CITY OF WINCHESTER
EMERGENCY OPERATIONS PLAN
2014

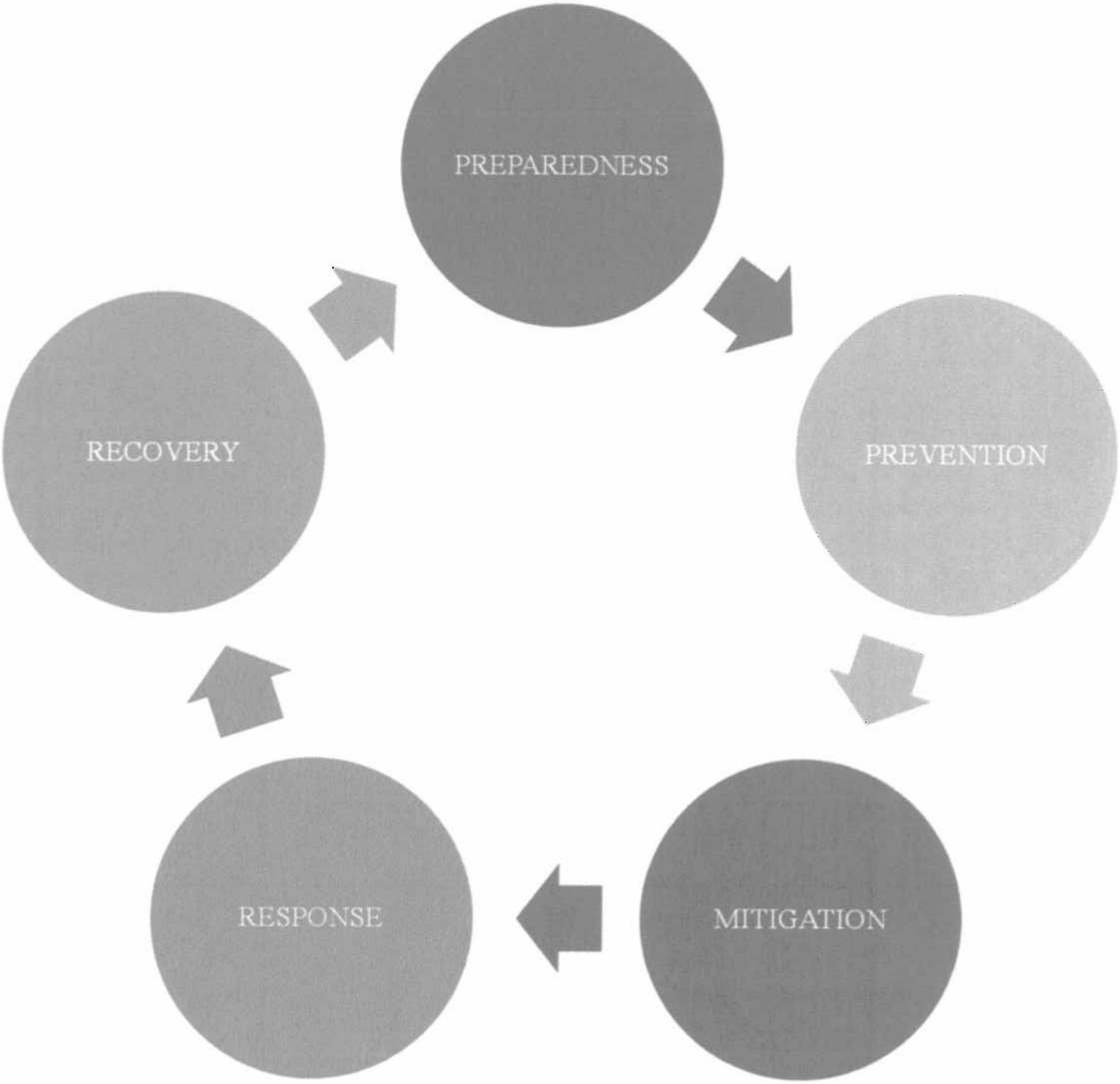


TABLE OF CONTENTS

BASIC PLAN

Page

PLAN DOCUMENTATION

I. Promulgation Document 1
II. Approval and Implementation 2
III. Record of Changes. 3
IV. Record of Distribution 4-5

INTRODUCTION 6-8
I. Purpose 9
II. Scope & Applicability 9
III. Situation 9-10
IV. Incident Management Activities 10
V. Key Concepts 10-11

