal assistance will be requested.
- Based upon the results of the PDA and consultations with FEMA, VDEM will prepare an official request for an emergency or major disaster declaration for the Governor's signature. Upon receipt of an approved Presidential emergency or major disaster declaration, all departments and agencies with roles and responsibilities under this Plan will be notified by the Emergency Management Coordinator.
- The Presidential Declaration will stipulate the types of Federal assistance authorized for the County.

Threat Notification and Assessment

County departments, agencies, and non-governmental organizations report threats and potential incidents using established communication lines and reporting channels. Once an incident has occurred, the Director of Emergency Management or their designee will make an initial determination to initiate the coordination of information-sharing and incident management activities.

Weather Prediction Service

The County primarily receives weather information from the various products provided by the National Weather Service (NWS) Office in Sterling, Virginia. The NWS detects and tracks potentially dangerous storms and conditions, issues advisories, and coordinates with local agencies on potential expected impacts and threats. Forecasters at the local NWS office can be accessed by phone at (571) 888-3501 to gain detailed event information. Various online visual products are employed in the EOC to enhance our weather prediction capabilities.

The City of Winchester EOC maintains a local weather station that delivers real-time weather updates and historical data collection; Frederick County EOC has access to this data. A series of flood and environmental sensors have been strategically located around County that will provide critical weather information in the EOC via GIS-developed dashboards. Lastly, the Emergency Communications Center (ECC) is designated as our 24/365 warning point for weather information. The ECC, EOC, County Office Building, and Public School Central Office have NOAA weather radios installed to receive alerts and warning information from the NWS.

Information Collection, Analysis, and Dissemination

The planning section in the EOC will be responsible for collection, analysis, and dissemination of incident-specific information through a variety of mechanisms including situation status reports,

briefings, email communication, maps, graphics, and webEOC. Each ESF will be responsible for establishing the necessary communication and coordination mechanisms with partner organizations for information sharing and situational awareness. To assist ESFs, essential elements of information have been included in each ESF annex as a starting point for information to be gathered and shared.

During an activation of the EOC, a situation report will be developed and issued at the end of each operational period, or more frequently if necessary. Each activated ESF will gather and provide information to the planning section. The planning section will be responsible for the analysis and development of a draft situation report that will be reviewed and approved by the EOC manager prior to release.

Non-Emergency/Normal Operations

Actions implemented during non-emergency or non-disaster periods that will prepare the locality for potential emergency response if necessary, include:

- Develop, review, and exercise emergency operations plans and standard operating procedures through training and education for all departments and agencies, non-governmental entities;
- Provide public information and educational materials to the public via municipal newsletter, brochures, publications, directories, municipal websites, social media, and other media;
- Ensure the accuracy of emergency contact lists, resource lists, and emergency contracts; and
- Update, review, and maintain the EOP.

Pre-Incident Actions

These are actions implemented if the Emergency Manager receives the notification of a potential emergency from the DHS, NWS watches and warnings, VDEM, and other reliable sources. Actions include:

- Communication alert & warning;
- Public health and safety;
- Responder health and safety;
- Property protection;
- Possible activation of the EOC;
- Develop and staff call centers for the public to receive information;
- Brief the local governing body of the impending situation;
- Alert emergency response personnel and develop a staffing pattern; and
- Determine any protective action measures that need to be implemented in preparation for the situation.

First responders and local government authorities take the majority of initial actions in the threat or hazard area. It includes efforts to protect the public and minimize damage to property as follows:

- **Public Health and Safety:** Initial Safety efforts focus on actions to detect, prevent, or reduce the impact on public health and safety. Such actions can include environmental analysis, plume modeling, evacuations, emergency sheltering, air monitoring, decontamination, emerging infectious disease tracking, emergency broadcasts, etc. These efforts may also include public health education, site and public health surveillance and testing procedures, immunizations, prophylaxis, isolation, or quarantine for biological threats.

- **Responder Health and Safety:** The safety and health of responders are also a priority. Actions essential to limit their risks include full integration of deployed health and safety assets and expertise; risk assessments based upon timely and accurate data, and situational awareness that considers responder and recovery worker safety.
- **Property and Environment:** Responders may also take incident management actions to protect public and private property and the environment. Such actions may include sandbagging in anticipation of a flood or the booming of environmentally sensitive areas in response to a potential oil spill.
- **Partial Activation of EOC:** Brief local governing body of the impending situation. Alert emergency response personnel and develop a staffing plan. Determine protective action measures in preparation for the situation.

Response Actions

Once an incident occurs, the priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities to preserve life, property, the environment, and the community's social, economic, and political structure. Response actions include immediate law enforcement, fire, emergency medical services; evacuations; transportation system detours; emergency public information; actions taken to minimize additional damage; urban search and rescue; the provision of public health and medical services, food, ice, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment, and removal of environmental contamination; and protection of responder health and safety.

In the context of a single incident, once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and, if applicable, hazard mitigation. Accordingly, the Planning Section of the EOC develops a demobilization plan to release appropriate resources. Additional measures to consider at this point are:

- Daily government functions that do not contribute directly to the emergency and may be suspended for the duration of the emergency;
- What resources and energies may be redirected to the response;
- Implementation of evacuation orders as needed; and
- Public and staff shelter(s) as needed.

Recovery Actions

Recovery involves actions needed to help individuals and communities return to normal when feasible. The Joint Field Office (JFO) is the central coordination point among Federal, State, and Local agencies and voluntary organizations for delivering recovery assistance programs.

The JFO Operations Section includes the Human Services Branch, the Infrastructure Support Branch, and the Community Recovery and Mitigation Branch. The Human Services and Infrastructure Support Branches assess state and local recovery needs at the outset of an incident and develop relevant timeframes for program delivery. The Community Recovery and Mitigation Branch works with the other operational branches and state and local officials to assess the long-term impacts. They define available resources and facilitate a course of action to most efficiently apply available resources, restore and revitalize the community, and reduce the impact of future disasters.

The above branches coordinate with one another to identify appropriate agency assistance programs to meet applicant needs. Hazard Mitigation measures are identified in concert with congressionally mandated, locally developed plans. Hazard Mitigation Risk Analysis; technical assistance to state and local governments, citizens, and businesses, and grant assistance are

included in the mitigation framework. These branches work in tandem to track the overall progress of the recovery effort, particularly noting potential program deficiencies and problem areas.

Long-term environmental recovery may include cleanup and restoration of public facilities, businesses, and residences, including re-establishing habitats, preventing subsequent damage to natural resources; protection of cultural or archeological sites; and protecting natural, cultural, and historical resources damaged during other recovery operations.

- Within 72 hours of impact, complete an Initial Damage Assessment and submit to the VEOC through the Crisis Track software;
- Assess local infrastructure and determine viability for re-entry of residents; and
- Begin immediate repairs to electric, water, phone, natural gas, sanitary sewer lines, and other vital services to the overall recovery effort.

Mitigation Actions

These actions are completed to reduce or eliminate long-term risks to people and property from hazards and side effects. The JFO may be the central coordination point among Federal, State, and Local agencies and nongovernmental organizations (NGOs) for beginning the process that leads to the delivery of mitigation assistance programs.

The JFO's Community Recovery and Mitigation Branch are responsible for coordinating the delivery of all mitigation programs within the affected area, including hazard mitigation for:

- Grant programs for loss reduction measures (if available);
- Delivery of loss reduction building-science expertise;
- Coordination of Federal Flood insurance operations and integration of mitigation with program efforts;
- Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs;
- Predictive modeling to protect critical assets;
- Early documentation of losses avoided due to previous hazard mitigation measures; and
- Community education and outreach are necessary to foster loss reduction.
 - Review the All-Hazard Mitigation Plan and update as necessary any mitigation actions that could be of assistance in preventing similar impacts of a future disaster;
 - Work with the VDEM Mitigation Program to develop mitigation grant projects to assist in areas most at risk; and
 - Implement mitigation measures in the rebuilding of infrastructure damaged in the event.

The Community Recovery and Mitigation Branch works with the Infrastructure and Human Services Branches and state and local officials to facilitate a long-term recovery strategy for the impacted area.

Communications

Effective communications are critical for staff response, intergovernmental coordination, public awareness and rumor control. The County has in place robust and redundant systems, both internal and external, to facilitate incident-related communications. Crisis communications shall follow the mantra "Be first, be right, be credible, be often".

Emergency Alerting

The County utilizes the Hyper-Reach system to alert citizens of warnings and emergencies using voluntary subscription enrollment. In addition, Hyper-Reach is integrated with the National Integrated Public Alert & Warning System (iPAWS) for local authenticated emergency information via the National Emergency Alert System (EAS) and through the NOAA Weather Radio (NWR) nationwide network for broadcasting continuous weather information directly from the nearest National weather service office. Consideration will be made to alert individuals with sensory or cognitive disabilities and others with access and functional needs in the workplace, public venues, and in their homes.

- Email or phone for non-emergent communications that is not time-sensitive; or
- The County Hyper-Reach mass notification system using SMS texting for emergent communications requiring immediate action or response.

Internal

The County maintains or has access to multiple communications systems and infrastructure to facilitate critical communications during a significant event including:

- Email or phone for non-emergent communications that are not time-sensitive;
- The County Hyper-Reach mass notification system using SMS texting for emergent communications requiring immediate action or response;
- Internal phone system;
- FirstNet cellular telephone service with uplift capability;
- Raptor Alerting System (Public Schools);
- County-owned and operated public safety radio operating on an Analog Conventional System, utilizing VHF Frequencies; and
- VDEM-hosted WebEOC incident management software.

The Sheriff's Office operates an accredited Public Safety Answering Point (PSAP) and emergency communications center (ECC) providing direct support for internal public safety communications and monitoring of the County radio system.

External

During a significant event, the County uses a variety of means to communicate with residents, businesses and visitors including:

- Media notification to local print, radio, and television media;
- Updates to the County's website;
- Postings to the County's social media sites, including Facebook, Twitter, Instagram;
- Information added to the Local Government Access cable TV channel;
- Electronic alerts through the Alert Frederick (Hyper-Reach) notification system;
- Access to Wireless Emergency Alerts (WEA) or the Emergency Alert System (EAS) coordinated through County emergency management ;
- Electronic sign boards, as available;
- Public notices posted at County facilities, time and circumstances permitting;
- Announcements via public safety vehicles, time and circumstances permitting;
- Door-to-door notification, time and circumstances permitting; and
- Press conferences and briefings.

Call Centers

Any significant incident that necessitates an EOC activation may also activate a public call center to provide information to the public. This center will be located close to the EOC, and methods of contact disseminated through the County PIO. The following phone numbers will be used for this center:

- 540-504-6460
- 540-504-6469

Resource Management

Before, during and after a significant event, resource management is critical to affect a successful response. The County adheres to the tenants of the NIMS to conduct comprehensive resource management.

Preparedness

In the preparedness phase, resource management focuses on four key areas: identifying and typing of resources; qualifying, certifying, and credentialing of personnel; planning for resources; and acquiring, storing, and inventorying resources.