PLANNING ASSUMPTIONS & CONSIDERATIONS 12

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES
I. Elected Officials Concepts 13
II. Director of Emergency Management, City Manager 13
III. Deputy Director 13
IV. Coordinator of Emergency Management. 13-14
V. Deputy Coordinator 14
VI. ***Local Government Agencies*** 14
VII. Emergency Support Functions. 14-15
VIII. Citizen Involvement. 15
IX. Non-Governmental and Volunteer Organizations. 15-16
X. Private Sector 16-17

CONCEPT OF OPERATIONS
I. General. 17-20
II. Concurrent Implementation of Other Plans. 20
III. Organizational Structure. 20-21

INCIDENT MANAGEMENT ACTIONS
I. Sequence of Actions 22
II. Notification and Assessment. 22
III. Non-Emergency/Normal Operations 22
IV. Reporting Requirements 22
V. Dissemination of Warnings and Bulletins 23
VI. Pre-incident Actions 23-24
VII. Response Actions. 24
VIII. Recovery Actions 24-25
IX. Mitigation Actions 25-26

X. Activation of the Emergency Operations Center (EOC) 26
XII. Administration, Finance, and Logistics. 26

ON-GOING PLAN MANAGEMENT AND MAINTENANCE
I. Plan Development and Maintenance 27
II. Coordination 27-28
III. Exercise and Training 28
IV.

APPENDICES

Appendix 1 - Glossary of Key Terms 29-33
Appendix 2 – Acronyms 34-35
Appendix 3 – Authorities and References 36
Appendix 4 – Succession of Authority 37-41
Appendix 5 – Organizational Charts. . . . . .
Tab A. Emergency Management Organizational Chart 42
Tab B Emergency Operations Center Organizational Chart 43
Tab C. On-Scene Organizational Chart 44
Tab D. ESF Matrix of Responsibility Index 45
Appendix 6 – Matrix of ESF Responsibilities 46-47
Appendix 7 – Continuity of Government 48
Appendix 8 – NIMS Resolution 49
Appendix 9 – Sample Declaration of Local Emergency 50

EMERGENCY SUPPORT FUNCTION ANNEXES

ESF #1 – Transportation . . . . . ESF#1-1 - 1-3
Tab 1 Emergency Transportation Resources . . . . . TBD
Tab 2 Handicapped/Elderly Requiring Special Care . . . . . TBD

ESF #2 – Communications ESF#2-1 – 2-5
Tab 1 Warning Fan-Out System . . . . . TBD
Tab 2 Emergency Notification Procedures . . . . . ESF#2-5
Tab 3 Amateur Radio Emergency Service . . . . . TBD

ESF #3 – Public Works ESF#3-1 – 3-4
Tab 1 Building Posting Guide ESF#3-5
Tab 2 Organization and Resources . . . . . TBD
Tab 3 Utility Department Resources . . . . . .TBD

ESF #4 – Firefighting ESF#4-1 – 4-3
Tab 1 Fire, Rescue, and Emergency Medical Services Resources . . TBD
Tab 2 Commonwealth of Virginia Medevac Services . . . . . .TBD

ESF#5 – Emergency Management ESF#5-1 – 5-4
Tab 1 Emergency Management Organizations & Telephone Listing ESF#5-5
Tab 2 EOC Staffing . . . . . ESF#5-6 – 5-7

Tab 3 Local Situation Report Form . . . . . TBD
Tab 4 EOC Layout . . . . . TBD
Tab 5 EOC Procedures . . . . . TBD
Tab 6 EOC Message Form . . . . . TBD
Tab 7 EOC Log Form . . . . . TBD
Tab 8 EOC Message Flow . . . . . TBD
Tab 9 EOC Sign In/Sign Out Log . . . . . TBD
Tab 10 EOC Staff Schedule . . . . . TBD
Tab 11 EOC Status Board . . . . . TBD
Tab 12 Incident Level Management System . . . . . TBD
Attachment 1 – Incident Command System . . . . . TBD
Tab 13 Local Map . . . . . TBD
Tab 14 Legal Assistance . . . . TBD

ESF#6 – Mass Care. . . . . ESF#6-1 – 6-4
Tab 1 Shelter Center Registration Form . . . . . ESF#6-5
Tab 2 Special Needs . . . . . ESF#6-6
Tab 3 Shelter Locations and Addresses . . . . . TBD
Tab 4 City Public Schools . . . . . TBD

ESF#7 – Resource Support . . . . . ESF#7-1 – 7-4
Tab 1 Budget and Financial Management . . . . . TBD

ESF#8 – Health and Medical and Mortuary Services ESF#8-1 – 8-5
Tab 1Health and Medical Resources . . . . . ESF#8-6
Tab 2 Emergency Medical Services Providers . . . . . ESF#8-7
Tab 3 Emergency Medevac Services. . . . . ESF#8-8
Tab 4 Mortuary Disaster Plan Organization . . . . . ESF#8-9
Tab 5 Memorandum of Understanding Point of Distribution ESF#8-10
Tab 6 Crisis Counseling and Emergency Mental Health Services TBD

ESF#9 – Search and Rescue . . . . . ESF#9-1 – 9-3

ESF#10 – Hazardous Materials ESF#10-1 – 10-3
Tab 1 Resources . . . . . TBD
Tab 2 Memorandum of Understanding . . . . . TBD

ESF#11 - Agricultural and Natural Resources ESF#11-1 – 11-3
Tab 1 Emergency Food Consumption Standards ESF#11-4
Tab 2 Animal Sheltering . . . . . TBD

ESF#12 – Energy . . . . . .ESF#12-1 – 12-3
Tab 1 Winchester Energy Providers . . . . . ESF#12-4

ESF#13 – Public Safety . . . . . ESF#13-1 – 13-3
Tab 1 Law Enforcement . . . . . TBD
Tab 2 Entry Permit to Restricted Areas . . . . . ESF#13-4
Tab 3 Waiver of Liability . . . . . ESF#13-5

ESF#14 – Long Term Recovery and Mitigatioan . . . . . ESF#14-1 –14-5
Tab 1 Disaster Recovery Centers ESF#14-6
Tab 2 Joint Field Office Locations ESF#14-7

ESF#15 – External Affairs . . . . . ESF#15-1 - 13
Tab 1 – Use of Cable Television . . . . . TBD
Tab 2 – Emergency Public Information Resources . . . . . TBD
Tab 3 – Pre-scripted Message – Release or Spill . . . . . TBD
Tab 4 – Pre-scripted Message – Fire and Explosion . . . . . TBD
Tab 5 – Health Advisory – Shelter Centers . . . . . TBD
Tab 6 – Public Health Advisory . . . . . TBD
Tab 7 – Health Advisory for Physicians . . . . . TBD
Tab 8 – Health Advisory – Primary Care Facilities . . . . . TBD

ESF#16 – Military Affairs . . . . . ESF#16-1 - 16-2

ESF#17 – Volunteer Personnel and Donations Management. . . . . ESF#17-1 – 17-3
Tab 1 - Sample Volunteer Registration Form . . . . . ESF#17-4

SUPPORTING ANNEXES

I. Animal Care and Control Annex AN-1-2
II. Damage Assessment Annex . . . . . TBD
III. Evacuation Annex . . . . . TBD

INCIDENT ANNEXES

I. Natural Hazards . . . . . TBD.
A. Tropical Depression . . . . . TBD
B. Tornado . . . . . TBD
C. Winter Storm . . . . . TBD
D. Severe Weather . . . . . TBD
E. Conflagration . . . . . TBD
F. Flood . . . . . TBD
G. Resource Shortage . . . . . TBD