Identifying and Typing

Resource typing definitions establish a common language for discussing resources and defining minimum capabilities for personnel, teams, facilities, equipment, and supplies. All County departments will maintain up-to-date resource inventories and work with the Emergency Management Coordinator annually to type resources using the FEMA Resource Typing Library Tool. This preparation will allow the County to stand ready to support mutual aid requests, and ensure horizontal and vertical integration with responding local, state and federal response agencies if resources need to be requested to support County response operations.

Qualifying, Certifying, and Credentialing Personnel

Qualifying, certifying, and credentialing are the essential steps that ensure that personnel deploying through mutual aid agreements have the knowledge, experience, training, and capability to perform the duties of their assigned roles. The Emergency Management Coordinator will establish minimum training requirements for personnel supporting County response operations and will certify and credential individuals who have demonstrated proficiency.

Planning for Resources

The County participates in the VDEM-led Threat and Hazard Identification and Risk Assessment (THIRA), which is conducted every four years. Through this collaborative process, County departments identify resources requirements based on the threats to, and vulnerabilities of, the County. Additionally, pre-event resource planning should consider:

- Storage of critical resources
- Establishing mutual aid agreements to obtain resources from neighboring jurisdictions
- Determining how and where to reassign existing resources from non-essential tasks
- Developing contracts to acquire resources from vendors rapidly when needed

Acquiring, Storing, and Inventorying Resources

The County maintains many resources to support daily operations but should also incorporate planning focused on periodic replenishments, preventive maintenance, and capital improvements to support response operations. Planning should also consider the potential for large or complex incidents that may require ancillary support, supplies, or spaces. Effective resource management involves establishing a resource inventory and maintaining the currency and accuracy of the information. Each department should maintain an accurate resource inventory and report needs to the Emergency Management Coordinator promptly.

During an Event

During a significant event, the EOC facilitates the resource management process through the identification of requirements, ordering and acquiring, mobilizing, tracking and demobilization.

Identifying Requirements

A principal objective of the EOC is to ensure that field personnel have the resources they need to complete incident objectives. During the course of an activation, EOC personnel should continually identify, validate, and refine resource needs, which may change frequently during a complex event.

Ordering and Acquiring

Field and EOC Personnel should work collaboratively to identify:

- Description of required capability or kind and type (if resource typing is known)
- Quantity needed
- Procurement source (if known)
- Required arrival date and time
- Required delivery or reporting location
- Who will receive and use the resource(s)

Once the information is known, EOC personnel may begin acquiring the resource through the following sequential steps:

- Confirm the County does not already have the requested resource
- Request through County VOAD
- Acquisition through existing County contract
- Acquisition through emergency procurement the Code of Virginia § 44-146.19
- Request the resource through VDEM statewide mutual aid request
- Request through VDEM and EMAC

Mobilization

Mobilization involves readying the resource for operations and providing the following critical information to the support department or agency:

- Reporting location (address, on-site point of contact, phone number, radio frequency)
- Anticipated incident assignment
- Anticipated duration of deployment
- Just-in-time training outlining County geography, operations, and any other pertinent information

Resource Tracking

It is critical that resources requested to support County response operations are tracked from order until demobilization utilizing WebEOC incident management software. The EOC Resources Unit will be responsible for continuously tracking all resources assigned to the event. All requested resources will be provided with a reporting location, where equipment and personnel will be inventoried prior to being committed to response operations. This information gathered during the check-in process will be sent to the EOC Resources Unit for overall tracking.

Demobilization
















Once the resource has completed the assigned task, it may either be reassigned or demobilized. The resource will report to check-out and a number of functions may occur:

- Rehabilitation
- Replenishment
- Disposal
- Returned to operational condition

EOC personnel will then update the event documentation to match the disposition identified in the check-out process.

Emergency Support Functions

Emergency Support Functions (ESFs) are the grouping of governmental and specific private-sector capabilities into an organizational structure that provides support, resources, and services that are most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents. A summary of the County's fifteen ESFs is outlined below and provided in detail in Section 2 – Emergency Support Function Annex:

ESF Title	Primary	ESF Title	Primary
 ESF-1 Transportation	Public Services - Transit	 ESF-9 Search and Rescue	Sheriff's Office
 ESF-2 Communications	Emergency Management	 ESF-10 Oil and Hazardous Materials Response	Fire and Rescue
 ESF-3 Public Works and Engineering	Public Works and Engineering	 ESF-11 Agriculture and Natural Resources	Emergency Management
 ESF-4 Firefighting	Fire and Rescue	 ESF-12 Energy	Public Services
 ESF-5 Emergency Management	Emergency Management	 ESF-13 Public Safety and Security	Sheriff's Office
 ESF-6 Mass Care, Housing, and Human Services	Social Services	 ESF-14 Long-Term Safety and Security	Planning
 ESF-7 Logistics Management and Resource Support	Finance/Purchasing	 ESF-15 PIO/External Affairs	Public Information Officer
 ESF-8 Public Health and Medical Services	Fire and Rescue		

Primary Agency

Each ESF has a County agency designated as the Primary with significant authorities, roles, resources, or capabilities to provide essential program functions. Upon activation of the EOC, the primary agency will send representatives to the EOC to coordinate activities. The primary agency determines which support agencies for their ESF are needed at the EOC. The primary agency is responsible for collecting all information related to the incident. Specific responsibilities are articulated in the individual annexes, but the primary responsibilities of primary agencies are:

- Provide essential program functions;
- Orchestrate County ESF Support;
- Administer and maintain the ESF;
- Ensure the involvement and inclusion of the support agencies in the mission, roles, and responsibilities;
- Provide notification and assistance to support agencies;
- Maintain situational awareness;
- Conduct situational and periodic readiness assessments;
- Work with other ESFs to maximize prevention, protection, response, recovery, and mitigation roles;
- Ensure sufficient numbers of trained personnel are available to support ESF activities;
- Plan for short and long-term incident management;
- Ensure financial documentation and property accountability for the ESF; and
- Identify and implement new capabilities and resources that are, or may be, required to prevent and respond to new and emerging threats or improve the ability to address existing ones.

Support Agency

A support agency has specific capabilities and resources to support the lead agency in executing the ESF mission. Specific responsibilities are articulated in the individual Annexes, but the support agencies primary responsibilities are:

- Conduct operations when requested;
- Furnish available resources (including personnel), as requested by the primary agency;
- Participate in the planning for short and long-term incident management;
- Participate in the development of supporting operational plans, operating procedures, and other documents in concert with existing standards or authorities;
- Provide situational awareness; and
- Maintain trained personnel to support response.

Emergency Support Function Responsibility Matrix

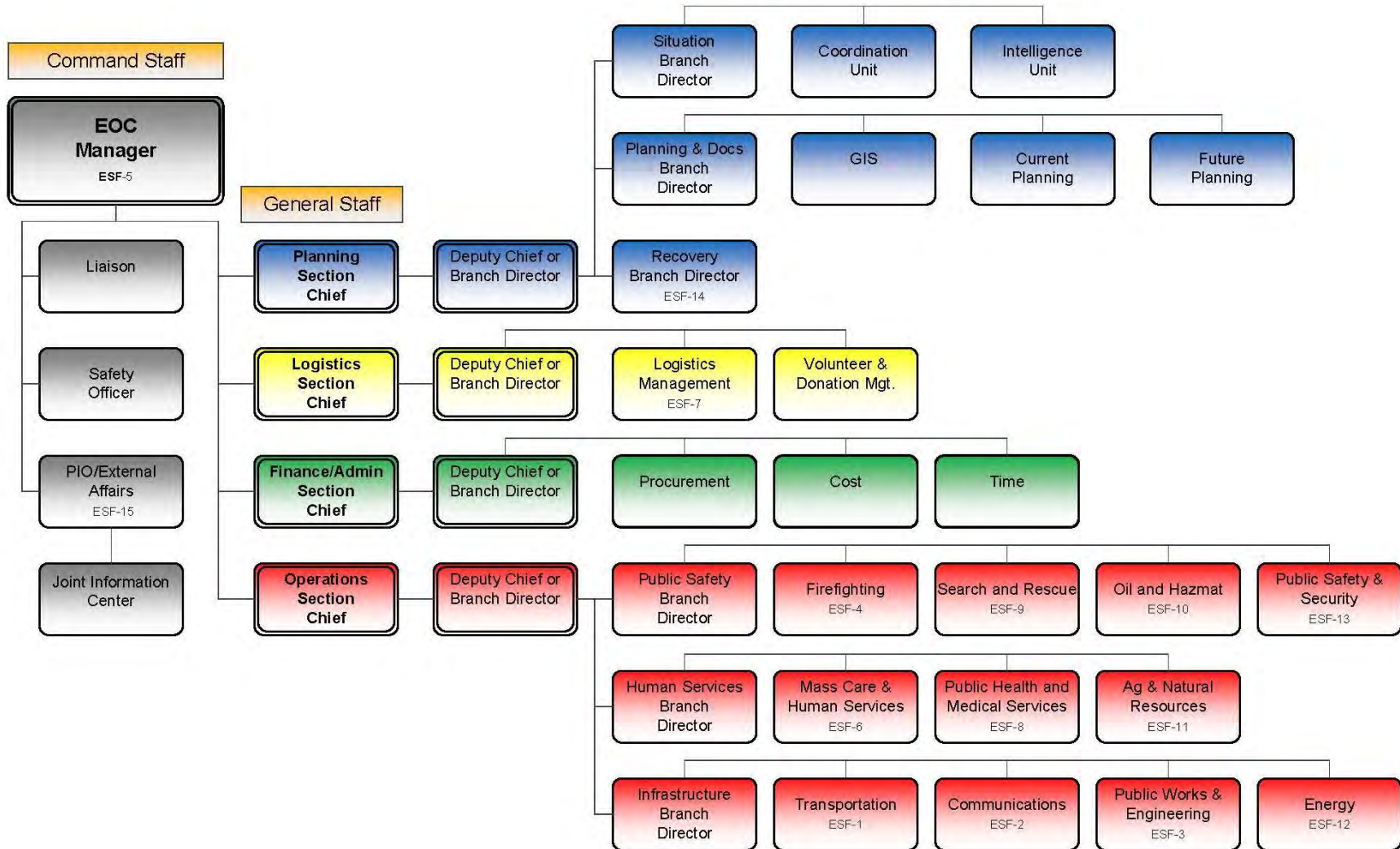
SUPPORT FUNCTION NUMBER	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
EMERGENCY SUPPORT FUNCTION															
FREDERICK COUNTY DEPARTMENTS	TRANSPORTATION	COMMUNICATIONS	PUBLIC WORKS	FIREFIGHTING	EMERGENCY MANAGEMENT	MASS CARE, HOUSING & HUMAN RESOURCES	RESOURCE SUPPORT	PUBLIC HEALTH & MEDICAL SERVICES	URBAN SEARCH & RESCUE	OIL & HAZARDOUS MATERIALS	AGRICULTURE & NATURAL RESOURCES	ENERGY	PUBLIC SAFETY & SECURITY	LONG TERM COMMUNITY RECOVERY & MITIGATION	EXTERNAL AFFAIRS
ADMINISTRATION					P		P					P		P	P
AIRPORT AUTHORITY	P	S						S							
AMERICAN RED CROSS						S	S				S				
COMMR. OF REVENUE							S							S	
COUNTY ATTORNEY					S										
INFORMATION TECHNOLOGIES		S			S		S								
EXTENSION SERVICE					S		S				P				
FIRE & RESCUE DEPT.	S	S		P	S	S	S	P	S	P	S		S	S	S
HEALTH DEPARTMENT			P			S	S	P	S	S	S	S	S	S	S
INSPECTIONS			P				S							S	
PARKS & RECREATION			S			S	S								
HUMAN RESOURCES					S		S								
PLANNING			S		P		S								
PUBLIC SAFETY COMM.		P					S						S		
PUBLIC WORKS	S		P		S		S					S		S	
REGIONAL JAIL	S					S	S								
SANITATION DEPARTMENT			S							S				S	
SCHOOL ADMINISTRATION	P	S				S	P								S
SERVICE AUTHORITY			S							S					
SHERIFF'S OFFICE	S	S		S		S	S		P	S			P	S	S
SOCIAL SERVICES	S					P		S			S			S	S

P – Primary Agency: Responsible for management of ESF.
 S – Support Agency: Responsible for supporting the primary agency.

Emergency Support Function Responsibility Matrix

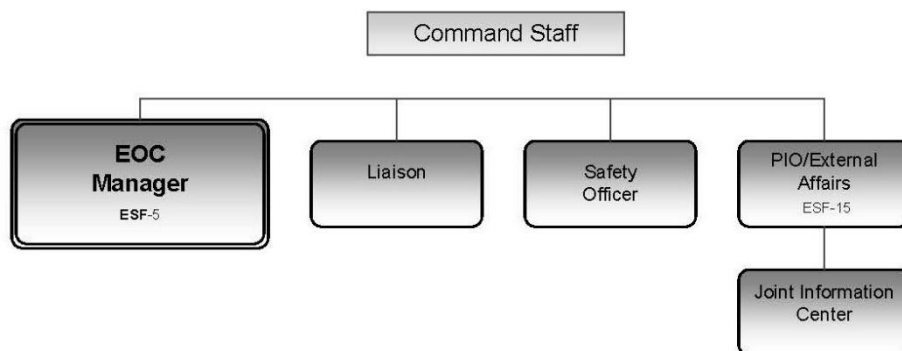
o - Primary responsibility x - Secondary or assist responsibility	ECC Operations Supervisor	Emergency Management	Board of Supv./Director of E.M.	County Administrator	Sheriff	Fire & Rescue Department	Superintendent of Schools	Department of Social Services	American Red Cross	Health Department	Finance	Public Works	Hospitals	VPI&SU Ext. Agent/Com.	Inspections	Commonwealth Attorney	State and Special Police	VA Dept. of Transportation
Direction and Control		o	o	o												x		
Emergency Public Information		o	x	o														
Law Enforcement					o												x	
Traffic Control					o												x	x
Communications	o	x			x	x	x											
Warning and Alerting	o				x	x											x	
Fire Response						o												
Hazardous Materials Response		o			x	o												
Search and Rescue					o	x												
Evacuation					o	o	x										x	
Radiological Incident Response		o			x	o				x								
Shelter Operation		o				x	x	o	o									
Emergency Medical Transport						x	o						o					
Mass Feeding		x				x	x	o	x									
Welfare Services								o	x									
Health Services						x				o			x					
Utilities Services												o			x			
Street Maintenance												x			x			o
Debris Removal		x										x			x			o
Damage Assessment		o										x		x	x			
Resource and Supply										o	x							
Economic Stabilization			o	x												x		
Medical Services						x			x	x			o					
Mortuary Services						x				o			x					

Organizational Structure of the EOC



Command Staff

The Command Staff supports the EOC Manager and coordinates with state and local incident management officials, support agencies, or private entities during EOC activations.



EOC Manager

The EOC Manager is the overarching commander for County-level coordination to support emergency response operations. The EOC Manager establishes countywide response priorities, exercises overall direction and control of EOC operations, and provides policy, guidance, and direction to EOC emergency operations.

The EOC Manager shall oversee the activities at the EOC under the leadership and advisement of the Director of Emergency Management. The EOC Manager may be responsible for the following actions:

- Assigning a Deputy EOC Manager, as needed;
- Evaluating situational information and directing EOC efforts;
- Prioritizing emergency efforts taking place across the State when limited resources are available;
- Approving Situation Reports and Incident Action Plans;
- Assigning a Liaison with State and Federal agencies participating in the response and recovery efforts;
- Coordinating with companies, agencies, non-governmental organizations, and any other entities involved in the incident.
- Coordinating with county attorney's relating to the interpretation of local and state statutes, laws, and legal requirements for emergency legislation, in addition to other legal questions or issues that may arise including support for local declarations of emergency or requests for a state disaster declaration.

Liaison

The Liaison is the person who acts as the on-scene or EOC contact point for representatives of assisting agencies assigned to the incident. A Liaison may designate one or more assistants from either the same or another assisting agency or jurisdiction.



ESF-5 Emergency Management manages and facilitates a coordinated emergency operation through collecting, processing, and disseminating emergency information and disaster intelligence, developing Incident Action Plans (IAP), and coordinating resource support to local governments. ESF-5 Emergency Management provides the core management and administrative functions supporting the County EOC and the overall implementation of the County EOP.



ESF-15 PIO/External Affairs provides a framework for coordination and collaboration with appropriate Federal, state, and local agencies regarding public information needs, issues, and activities before, during, and after a disaster or emergency in the County to ensure the delivery of timely, accurate, and accessible public messages. In addition, ESF-15 External Affairs is responsible for establishing the County Joint Information System (JIS) and Joint Information Center (JIC). Further, it provides oversight of public inquiry lines established to support emergency management activities and any other single point to multipoint publication platforms as the event requires.

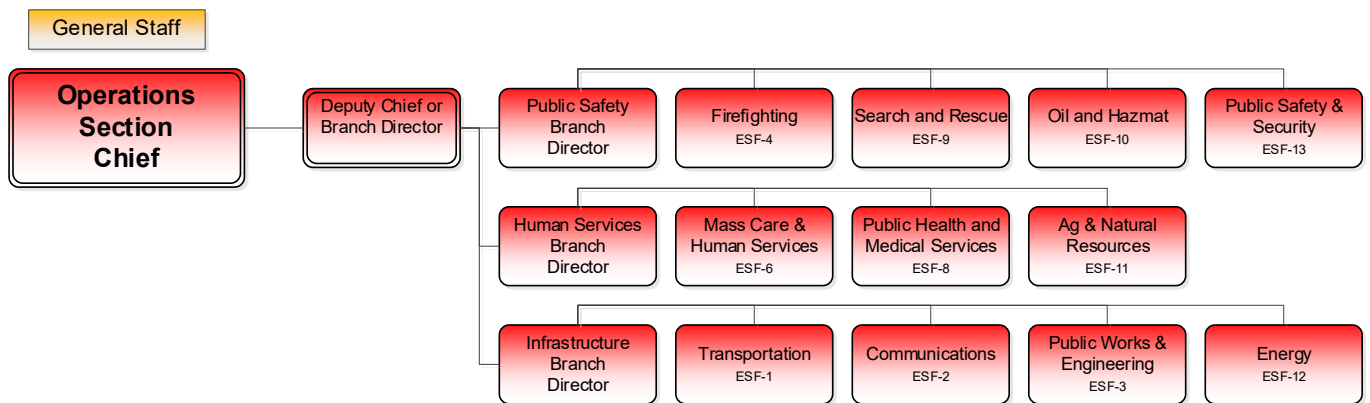
Joint Information System

To ensure coordination of public information, the EOC Manager may activate a JIS. The JIS provides the mechanism to organize, integrate and coordinate information from multiple partners to ensure timely, accurate, accessible, and consistent messaging across multiple jurisdictions or disciplines. When a JIS is activated, all incident-related public information flows through it. The JIS comprises public information personnel from across the County government, led by ESF-15 External Affairs, the Director of Emergency Management, and the County Public Information Officer (PIO).

ESF-15 External Affairs may also opt to establish a JIC. The JIC is the physical location that facilitates the operation of the JIS. It is a physical or Internet-based virtual location where personnel with public information responsibilities perform media and public relations during an incident or event.

Operations Section

The Operations Section is responsible for assisting the EOC Manager in activating the EOC, coordinating notifications, facilitating activities to reduce impacts of an immediate hazard, saving lives and property, establishing situational control, and restoring normal operations.



The staff within the Operations Section ensures that personnel have the operational support necessary to achieve incident objectives and address leadership priorities. The positions of staff in this section are organized functionally by ESF. The Operations Section is responsible for the following:

- Coordinate with local responders, through the respective ESFs and Local Liaisons, to identify and meet unmet resource needs;
- Provide the Planning Section with updates for the Situation Report;

- Coordinate support for emergency response operations in conjunction with the ESFs, and following appropriate plans and procedures;
- Coordinate with staff in the Logistics Section to implement agreements when internal resources cannot meet a requirement;
- Coordinate with EOC Command and General Staff, as well as ESFs and support agencies, to identify long-term incident impacts and recovery requirements;
- Coordinate with appropriate County response organizations to facilitate the employment of resources and their support to local government; and
- Coordinate the execution of the IAP with the ESFs to ensure the primary and support agency(s) actions support the goals and objectives as defined in the IAP.

Operations Section Chief

The Operations Section Chief is responsible for assisting the EOC Manager in coordinating incident operations. In addition, the Operations Section Chief may be responsible for:

- Assisting the EOC Manager in activating, operating, and demobilizing the EOC;
- Coordinating notifications;
- Providing operational support throughout the emergency response and recovery operations;
- Supporting situational awareness;
- Assign an overall Deputy Chief or Branch Director as the scale of the incident dictates;
- Assigning a Deputy Operations Section Chief or Branch Directors, as needed; and
- Evaluating incoming information and directing response efforts.

Public Safety Branch Director

Public Safety Branch Director helps coordinate incident operations that focus on the welfare and protection of the public. The Public Safety Branch includes ESF-4 Firefighting, ESF-9 Search and Rescue, ESF-10 Oil and Hazardous Materials Response, ESF-13 Public Safety and Security.



ESF-4 Firefighting coordinates and mobilizes fire, rescue, and emergency services resources, personnel, and equipment to detect and suppress urban, rural, wildland fires, and other fire protection issues when local resources have been or are expected to become overwhelmed. The County has the responsibility of providing essential fire protection. In some situations, the functions and duties of the responders will mimic normal day-to-day operations with the coordination of County firefighting activities. In addition, ESF-4 Firefighting coordinates the deployment of mutual aid resources under the County MOUs.