II. Human Caused. . . . . TBD
A. Terrorism . . . . . TBD
B. Criminal Activity . . . . . TBD
Tab 1 – Active Shooter . . . . . TBD
Tab 2 – Suicide . . . . . TBD
Tab 3 – Hostage Situation . . . . . TBD
Tab 4 – Missing Person . . . . . TBD
C. Internal Threat Assessment . . . . . TBD
D. Pandemic . . . . . TBD
E. Mass Casualty . . . . . TBD
F. Civil Unrest . . . . . TBD

III. Hazardous Materials . . . . . TBD
A. Chemical . . . . . TBD
B. Radiological . . . . . TBD
C. Biological . . . . . TBD
D. Explosive . . . . . TBD
E. Nuclear . . . . . TBD

IV. Technological Hazards . . . . . TBD
A. Communications Failure . . . . . TBD
B. Infrastructure Failure . . . . . TBD

Plan Documentation

I. Promulgation Document

Promulgation of the City of Winchester Emergency Operations Plan

By virtue of the authority vested in me as the City Manager/Director of Emergency Management of the City of Winchester ultimately responsible for emergency management for the City of Winchester. I hereby promulgate and issue the Winchester Emergency Operations Plan ("The Plan") March 11, 2014. The Plan provides for Winchester's response to emergencies and disasters in order to save lives; to protect public health, safety, and property; to restore essential services; and to enable and assist with economic recovery.

The Plan complies with the Commonwealth of Virginia Emergency Services and Disaster Law of 2008, as amended and is consistent with the National Incident Management System as implemented in the National Response Framework 2013 as revised. This revision includes five (5) documents each addressing one of each preparedness mission area and describing how the whole community works together to achieve the National Preparedness Goal.

The City's Coordinator of Emergency Management, on behalf of the City Administration, is hereby authorized to activate the Winchester Emergency Operations Center ("EOC") in order to direct and control emergency operations in the City. Augmentation of the EOC shall constitute implementation of the Plan.

Furthermore, the Winchester Coordinator of Emergency Management is hereby authorized, in coordination with the City's Administration, to amend the Plan as necessary to ensure the continued health and safety of the residents and property of the City of Winchester.

The Director of each City Department or Agency shall identify them self and preferably two alternates but no less than one alternate from 'their' respective department or agency within the plan. Should the department have divisions that have responsibility for specific tasks assigned by The Plan the directors shall appoint individuals responsible to execute the assigned tasks.

This Promulgation rescinds any prior EOP promulgation document issued for the City of Winchester by the City Manager.

This Promulgation shall be effective upon its signing and shall remain in full force and effect until amended or rescinded by future promulgation.

Given under my hand, this _____day of_____, 2014.

Dale Iman

City Manager/Director of Emergency Management

II. Approval and Implementation

Resolution
Emergency Operations Plan

WHEREAS, the Common Council of the City of Winchester, Virginia recognizes the need to prepare for, respond to, recover from and mitigate natural and manmade disasters; and

WHEREAS, Winchester City has a responsibility to provide for the safety and well-being of its citizens and visitors; and

WHEREAS, Winchester has established and appointed a Director and Coordinator of Emergency Management;

NOW, THEREFORE, BE IT RESOLVED by the Common Council of Winchester, Virginia, officially adopts the City's Emergency Operations Plan as revised; and

BE IT FURTHER RESOLVED AND ORDERED that the Director of Emergency Management, or his designee, is tasked and authorized to maintain and revise, as necessary, this document over the next four (4) year period or until such time be ordered to come before this Council.

_____
President, Winchester Common Council

ATTEST:

_____
Clerk of Council

Adopted this _____ day of _____, 2014

III. Record of Changes

Change Number	Date of Change	Page or Section Changed	Summary of Change	Name of Person Entering Change
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				
13				
14				
15				

IV. Record of Distribution

Agency/Department	Recipient And Title	How Distributed (electronic or hard-copy)	Date Distributed

V. Record of Distribution (cont'd)

Agency/Department	Recipient And Title	How Distributed (electronic or hard-copy)	Date Distributed

IV. Record of Distribution

Agency/Department	Recipient And Title	How Distributed (electronic or hard-copy)	Date Distributed

Introduction

CITY OF WINCHESTER
DESCRIPTION OF THE EXISTING PATTERN

The City of Winchester is situated in the Shenandoah Valley within the Opequon Creek Watershed which drains directly to the Potomac River instead of the Shenandoah River. The City is predominantly in an area of rolling karst limestone ridges with numerous outcroppings. Interstate 81 borders the City along its eastern boundary where the geology changes from shale to limestone.