ESF-9 Search and Rescue provides a framework for coordination and cooperation across County agencies and response partner organizations to support and assist in technical and non-technical search and rescue operations before, during, and after a disaster or emergency within the County. Operations may include searches for missing persons, aircraft, or marine vessels, extrication of victims from confined spaces, and immediate medical support of located victims. Additionally, this may include swift water and flood recovery.



ESF-10 Oil and Hazardous Materials Response coordinates state-level support and response for the control and containment of an actual or potential oil or hazardous materials release when local resources are expected to become overwhelmed and coordinate with state resources requested to assist in the County's response activities. ESF-10 Oil and Hazardous Materials Response also promote coordination between federal, state, and local governments and the private sector during a hazardous material incident.



ESF-13 Public Safety and Security provide for the coordination and use of law enforcement personnel and equipment in an emergency or disaster for general law enforcement.

Health and Human Services Branch Director

The Health and Human Services Branch Director helps coordinate incident operations that provide life-sustaining resources, emergency health, sheltering, and human services. The Health and Human Services Branch includes ESF-6 Mass Care, Emergency Assistance, Housing, Human Services, ESF-8 Public Health and Medical Services, ESF-11 Agricultural, and Natural Resources.



ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services organizes mass care, emergency assistance, temporary housing, and human services related support and assistance to the County if local needs exceed available resources during and after an emergency.



ESF-8 Public Health and Medical Services provide a framework for coordination and cooperation across County agencies regarding public health and medical needs, including medical care, public health, behavioral health, fatality management, medical transport, and healthcare facility evacuation, before, during, and after any disaster or public health emergency.



ESF-11 Agricultural and Natural Resources organize and coordinate the response to livestock, crops or plant disease, pest control, foreign animal disease, and other related incidents affecting human and animal health, safety, and welfare after a disaster or emergency. ESF-11 Agricultural and Natural Resources also guide the protection of natural and cultural resources and historic properties in the County. Domestic pets and service animals are coordinated through ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services.

Infrastructure Branch Director

The Infrastructure Branch Director helps coordinate incident operations that focus on the basic physical systems of the County, such as transportation, communication, sewage, water, and electric systems. The Infrastructure Branch includes ESF-1 Transportation, ESF-2 Communications, ESF-3 Public Works and Engineering, and ESF-12 Energy.



ESF-1 Transportation coordinates cooperation across state agencies regarding transportation needs, issues, and activities before, during, and after a disaster, emergency, or planned event in the state.



ESF-2 Communications provides a framework for coordination across agencies regarding communications needs and issues during and after an emergency in the County. In addition, this annex details how the County will provide communications support and assistance in the event County needs exceed available resources during an emergency.



ESF-3 Public Works and Engineering utilizes resources (i.e., human, technical, equipment, facility, materials, supplies) of member agencies to provide technical expertise, evaluation, engineering services, contracting for emergency repair of dams, drinking water, wastewater treatment facilities, emergency power, public real estate, and debris management to assist the County in meeting its goals related to life-saving and life-

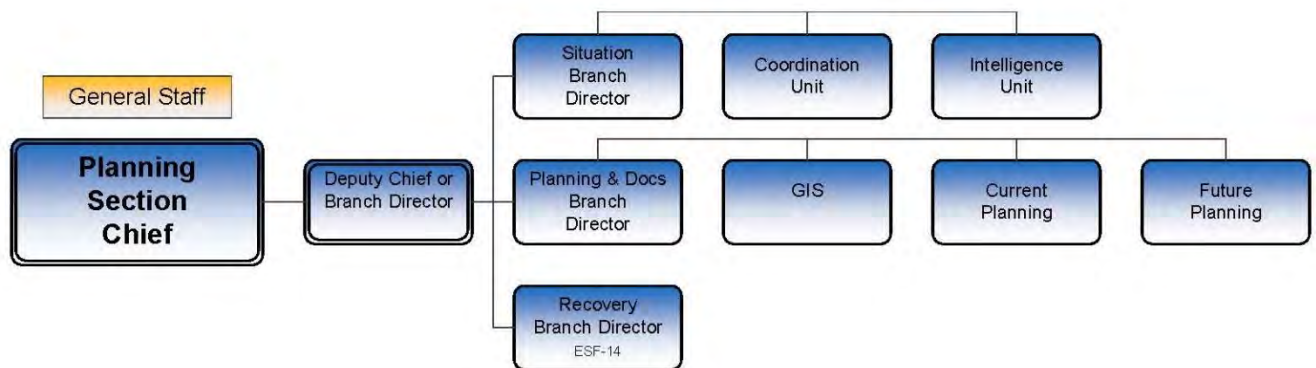
sustaining actions, damage mitigation, and recovery activities before, during, and after an emergency/disaster event.



ESF-12 Energy provides a coordinated response in restoring energy services, supports emergency response and recovery efforts, and normalizes community functions in a disaster area. Support includes but is not limited to assessing energy and non-energy utility system damages, supplies, and requirements to restore such systems, obtaining information on deliverable fuels, supplies, and infrastructure, assisting the County in assessing emergency power needs and priorities and providing emergency information, education, and conservation guidance to the general public concerning energy and utility services.

Planning Section

The Planning Section collects, analyzes, and disseminates incident situational awareness information and intelligence to incident management personnel and key County officials. It prepares status reports, including SITREPs, displays situation information, and prepares and documents the IAP, based on input from Command and General Staff and guidance from the EOC Manager.



The Planning Section staff provides a wide range of planning services to address current incident requirements and anticipate and develop plans for future needs. In addition, the section typically performs the following functions:

- Establishes an operational rhythm schedule and conducts meetings with Command Staff and selected ESF representatives to develop the County's goals, objectives, and priorities for the incident;
- Facilitates the EOC action planning process and development of the IAP;
- Anticipates long-term impacts and possible cascading effects, including potential resource requests and policy issues, and conducts contingency planning as needed, in conjunction with Operations Section staff;
- Conducts planning meetings with the ESFs and Logistics to identify and coordinate required resources to support plans and contingency plans;
- Collects data from initial and ongoing assessment of incident-related damage and needs, conducts impact analyses, and informs plans and resource decisions with assessment results;
- Serves as a link between the County EOC and the VEOC;
- Shares incident-related intelligence and information;
- Facilitates information sharing across various jurisdictions involved in an incident and with senior leadership;
- Provides weather and other specialized mission support;
- Supports incident modeling and mapping requests; and,
- Meets information requirements to support decisions.

Planning Section Chief

The Planning Section Chief is responsible for assisting the EOC Manager in establishing situational awareness, developing situational awareness reports and incident action plans, performing planning, and providing technical expertise during emergency response and recovery operations. The Planning Chief may also be responsible for:

- Assigning to a Deputy Planning or Branch Director, as needed;
- Establishing the planning cycle schedule for the development of the Incident Action Plan;
- Advising the Command and General Staff of any significant changes in incident status;
- Reporting on situation briefing and assisting in the preparation of initial response objectives and strategies; and
- Supervising the production of incident-related contingency, recovery, COOP, and demobilization plans.

Situational Awareness Branch Director

Situational awareness is a standard set of relevant, usable information that enables incident leadership, supporting partners, and the public to make effective, consistent, coordinated, and timely decisions. This branch monitors incident-specific data sources (such as local SITREPs, WebEOC, etc.), as well as publicly available data sources, and develops/implements operational rhythm schedules. The branch staff verifies the accuracy of information received and facilitates situational awareness among EOC staff, incident personnel, and senior leadership. In addition, they coordinate and de-conflict incident information in conjunction with ESF-15 External Affairs. This branch is broken into two units: Local Liaisons and Intelligence.

Coordination Unit are responsible for linking the EOC and other jurisdictions and the VEOC for situational awareness, assistance, notification, and information sharing. The Local Liaisons are also responsible for ensuring that communities receive information, SITREPs, IAPs, and other products/warnings/messages. In addition, the Local Liaisons may compile data, statistics, and information as necessary, based on the incident type, and formulate this information into a report for the Situational Awareness Branch.

The Intelligence Unit shares incident-related intelligence and information necessary for incident management. In addition to legal constraints, the nature of an incident may restrict the type and scope of information available. This unit facilitates the timely exchange, coordination, or de-confliction of information and promptly shares any information that affects the life safety of the responders or the public with appropriate responders and center staff.

The Intelligence Unit is responsible for leading, integrating, and coordinating the overall effort to enhance Critical Infrastructure and Key Resources (CIKR) protection. CIKR includes those assets, systems, networks, and functions, whether physical or virtual, that are so vital to the County that the incapacity or destruction of such systems and assets would have a debilitating impact on security, economic security, public health, or safety.

Responsibilities for CIKR support that are most applicable during incident response include:

- Identifying, prioritizing, and coordinating activities in support of the protection of critical assets, systems, and networks;
- Establishing and maintaining a comprehensive, multi-tiered, dynamic information-sharing network designed to provide timely and actionable threat information, assessments, and warnings to public and private sector security partners;

- Protecting sensitive information provided by the private sector and facilitating the development of sector-specific and cross-sector information sharing and analysis systems, mechanisms, and processes;
- Promoting the collection, integration, and evaluation of information that has an effect on detecting and preventing criminal or terrorist-related activity and all incident impacts;
- Coordinating, facilitating, and supporting comprehensive risk assessment programs for high-risk CIKR, identifying protection priorities across sectors and jurisdictions, and integrating CIKR protective programs; and
- Integrating efforts to protect and recover CIKR, including analysis, warning, information sharing, vulnerability reduction, and mitigation activities and programs.

Planning and Documentation Branch Director

The Planning and Documentation Branch works closely with other sections to determine potential, developing, or ongoing situations that may require a current or future response. This branch oversees the development of plans to support these efforts. Staff within this branch provide strategic guidance on planning and support, analyzing current and future resource requirements and programmatic decisions, maintaining EOC incident files, and identifying areas for process improvements. This Branch coordinates closely with the Operations Section to obtain information from ESFs and RSFs. The Planning and Documentation Branch is broken into three units: GIS, Current Planning, and Future Planning.

GIS supports the EOC in developing GIS dashboards, maps, or other visual aids to achieve a common operating picture.

Current Planning is responsible for developing plans to achieve objectives as outlined in the EOC Incident Action Plan. The Situation Report and situational awareness statements are developed in coordination with the Situational Awareness Branch and ESF-15 External Affairs. The unit may also develop other function/incident-specific plans based upon incident needs.

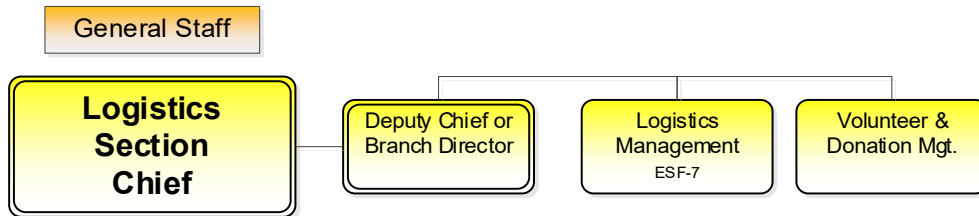
Future Planning Unit is responsible for developing the IAP and conducting future planning for response and recovery efforts. Recovery planning is coordinated with the Recovery Branch. Incident-specific contingency plans are developed in coordination with the Logistics Section. The Future Planning Unit is responsible for developing the EOC roster. In addition, the unit provides strategic guidance and recommendations to EOC staff, identifies intermediate and long-term objectives for the IAP, and oversees the development of the Demobilization Plan if required. The FEMA Planning Cycle or “Planning P” is a process that establishes a continuum for incident action planning and shall be used for future operational period planning.

Recovery Branch Director

The Recovery Branch is responsible for implementing the Recovery Annex with support from all Recovery Support Functions. In addition, this Branch will provide County emergency management personnel with guidance to manage long-term recovery activities. As the response phase begins to wind down, operations focus will shift from saving lives and preserving infrastructure to restoring government operations and services and assisting individuals and households in returning to self-sufficiency. As a result, response and recovery operations will likely overlap for some time.

Logistics Section

The Logistics Section is responsible for the allocation of state resources to support local first responders. If communities, other County agencies, or ESFs require additional or specialized resources, the Logistics Section will fill resource requests, including personnel.



Logistics Section Chief

The Logistics Section Chief is responsible for assisting the EOC Manager in implementing external logistical support during emergency response and recovery operations. In addition, the Logistics Section Chief coordinates with internal and external organizations to clarify resource requirements, available deployable resources, de-conflict resource allocation issues, and identify gaps in resource availability. The Logistics Section Chief may also be responsible for:

- Coordinating resources and services to support the achievement of the incident objectives and for all logistical functions within the EOC;
- Assigning a Mission Assignment Coordinator (MAC), as needed;
- Assigning EMAC Coordinator, if required;
- Advising the EOC Manager of any anticipated shortfalls in required resources;
- Supporting situational awareness;
- Providing support to meet incident needs;



ESF-7 Logistics Management and Resource Support provides logistical and resource support to state and local entities involved in state emergency response and recovery efforts that affect the County.

Volunteer and Donation Management facilitates and coordinates communication with and activities of volunteer services to support relief efforts in disaster areas. This Support Annex is the liaison for those voluntary organizations that provide disaster services within the County so that capabilities and resources are effectively integrated with other local, state, and federal agencies to meet the needs of the disaster or emergency.

Resource Request Process is generated from the incident or by organizations serving as response partners for the incident. Resource requests are submitted to the EOC and assigned through the Logistics Section, determining if an ESF can fulfill the request. Field personnel should utilize the acronym CSALTT when considering resource requests (Capability, Size, Amount, Location, NIMS Resource Type, Time Needed). If an ESF cannot fill the request, the Logistics Section will work with the Command Staff to determine the most feasible approach to obtain the requested resource. In addition, the Logistics Section Chief will coordinate with the VEOC to determine the availability of state or federal resources to meet the request.

Donations Management will be facilitated by the Logistics Section and coordinated with local agencies to manage donated goods and services and unsolicited donations that may be received for response efforts.

Mutual aid agreements, compacts, and Memorandum of Understanding (MOUs) are essential components of emergency management response and recovery activities. These agreements provide mutual aid and assistance within the County, such as MOUs between fire departments, law enforcement, and public works agencies. In addition, county agencies, ESFs, and other partners may have MOUs or other arrangements that may be standing or invoked just in time.

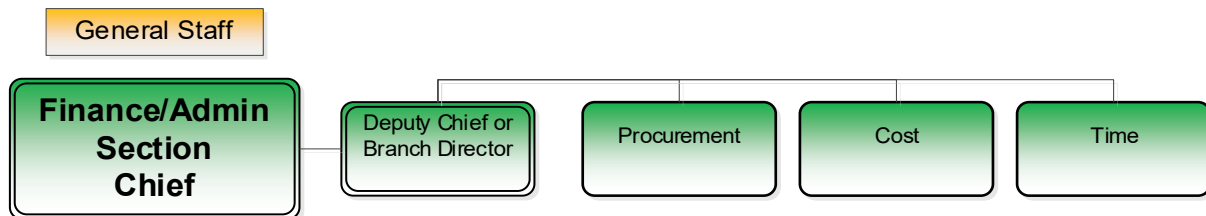
Primary and support agencies will maintain up-to-date agreements with various other agencies, regions, states, as appropriate. Support agencies should keep the primary agency informed of any such agreements that may affect resources or capabilities during an emergency. The EMD also maintains agreements and mutual aid compacts on behalf of the County. These may be activated as the situation warrants.

Emergency Management Assistance Compact (EMAC) is a signatory of the EMAC to provide for mutual assistance between participating member states/territories in managing any emergency or disaster that is duly declared by the Governor(s) of the affected state(s)/territory(s). The assisting state/territory will receive approval from its Governor before assisting.

Under the provisions of EMAC, the County is responsible for reimbursing expenses incurred by responding states during the delivery of mutual aid or for the out-of-state sheltering or repatriation of residents. The County is likewise responsible for the computation and submission of bills to reimburse expenses incurred while responding to a requesting state. Procedures for implementing EMAC are found in the EMAC Operations Manual published by the National Emergency Management Association.

Finance and Administration Section

The Finance and Administration Section is responsible for providing human resource, financial, and administrative support to EOC personnel and the activities the EOC oversees. In addition, the section implements procurement processes to execute contracts and obligate funds for coordination with the Logistics Section. The Finance and Administration Section will follow existing Financial Administration Procedures and Grant Administration Plans as appropriate.



Finance and Administration Section Chief

The Finance and Administration Section Chief ensures compliance with applicable guidance regarding the financial and administrative activities of the EOC. In addition, the Finance and Administration Chief may be responsible for:

- Coordinating closely with Command and General Staff to ensure financial accountability and documentation of expenditures;
- Ensures that costs and expenditures are tracked and reports information regarding accrued costs to the EOC Manager;
- Ensures that the EOC staff keeps records necessary for a potential disaster declaration or reimbursement request and supports the completion and submission of these requests.

Procurement Unit is responsible for managing emergency procurement tasks if or when the Logistics Section requires the immediate purchase or renting/leasing of equipment, assets, or other professional service required to aid and support ongoing response and recovery operations. This unit works closely with the ESF-7 Logistics Management and Resource Support of the Logistics Section.

Cost Unit tracks all emergency-related costs incurred because of conducting response and recovery operations during an emergency event.

Time Unit tracks all employee and staff time records during their activation during emergency response and recovery operations.

Agreements and Understandings for the purchase, lease, or other use of equipment and services will follow County and State Code laws and procedures. A local or State emergency declaration may suspend selected rules and regulations that impede incident response or recovery operations.

Expenditure and Record-Keeping support for emergency operations shall be from funds regularly appropriated to County departments. If the demands exceed available funds, the County Administrator, with the concurrence of the Board of Supervisors, may make additional funds available from the Disaster Emergency Fund. If monies available are insufficient, the County Administrator has the authority to transfer and expend monies appropriated for other purposes under an Emergency Declaration.

Each agency is responsible for establishing the administrative controls necessary to manage funds' expenditure and provide reasonable accountability and justification for reimbursement. This should be following the established federal program guidelines or standard cost accounting procedures if the latter is acceptable by the reimbursing federal agency.

Training

Training is provided for response personnel to enhance their knowledge, skills, and abilities (KSAs). The emergency management program is responsible for the development, administration, and maintenance of a comprehensive training and exercise program customized to the needs of the County. The program will comprise general, core, functionally specific, and ongoing refresher training programs designed to sustain an acceptable level of emergency preparedness for County personnel. In addition, the emergency management program will develop, plan, and conduct seminars, drills, tabletops, functional, and full-scale exercises. A yearly schedule will be maintained to ensure the appropriate resources are available to complete the prescribed training activities.

County departments and agencies should participate in all emergency management exercises and after-action reviews as requested by the County and help identify areas needing improvement, modifications to departmental emergency plans, policies, procedures, and guidelines, as needed, based on lessons learned. Training and exercising individual organizational SOPs that support the County EOP are the responsibility of each respective organization's understanding of the EOP.

All personnel will be provided the opportunity to receive the necessary training to execute those responsibilities in an effective and responsible manner. As per the Board of Supervisors adopted NIMS Compliance Policy 2005 (see appendix 1-5), all personnel shall be trained to the following minimum levels of the NIMS:

NIMS Compliance Training Reference Chart

Tier	Position Type	IS-100	IS-700	IS-200	IS-800	ICS-300	ICS-400	IS-2200	G0191	G2300 or K2300	IS-29	L0105	IS-908
1	All Full-Time Personnel	X	X										
2	All Supervisors	X	X	X	X								
3	All Public Safety Department Senior Staff	X	X	X	X	X	X						
4	All Department Heads and Personnel Listed in the EOP Line of Succession	X	X	X	X	X	X	X	X	X	X		
5	EM Directors, EM Coordinators, PIO	X	X	X	X	X	X	X	X	X	X	X	
6	Elected Officials												X

Online Courses Through FEMA/EMI or NeoGOV Onboarding

- **IS-29:** Public Information Officer Awareness (7 hours)
- **IS-100:** Introduction to the Incident Command System (2 hours)
- **IS-200:** Basic Incident Command System for Initial Response (4 hours)
- **IS-700:** An Introduction to the National Incident Management System (3.5 hours)
- **IS-800:** National Response Framework, An Introduction (3 hours)
- **IS-908:** Emergency Management for Senior Officials or Equivalent (1 hour)
- **IS-2200:** Basic Emergency Operations Center Functions (4 hours)

In-Person Training Through VDEM or EMI

- **ICS-300:** Intermediate ICS for Expanding Incidents (3-day classroom)
- **ICS-400:** Advanced ICS for Command and General Staff (2-day classroom)
- **G0191:** Emergency Operations Center/Incident Command System Interface (1-day classroom)
- **L0105:** Public Information Basics (3-day classroom)
- **G2300 or K2300:** Intermediate Emergency Operations Center Functions (3day classroom or 5-day online)

Remarks

- **X** = Required courses
- **X** = Required for County PIOs, recommended for others
- **X** = Recommended courses
- **IS** = FEMA independent study online
- **ICS** = VDEM in-person training
- **G** = EMI developed course delivered by state, local, tribal, and territorial instructors
- **K** = EMI resident course delivered via Adobe Connect

Exercises

Exercises help evaluate plans, procedures, and capabilities and include developing an after-action report and improvement plan to include lessons learned or corrective actions. The EOP will be exercised at least once annually. The emergency management program will be responsible for designing, carrying out, and evaluating the exercises. All exercises will follow the HSEEP doctrine for development and evaluation.