Land elevation in the City ranges approximately 300 feet from a low point at the confluence of Town Run and Abrams Creek near Shenandoah University in the east central area of the city to a high point in the extreme northwest area of the City up above the Winchester Medical Center.

Topography, north-south highways and railroads have shaped development into a linear pattern in the 9.2 square mile independent Virginia City. Historically, development began in the basin of Town Run and remained fairly compact for nearly 200 years. Route 11 and the increasing popularity of the automobile began the commercial strips which exist today. Industrial uses are located along the railroads, including a north-south CSX rail line through the entire City, the Winchester and Western rail spur that extends between South Loudoun Street on the east and the west city limits beyond Valley Avenue (US Route 11) to the west, and the rail lines in northern sections of the City near Fairmont Avenue (US Route 522). Interstate 81 has also influenced land use patterns attracting shopping centers near two interchanges leading into the City.

The linear effect has been accentuated in the last 45 years by establishment of numerous commercial uses along Route 11 south, and by construction of industries just inside the portion of the City annexed in 1970 at the southern City limits, as well as both north and south, along the railroads. Most of the newer residential development has tended to locate east, south, and west of the old central City area. Newer subdivisions to the west and south lie inside the present City limits while newer subdivisions to the east lie outside the City and east of I-81 in the Urban Development Area of Frederick County. Outlying residential development is much less dense than that near and within the central City area.

The old central City area was built in the tightly knit urban pattern of the late 18th and early 19th centuries, many historic and architecturally significant buildings and street facades remain. Scattered throughout the area, numerous commercial uses and many residences house more than one business or family. The attractiveness of the central area is also enhanced by Loudoun Street Mall, a pedestrian way extending for about one-third of a mile between Cork Street on the south and Piccadilly Street on the north along the main shopping street also known as Old Town.

The compact and complex land use pattern of the old City extends for about six or seven blocks south of the Mall along Braddock, Loudoun, Cameron and Kent Streets in an area generally referred to as Potato Hill. The compact grid street system also extends to the west along Washington and Stewart Streets as well as longer blocks extending westward up the hillside in the area of the old hospital between Town Run on the north and Handley High School on the south. Finally, the compact grid also includes about 3 blocks to the north of Piccadilly St.

The northeast quadrant of the city is almost fully developed. The area is mostly residential and commercial, including two larger somewhat obsolete shopping centers on Berryville Avenue (VA Route 7). This area includes Virginia Ave-Charlotte DeHart Elementary, one of four public elementary schools, a fire and rescue station, and a neighborhood park.

Near the north central part of the City, existing and former cold storage industries are located along the railroad. National Fruit, makers of Whitehouse brand apple products still operates on a scaled back level. In this north area, almost every type of land use exists with the notable exception of any community facilities (e.g. schools or parks). Immediately north of the downtown, older high and medium density residential uses prevail along Braddock and Loudoun Streets. Industrial and commercial uses adjoin Cameron Street and dominate the area between Wyck Street and Commercial Street including the upper area of Fairmont Avenue where the apple industry is centered. North of this area, residential uses of all types can be found. A somewhat blighted commercial area runs along Loudoun Street north of the industrial area, although reinvestment has been made on some sites.

To the east, Shenandoah University, Jim Barnett Park, Daniel Morgan Middle School and Mount Hebron Cemetery occupy large areas in this quadrant. Older residential neighborhoods extend south along streets connecting to the south side of Cork Street, a busy east-west road connecting Old Town and points to the east, including a large number of Frederick County homes. Near the interchange of US Routes 50/522/17 and I-81 a commercially zoned area has evolved into a major regional shopping hub.

To the west of the historic central area there is a substantial amount of vacant land inside the City, most of it bordered on one or both sides by low-density, single-family residential development. The Amherst corridor has been partially developed with office uses leading to the sprawling Winchester Medical Center at the intersection of Amherst and VA Route 37. Large-acreage public and semi-public facilities, as well as The Museum of the Shenandoah Valley (aka the Glen Burnie Estate), lend a more suburban atmosphere to the west side.