There are seven types of exercises defined within HSEEP, each of which is either discussion-based or operations-based. Discussions-based Exercises familiarize participants with current plans, policies, agreements, and procedures or may be used to develop new plans, policies, agreements, and procedures. Types of Discussion-based Exercises include:

- **Seminars** are informal discussions designed to orient participants to new or updated plans, policies, or procedures (e.g., a seminar to review a new Evacuation Standard Operating Procedure);

- **Workshops** resemble a seminar but are employed to build specific products, such as a draft plan or policy (e.g., a Training and Exercise Plan Workshop) to develop a Multi-year Training and Exercise Plan);
- **Tabletop Exercises (TTX)** involve key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures; and
- **Games** are operations simulations that often involve two or more teams, usually in a competitive environment, using rules, data, and procedures to depict an actual or assumed real-life situation.

Operations-based exercises validate plans, policies, agreements, and procedures, clarify roles and responsibilities, and identify resource gaps in an operational environment. Types of Operations-based Exercises include:

- **Drills** are coordinated, supervised activity usually employed to test a single, specific operation or function within a single entity (e.g., a fire department conducts a decontamination drill);
- **Functional Exercises (FE)** examine or validate the coordination, command, and control between various multi-agency coordination centers (e.g., emergency operation center, joint field office, etc.). A functional exercise does not involve any "boots on the ground" (i.e., first responders or emergency officials responding to an incident in real-time); and
- **Full-Scale Exercises (FSE)** are multi-agency, multi-jurisdictional, multi-discipline exercises involving functional (e.g., joint field office, emergency operation centers, etc.) and "boots on the ground" response (e.g., firefighters decontaminating mock victims).

After Action Reports

An After-Action Report (AAR) captures observations of the response to an incident and makes suggestions for post-response improvements to plans, policies, and procedures. An Improvement Plan (IP) identifies specific corrective actions, assigns these actions to responsible parties, and establishes target dates for action completion. While the AAR and IP are documents developed through different processes, they are complementary and should be printed and distributed jointly.

Following each incident or exercise, emergency management program will conduct an after-action analysis to identify areas of improvement. The emergency management program will address any problem identified and ensure current policy and procedures are effectively implemented and reflected in this plan. The AAR will be developed by emergency management program, based on information collected from response participants in hot washes and records of the response, such as WebEOC and position logs, message forms, maps, situation reports, Incident Action Plans, news releases, or written requests for resources.

Once a draft AAR is developed, the emergency management program will facilitate an After-Action Conference with entities participating in the response. Participants in this conference will present, discuss, and refine the AAR and identify specific corrective actions to address the recommendations contained in the AAR. These corrective actions will yield the IP. Following the conference, the emergency management program will finalize the AAR by incorporating corrections, clarification, and other feedback and distribute the final AAR/IP to all entities involved in the response. Corrective actions are reviewed by the emergency management program and are included in revisions and changes in plans and procedures.

Appendix 1-1: Succession of Authority

The succession of authority is critical to the successful execution of emergency operations. Therefore, the following lines of succession are specified, resulting in the administrative hierarchy's unavailability of the ranking member. The decision-making authority for each Department or service function is listed below by position and decreasing order.

Department/Division	Primary	Successor 1	Successor 2
County Administrator's Office	County Administrator	Deputy County Administrator	
Board of Supervisors	Chairman	Vice Chairman	Senior Board Member
Finance	Finance Director	Assistant Finance Director	Risk Manager
Human Resources	Human Resources Director	Benefits Administrator	Human Resources Generalist
Planning and Development	Planning and Development Director	Planning and Development Assistant Director	Senior Planner
Public Works	Public Works Director		
Landfill	Public Works Director	Landfill Manager	Environmental Manager
Shawneeland	Public Works Director	Sanitary District Manager	Senior Motor Equipment Operator
Building Inspections	Public Works Director	Building Official	Operations Manager
Animal Shelter	Public Works Director	Animal Shelter Manager	Assistant Animal Shelter Manager
Soil Waste/Recycling/Litter Control	Public Works Director	Solid Waste Manager	Solid Waste Supervisor
Engineering	Public Works Director	Senior Project Manager	Operations Manager
Social Services	Director of Social Services	Assistant Director of Social Services	
Emergency Management	Emergency Management Coordinator	Emergency Management Deputy Coordinator	
Fire and Rescue	Fire Chief	Assistant Fire Chief	Deputy Chief(s)
Sheriff's Office	Sheriff	Major (Chief Deputy)	Captain
Public Safety Communications	Public Communications Director	Operations Supervisor	Shift Supervisor

**A RESOLUTION DECLARING A LOCAL STATE OF EMERGENCY
FOR FREDERICK COUNTY, VIRGINIA AS A RESULT OF**

WHEREAS, the Board of Supervisors of the County of Frederick, Virginia considers the safety and welfare of the residents of the County to be of utmost importance; and,

WHEREAS, the President of the United States has declared a national state of emergency to exist throughout the country, and the Governor of Virginia has declared a state of emergency to exist throughout the Commonwealth of Virginia as a result of _____; and,

WHEREAS, due to the _____, Frederick County is facing a condition of extreme peril to the lives and safety of the residents and visitors of the County; and,

WHEREAS, as a result of this extreme peril, the declaration of the existence of an emergency is necessary to permit the full powers of government to deal effectively with this condition of peril; and,

WHEREAS, County Administrator _____ currently serves in the position of the local Director of Emergency Management and is authorized under the laws of the Commonwealth of Virginia to make a local declaration of emergency with the consent of the governing body; and,

WHEREAS, County Administrator _____ has declared that a local state of emergency exists in Frederick County as a result of _____, effective on **DATE** at **Hours** and subsequently requests the consent of the Board of Supervisors to proceed with the declaration of emergency.

NOW THEREFORE BE IT RESOLVED, that the Board of Supervisors for Frederick County, Virginia hereby consents to the local Director of Emergency Management declaring a local state of emergency within Frederick County; and,

BE IT FURTHER RESOLVED, that during the existence of this emergency, the powers, functions, and duties of the Director of Emergency Management and the organization and functions of Frederick County shall be those prescribed by the laws of the Commonwealth of Virginia and the ordinances, resolution, approval plans of Frederick County, and other measures necessary to mitigate the impact of the public health emergency and to protect life and safety endangered by the event.

Resolution No. _____

ADOPTED by the Board of Supervisors of Frederick County on this day of.

**A RESOLUTION TERMINATING A LOCAL STATE OF EMERGENCY
FOR FREDERICK COUNTY, VIRGINIA AS A RESULT OF**

WHEREAS, on _____, the Director of Emergency Management, County Administrator, pursuant to the Virginia Emergency Services Disaster Laws Title 44, Chapter 3.2, (the "Emergency Services Disaster Law"), issued a proclamation declaring a local state of local emergency for the County resulting from:

[Describe the situation that occasioned the disaster declaration];

WHEREAS, the conditions necessitating the proclamation of a local state of disaster have ceased to exist; and

WHEREAS, the Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, as amended, provides that a local state of emergency may be terminated by the governing body of the political subdivision.

NOW THEREFORE BE IT RESOLVED, that the Board of Supervisors for Frederick County, Virginia hereby terminates the proclamation of a local state of emergency described in the preamble above, and A public emergency exists requiring that this ordinance be passed formally on the date of its introduction; therefore, this order shall take effect immediately upon its passage and approval by the Board of Supervisors.

**A RESOLUTION RESTRICTING, ALLOCATING, REGULATING
ACTIVITIES AND COMMODITIES DURING A LOCAL STATE OF
EMERGENCY FOR FREDERICK COUNTY, VIRGINIA AS A RESULT
OF _____**

WHEREAS, by proclamation issued *[date of emergency declaration]*, the Director of Emergency Management, County Administrator, declared a state of emergency for the County resulting from

[Briefly describe the situation]; and

WHEREAS, said state of emergency requires that certain emergency measures be taken pursuant to the Executive Order of the Governor Relating to Emergency Management; now, therefore, the following regulations shall take effect immediately upon issuance and shall remain in effect until the state of disaster is terminated:

[Eliminate sections below describing measures that will not be used.]

1. CURFEW

- a. A person shall not remain or travel upon any public or private property in the following area(s) between the hours of ____and____: *[Insert description of applicable areas]*
- b. Subsection (a) shall not apply to:
 - i. A person authorized by the Director of Emergency Management to assist in the production of the health, safety, or welfare of the public; or
 - ii. A person who remains or travels upon private property owned by him or upon which the person has been invited.

2. MOVEMENT OF PEOPLE AND OCCUPANCY OF PREMISES

- a. A person shall not remain or travel upon any public or private property in the following area(s): *[Insert description of applicable areas]*
- b. Subsection (a) shall not apply to a person authorized by local government officials to assist in protecting the health, safety, or welfare of the public.

3. UTILITIES

- a. All utility services shall be discontinued in the following area(s): *[Insert description of applicable areas]*

4. FLAMMABLE PRODUCTS

- a. A person shall not sell or give away gasoline or other flammable or combustible products in the following area(s): *[Insert description of applicable areas]*
- b. All gasoline stations shall be closed in the following area(s): *[Insert description of applicable areas]*

5. EXPLOSIVES

- a. A person shall not sell, barter, loan, or give away arms, ammunition, dynamite, or other explosives in the following area(s): *[Insert description of applicable areas]*

- b. All establishments where arms, ammunition, dynamite, or other explosives are sold shall be closed in the following area(s): *[Insert description of applicable areas]*

6. ALCOHOLIC BEVERAGES

- a. A person shall not sell or distribute beer, wine, liquor, or alcoholic beverages of any kind in the following area(s): *[Insert description of applicable areas]*
- b. Subsection (a) shall not apply to the sale of medicine that contains alcohol.

7. PRICE CONTROLS

- a. A person shall not sell any of the following goods or services for more than the price the person charged for the goods or services on (date of disaster declaration):
 - i. Groceries, beverages, toilet articles, ice;
 - ii. Construction and building materials and supplies, and earthmoving equipment and machinery;
 - iii. Electrical and gas generating and transmission equipment, parts and accessories;
 - iv. Charcoal briquettes, matches, candles, lamp illumination, and heat unit carbides, dry batteries, light bulbs, flashlights, and hand lanterns;
 - v. Hand tools (manual and power), hardware and household supplies, and equipment rental;
 - vi. Automotive parts, supplies, and accessories;
 - vii. Plumbing and electrical tools and supplies;
 - viii. Apartment, duplex, multi-family dwelling, rooming house, hotel, and motel rental;
 - ix. Gasoline, diesel oil, motor oil, kerosene, grease, and automotive lubricants;
 - x. Restaurant, cafeteria, and boarding-house meals;
 - xi. Services of roofing and building contractors, plumbers, electricians, mechanics, tree surgeons, and automobile wrecker companies;
 - xii. Medicine, pharmaceutical, and medical equipment and supplies;
 - xiii. Blankets, quilts, bedspreads, bed linens, mattresses, bedsprings, bedsteads, towels, and toilet paper; and
 - xiv. Furniture and clothing.

8. SUSPENSION AND MODIFICATION OF ORDINANCES

- a. The following ordinances and regulations are hereby suspended or modified as indicated: *[List the relevant ordinances and regulations]*
- b. The suspension or modifications of the ordinances and regulations listed in Subsection (a) shall remain in effect until (date 60 days from the date these regulations are issued) or until the state of disaster is terminated, whichever is sooner.

9. PENALTIES

- a. These regulations shall have the effect of ordinances when duly filed with the County Clerk of the Court.
- b. A person who violates any provision of these regulations, upon conviction, is punishable by a fine of not more than dollars \$_____.

10. EMERGENCY

- a. This [ordinance/order] shall take effect immediately from and after its passage and publication, and it is accordingly so ordained.

Appendix 1-5: National Incident Management Compliance Resolution

National Incident Management System

Resolution (#042-05) RE: Adoption of the National Incident Management System – Approved

Upon a motion by Supervisor Van Osten, seconded by Supervisor Tyler, the Board approved the Resolution re: Adoption of the National Incident Management System.

WHEREAS, the Board of Supervisors of the County of Frederick, Virginia, does hereby find as follows:

WHEREAS, the President in Homeland Security Directive (HSPD)-5, directed the Secretary of the Department of Homeland Security to develop and administer a National Incident Management System (NIMS), which would provide a consistent nationwide approach for Federal, State, and local governments to work together more effectively and efficiently to prevent, prepare for, respond to and recover from domestic incidents, regardless of causer, size or complexity;

WHEREAS, the collective input and guidance from all Federal, State, and local homeland security partners has been, and will continue to be, vital to the development, effective implementation and utilization of a comprehensive NIMS;

WHEREAS, it is necessary and desirable that all Federal, State, and local emergency agencies and personnel coordinate their efforts to effectively and efficiently provide the highest levels of incident management;

WHEREAS, to facilitate the most efficient and effective incident management it is critical that Federal, State, and local organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resources management, and designated incident facilities during emergencies or disasters;

WHEREAS, the NIMS standardized procedures for managing personnel, communications, facilities and resources will improve the county's ability to utilize federal funding to enhance local agency readiness, maintain first responder safety, and streamline incident management processes;

WHEREAS, the Incident Command System components of NIMS are already an integral part of various county incident management activities, including current emergency management training programs; and

WHEREAS, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of a standardized Incident Command System.

NOW, THEREFORE, BE IT HEREBY PROCLAIMED by the Board of Supervisors of the County of Frederick, Virginia, that the National Incident Management Systems (NIMS) is established as the County standard for incident management.

The above motion was approved by the following recorded vote:

Richard C. Shickle	Aye
Gary W. Dove	Aye
Bill M. Ewing	Aye
Gene E. Fisher	Aye
Gina A. Forrester	Aye
Lynda J. Tyler	Aye
Barbara E. Van Osten	Aye

Appendix 1-6: List of Acronyms

ARC	American Red Cross
AAR	After-Action Report
ARES	Amateur Radio Emergency Services
CBRNE	Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive
CC	Communications Center
CCT	Crisis Communications Team
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CIKR	Critical Infrastructure and Key Resources
COG	Continuity of Government
CONOPS	Concept of Operations
COOP	Continuity of Operations Plan
COVEOP	Commonwealth of Virginia Emergency Operations Plan
CP	Command Post
CPG	Comprehensive Preparedness Guide
CR	Community Relations
CRR	Community Risk Reduction
CSALTT	Capability, Size, Amount, Location, NIMS Resource Type, Time Needed
DAC	Disaster Application Center
DAP	Disaster Assistance Policy
DCJS	Department of Criminal Justice Services
DEQ	Department of Environmental Quality
DHCD	Department of Housing and Community Development
DHS	United States Department of Homeland Security
DRC	Disaster Recovery Center
DRT	Disaster Recovery Team
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
DSCO	Deputy State Coordinating Officer
DSS	Department of Social Services
EAS	Emergency Alert System
ECC	Emergency Communications Center
EMD	Emergency Management Department
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EMS	Emergency Medical Services
EOC	Emergency Operation Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
EPA	Environmental Protection Agency
ERT-A	Emergency Response Team - Advance Element
FAA	Federal Aviation Administration
FAC	Family Assistance Center
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FOG	Field Operations Guide
FSE	Full-Scale Exercise
GAR	Governor Authorized Representative
GIS	Geographic Information System
HAZMAT	Hazardous Material(s)

HAZUS-MH	Hazards U.S. Multi-Hazard
HMO	Hazardous Materials Officer
HSEEP	Homeland Security Exercise and Evaluation Program
IA	Individual Assistance
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
IP	Improvement Plan
iPAWS	Integrated Public Alert and Warning System
ITDR	Information Technology Disaster Recovery
JIC	Joint Information Center
JIS	Joint Information System
JFO	Joint Field Office
KSA	Knowledge, Skills, and Abilities
KOKV	Winchester Regional Airport
LCAR	Local Capability Assessment for Readiness
LEPC	Local Emergency Planning Committee
MAA	Mutual Aid Agreement
MAC	Multi-agency Coordination Group
MACC	Multi-agency Command Center
MCU	Mobile Command Unit
MFI	Mass Fatality Incident
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NCR	National Capital Region
NFIP	National Flood Insurance Program
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NRP	National Response Plan
NTSB	National Transportation and Safety Board
NWR	NOAA Weather Radio
NWRHCC	North West Regional Health Care Coalition
NWS	National Weather Service
OCME	Office of Chief Medical Examiner
PA	Public Assistance
P.L.	Public Law
PDA	Preliminary Damage Assessment
PDD	Presidential Disaster Declaration
PIO	Public Information Officer
PNP	Private Non-Profit
POC	Point of Contact
POD	Point of Distribution
PSA	Public Service Announcement
RACES	Radio Amateur Civil Emergency Services
RICC	Regional Information Coordination Center
SAR	Search and Rescue
SARA	Superfund Amendment and Reauthorization Act of 1986
SCO	State Coordinating Officer
SEC	State Corporation Commission
SITREP	Situation Report
SMA	State Mutual aid Agreement

SME	Subject Matter Expert
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SPCA	Society for the Prevention of Cruelty to Animals
sUAS	Small Unmanned Aircraft Systems
SVEC	Shenandoah Valley Electric Cooperative
TDSR	Temporary Debris Storage and Reduction
TTX	Table-Top Exercise
UAV	Unmanned Aircraft Vehicle
U.S.C.	United States Code
USACE	U.S. Army Corps of Engineers
USAR	Urban Search and Rescue
USCG	U.S. Coast Guard
USDA	Department of Agriculture
VCICF	Virginia Criminal Injuries Contact Fund
VDE	Virginia Department of Energy
VDEM	Virginia Department of Emergency Management
VDOT	Virginia Department of Transportation
VEOC	Virginia Emergency Operations Center
VEOP	Virginia Emergency Operations Plan
VEST	Virginia Emergency Support Team
VOAD	Voluntary Organizations Active in Disaster
VPSTF	Virginia Petroleum Storage Tank Fund
WMD	Weapons of Mass Destruction

Appendix 1-7: Glossary of Key Terms

Access and Functional Needs

Those actions, services, accommodations, and programmatic, architectural, and communication modifications that a covered entity must undertake or provide to afford individuals with disabilities a full and equal opportunity to use and enjoy programs, services, activities, goods, facilities, privileges, advantages, and accommodations in the most integrated setting

Activation

When all or a portion of the EOP plan has been put into motion

Alternate Facility Location

A location other than the regular facility used to process data or conduct essential functions during an event. Similar terms include Alternate Processing Facility, Alternate Office Facility, and Alternate Communication Facility

Amateur Radio Emergency Services (ARES)

A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed

American Red Cross (ARC)

A non-governmental humanitarian organization led by volunteers provides relief to victims of disasters and helps people prevent, prepare for, respond to, and recover from emergencies.

Business Impact Model

The process of determining the potential consequences of disruption or degradation of business functions

Capabilities-Based Planning

Under uncertainty, planning provides capabilities suitable for various threats and hazards while working within an economic framework requiring prioritization and choice. Capabilities-based planning addresses uncertainty by analyzing a wide range of scenarios to identify required capabilities

Checklist

Written (or computerized) enumeration of actions an individual or organization is meant to aid memory rather than provide detailed instruction. A list of the immediate actions to take once a plan is activated.

Citizen Corps

A community-based program, administered by FEMA, which includes Citizen Corps councils and other programs that bring government and non-governmental entities together to conduct all-hazards emergency preparedness and operations

Cold Site

An alternate facility that is void of any resources or equipment except air-conditioning and raised flooring

Community

A political or geographical entity with authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, city, township, village, or unincorporated county area. However, each state defines its political subdivisions and forms of government.

Command Section

One of the five functional areas of the Incident Command System. The command function is to direct, control, or order resources, including people and equipment, to the best possible advantage.

Command Post (CP)

That location at which primary command functions are executed; may be co-located with the Incident Base, also referred to as the Incident Command Post

Comprehensive Resource Management

Maximizes the use of available resources, consolidates like resources, and reduces the communications load on the Incident Command Operation.

Consequence

An effect of an incident or occurrence.

Continuity of Government (COG)

Preservation of the institution of government

Continuity of Operations Coordinator

Someone responsible for the overall recovery of a division(s). This person also provides overall project management to ensure the Business Impact Analysis, Vulnerability and Risk Analysis, and COOP plan's quality and timely delivery.

Continuity of Operations Plan (COOP)

A set of documented procedures developed to provide for the continuance of essential business functions during an emergency.

Coordination

The process of systematically analyzing a situation, developing relevant information, and informing appropriate personnel of viable alternatives for selection of the most effective combination of available resources to meet specific objectives

Critical Incident Stress Debriefing Team (CIST)

A field response team staffed and operated by mental health professionals specially trained in crisis intervention

Dam

A barrier built across a watercourse to impound, control, or divert the flow of water

Damage Assessment

The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and status of critical facilities and services resulting from a human-caused or natural disaster

Decontamination

The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing the Hazardous Materials/HAZMAT

Delegations of Authorities

This list specifies who is authorized to act on behalf of the division head and other key officials for specific purposes

Devolution

The capability to transfer statutory authority and responsibility for essential functions from a jurisdiction's primary operating personnel and facilities to other personnel and facilities and to sustain that operational capability for an extended period

Disability

An individual with a disability who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is regarded by others as having such an impairment

Disaster

An occurrence of a natural catastrophe, technological accident, or human-caused incident that has resulted in severe property damage, deaths, or multiple injuries

Earthquake

The sudden motion or trembling of the ground produced by abrupt displacement of rock masses

Emergency

Any incident, whether natural or human-caused that requires responsive action to protect life or property

Emergency Assistance

Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional 'mass care' services provided at the local level are addressed.

Emergency Alert System (EAS)

A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission (FCC) to operate in a controlled manner to warn and inform the public of needed protective actions in the event of a disaster or emergency

Emergency Medical Services (EMS)

Services, including personnel, facilities, and equipment, required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition

Emergency Operations Center (EOC)

The physical location at which the coordination of information and resources to support incident management

Emergency Operations Plan (EOP)

The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards

Emergency Management (EM)

The processes involved with preparing, preventing, mitigating, responding, and recovering from natural or human-caused disasters

Emergency Preparedness

The discipline which ensures an organization or community's readiness to respond to an emergency in a coordinated, timely, and effective manner

Essential Functions

Activities necessary to maintain continuity of operation

Evacuation

The organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

- A **spontaneous evacuation** occurs when residents or citizens in the threatened areas observe an incident or receive unofficial word of an actual or perceived threat and, without receiving instructions to do so, elect to evacuate the area
- A **voluntary evacuation** is a warning to persons within a designated area that a threat to life and property exists or is likely to exist in the immediate future.

- A **mandatory or directed evacuation** is a warning to persons within the designated area that an imminent threat to life and property exists. Individuals must evacuate following the instructions of local officials.

Evacuees

Persons that are displaced due to a disaster event

Emergency Support Function (ESF)

Aligned categories of resources that provide strategic objectives in the overall operation of an emergency event

Exercise

An activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are three specific types of exercises: tabletop, functional, and full scale.

Facilities

A location containing the equipment, supplies, voice, and data communication lines to conduct transactions required to conduct business under normal conditions

Federal Coordinating Officer

The official appointed by the President to execute Stafford Act authorities, including the commitment of FEMA resources and mission assignments of other Federal departments or agencies. In all cases, the Federal Coordinating Officer represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery efforts underway. In addition, for Stafford Act incidents, the Federal Coordinating Officer is the primary Federal representative with whom the State Coordinating Officer and other response officials interface to determine the most urgent needs and to set objectives for an effective response in collaboration with the Unified Coordination Group.

Federal Disaster Assistance

Federal assistance provided to disaster victims or state and local governments by federal agencies under provisions of the Robert T. Stafford Relief and Emergency Assistance Act of 1988 (PL 93-288).

Flood

A general and temporary condition of partial or complete inundation of normally dry land areas from overflow of inland or tidal waters, unusual or rapid accumulation or runoff of surface waters, or mudslides/mudflows caused by an accumulation of water

Geographic Information System (GIS)

A computer system capable of assembling, storing, manipulating, and displaying geographically referenced information, i.e.-data identified according to their locations

Governor Authorized Representative

An individual empowered by a Governor to (1) execute all necessary documents for disaster assistance on behalf of the state, including certification of applications for public assistance; (2) represent the Governor of the impacted state in the Unified Coordination Group, when required; (3) coordinate and supervise the state disaster assistance program to include serving as its grant administrator; and (4) identify, in coordination with the State Coordinating Officer, the state's critical information needs for incorporation into a list of Essential Elements of Information.

Hazard

A natural, technological, or human-caused source or cause of harm or difficulty

Hazardous Material (HAZMAT)

Any substance or material that, when involved in an accident and released in sufficient quantities, poses a risk to people's health, safety, or property

Hazardous Materials Emergency Response Plan

A plan for recognizing the risks of a hazardous materials release, response, and recovery actions

Hot Site

An alternate facility that has the equipment and resources to recover the business functions affected by an event

Homeland Security Exercise and Evaluation Program (HSEEP)

A threat and performance-based exercise program developed by DHS that provides doctrine and policy for planning, conducting, and evaluating exercises

Household Pet

A domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle, traditionally kept in the home for pleasure rather than commercial purposes, can travel in commercial carriers and be housed in temporary facilities.

Hurricane

A tropical cyclone, formed in the atmosphere over warm ocean areas, in which wind speeds reach 74-miles per hour or more and blow in a large spiral around a relatively calm center or eye

Implementation Procedure Checklist

A list of the immediate actions to take once the COOP plan is implemented

Incident

An occurrence or event—natural, technological, or human-caused—that requires a response to protect life, property, or the environment

Incident Command System (ICS)

A standardized on-scene emergency management system designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents

Incident Commander (IC)

The individual responsible for the on-scene management of all incident operations.

Incident Management Assistance Team (IMT)

A national or regional-based team composed of SMEs in incident management support during a major incident.

Initial Damage Assessment Report

The first report providing information regarding overall damage to public and private property, thereby providing a basis for an emergency declaration or disaster assistance

Integrated Communications Plan

A plan that coordinates the use of available communications means and establishes frequency assignments for certain functions

Internal Call List

A call list of emergency personnel that may be utilized during a disaster

Joint Field Office (JFO)

The Joint Field Office is a temporary Federal facility that provides a central location for the coordination of Federal, state, territorial, tribal, and local governments and private sector and non-governmental organizations with primary responsibility for response and recovery

Joint Information Center (JIC)

A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the Joint Information Center.

Joint Information System (JIS)

A structure that integrates overarching incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations.

Jurisdiction

A political subdivision (e.g., Federal, state, county, city) with the responsibility for ensuring public safety, health, and welfare within its legal authorities and geographic boundaries

Key Personnel

Personnel designated by their division as critical to the resumption of essential functions and services

Likelihood

Estimate of the potential for an incident's occurrence.

Limited English Proficiency

Persons who do not speak English as their primary language and have a limited ability to read, speak, write, or understand English.

Line of Succession

A list that specifies by position who will automatically fill a position once it is vacated.

Local Emergency

A condition declared by the local governing body when, in its judgment, the threat or the actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant a coordinated local government action to prevent or alleviate the loss of life, property damage, or hardship

Local Emergency Planning Committee (LEPC)

Appointed representatives of local government, private industry, business, environmental groups, and emergency response organizations responsible for ensuring that the hazardous materials planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) are in compliance

Mass Care

The actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include mass evacuation, mass sheltering, mass feeding, access, functional needs support, and household pet and service animal coordination.

Mitigation

Efforts to fix the cycle of disaster damage, reconstruction, and repeated damage

Multi-Agency Coordination Group (MAC)

A group, typically consisting of agency administrators or executives from organizations, or their designees, that provides policy guidance to incident personnel, supports resource prioritization and allocation, and enables decision-making among elected and appointed officials and senior executives in other organizations, as well as those directly responsible for incident management.

Mutual aid Agreement

A written agreement between agencies or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and equipment in an emergency

National Incident Management System (NIMS)

A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, non-governmental organizations, and the private sector to work seamlessly 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 or property and harm to the environment.

National Response Framework (NRF)

This document establishes a comprehensive, national, all-hazards approach to domestic incident response. It serves as a guide to enable responders at all levels of government and beyond to provide a unified national response to a disaster.

National Weather Service (NWS)

The federal Agency that provides localized weather information to the population, and during a weather-related emergency, to state and local emergency management officials

Nongovernmental Organization (NGO)

An entity cooperatively working with the government that is based on serving a public purpose and are not for private benefit

Planning Assumptions

Parameters that are expected and used as a context, basis, or requirement for the development of response and recovery plans, processes, and procedures

Preparedness

Actions that involve a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities

Prevention

Response organizations coordinate with those responsible for preventing imminent acts of terrorism

Protected Group

A group of people qualified for special protection by a law, policy, or similar authority

Protection

Actions to reduce or eliminate a threat to people, property, and the environment

Presidential Declaration

A presidential declaration frees up various sources of assistance from the Federal government based on the nature of the request from the Governor

Primary Agency(s)

The primary Agency shall be responsible for detailed planning, testing, and evaluation of their respective Emergency Support Function

Reconstitution

The process by which local government personnel resumes normal business operations from the original or replacement primary operating facility

Record Retention

The storing of historical documentation for a set period of time, usually mandated by state and federal law or the Internal Revenue Service

Recovery

The development, coordination, and execution of service and site restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents

Resource Management

A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources

Response

Immediate actions to save and sustain lives, protect property and the environment, and meet basic human needs

Regional Information Coordination Center (RICC)

The Center facilitates communications and coordination among local, state, and federal government authorities to ensure an effective and timely response to regional emergencies and incidents, including coordination of decision-making regarding events such as closing, early release of employees, evacuation, transportation decisions, health response, etc

Risk

The potential for an unwanted outcome resulting from an incident or occurrence, as determined by its likelihood and the associated consequences

Risk Assessment

A process that collects information and assigns values to risks to inform priorities, develop or compare courses of action, and informed decision making

Risk Identification

The process of finding, recognizing, and describing potential risks

Risk Management

The process of managing identified risks

Scenario

Hypothetical situation composed of a hazard, an entity impacted by that hazard, and associated conditions including consequences when appropriate

Scenario-Based Planning

A planning approach that uses a hazard vulnerability assessment to assess the hazard's impact on an organization based on various threats that the organization could encounter

Senior Official

The elected or appointed official, by statute, is charged with implementing and administering laws, ordinances, and regulations for a jurisdiction

Service Animal

Any guide dog, signal dog, or other animals individually trained to assist an individual with a disability

Situation Report (Sit-Rep)

An incident status update of activities submitted to the EOC at the end of each operational period

Span of Control

The number of subordinates or functions one supervisor can manage effectively. The desirable span of control recommends three (3) to seven (7) persons, with five (5) being the optimal number of subordinates

Standard Operating Procedure/Guideline

A reference document or operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or several interrelated functions in a uniform manner

State Coordinating Officer

The individual appointed by the Governor to coordinate state disaster assistance efforts with those of the Federal Government. The State Coordinating Officer plays a critical role in managing the state response and recovery operations following Stafford Act declarations. The Governor of the affected state appoints the State Coordinating Officer, and lines of authority flow from the Governor to the State Coordinating Officer, following the state's policies and laws.

State of Emergency

The condition declared by the Governor when, in their judgment, a threatened or actual disaster in any part of the State is of sufficient severity and magnitude to warrant disaster assistance by the State to supplement local efforts to prevent or alleviate the loss of life and property damage.

Statewide Mutual aid

A state program developed to assist localities in exchanging services and resources more effectively and efficiently in response to declared disasters and emergencies.

Superfund Amendments and Reauthorization Act of 1986 (SARA)

SARA is an established Federal regulation for the handling of hazardous materials.

Support Agency(s)

Entities that support primary Agency (s) when employed to complete a support function.

Terrorism

Unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives

Tornado

A local atmospheric storm, generally of short duration formed by winds rotating at very high speeds, usually in a counterclockwise direction

Uncertainty

The degree to which a calculated, estimated, or observed value may deviate from the actual value

Unified Command (UC)

Shared responsibility for overall incident management as a result of a multi-jurisdictional or multi-agency incident

Vital Records, Systems, and Equipment

Records, files, documents, or databases, which, if damaged or destroyed, would cause considerable inconvenience or require replacement

Vulnerability

A physical feature or operational attribute rendering an entity open to exploitation or susceptible to a given hazard

Warm Site

An alternate processing site which is only partially equipped

Warning

The alerting of emergency response personnel and the public to the threat of extraordinary danger and the related effects that specific hazards may cause

Weapons of Mass Destruction

Nuclear, radiological, chemical, biological, or other devices are intended to harm many people.