In the northwest area of the City, there is extensive single-family residential development generally known as Whittier Acres. The area extends from Amherst Street to the northern City boundary between the ridge above National Fruit (west side of Route 522) west to the Medical Center. A County Middle School and some low-rise medical office developments on Linden Drive buffer this residential area from the hospital.

In the central and west central area of the City, there are many single-family residential streets, most of the east-west ones connecting to Valley Avenue and extending as far as Handley Avenue on the west and Millwood Avenue on the east. Two of the City's elementary schools are in this area-Quarles Elementary in the south central area and John Kerr Elementary in the west central area on a high area above Handley High School.

Further to the west, and extending southward along the entire western boundary of the City, are the newest residential areas. Most of these areas are single-family homes, although there are numerous townhouses and apartments in the area between Abrams Creek (Jubal Early Drive corridor) and Cedar Creek Grade.

To the south of the central development cluster the land use pattern is mixed. A commercial strip virtually establishes the future character of Valley Avenue from Bellview Avenue to the south City

limits. Industry occupies much of the frontage along the railroads. Between the railroad and the Valley Avenue commercial strip are several residential and industrial developments. There are also several single-family subdivisions west of Valley Avenue. In the area along Cedar Creek Grade office and commercial use is replacing residential use. Along Middle Road, the residential pattern appears well established although a cluster of large and small churches near the City line have greatly changed the agricultural character of this area.

Residential areas in the southerly part of the City have been very isolated from each other due to few interconnecting streets and dependency upon few major street connections especially for those developments along Route 11. Hope Drive together with Tevis Street and Cedarmeade Avenue help create a more contiguous environment. The Frederick Douglass Elementary School helps to create more of a sense of identity for these neighborhoods. The school also provides recreational open space which is severely lacking in the south part of the City except in the east area around Weaver Park and the west areas around Harvest Ridge and Park Place playfields.

In the southeast area of the City, between the railroad and I-81 is a large single-family residential area extending about a half mile along both sides of Papermill Road. This residential area is bordered on the south by the industrial park and on the north by commercially zoned land that has been developed over the past 20 years with big box retail development.

Between the industrial park and the interstate in the extreme southeast is a band of residential developments which includes newer apartment and townhouse development that continued until the zoning was changed to industrial in the 1990's.

Finally, in the extreme southwest area of the City, a large tract of land has been preserved as a Civil War battlefield. The preserved acreage extends out into the adjoining County area. High-end retail has sprung up between the battlefield and the Rubbermaid industrial plant where Route 11 extends out into the County.

The City of Winchester is vulnerable to a variety of hazards such as flash flooding, remnants of hurricanes and tropical depressions, winter storms, tornadoes, hazardous materials incidents, resource shortages and illegal acts or terrorism. To respond effectively to any emergency of a size of complexity beyond routine response systems, it is critical that all Winchester City public officials, departments and agencies, non-government emergency organizations and the public understand their roles and responsibilities. These non-routine responsibilities begin as the incident is recognized and response ensues, and become particularly important as command organizes beyond the initial reactive phase of first responders.

A planned-for and coordinated response on the part of state and local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services. The foundation for this coordinated response is established through the City of Winchester Emergency Operations Plan. The "Commonwealth of Virginia Emergency Services and Disaster Laws of 2008 (Coder of Virginia § 44-146.13 to 44-146.29:2) requires that state and local governments develop and maintain current Emergency Operations Plans (EOP) in order to be prepared for such events.

The City of Winchester Emergency Operations Plan (EOP) consists of a basic plan followed by the Emergency Support Functions, Support Annexes, and finally Incident Annexes.

I. Purpose

The purpose of the Basic Plan is to establish the legal and organization basis for operations in the City of Winchester to effectively respond to and recover from all-hazards disasters and/or emergency situations. It assigns broad responsibilities to local government agencies and support organizations for disaster prevention, preparedness, response, and recovery. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources. Supporting plans for all hazards disasters set forth the concept and procedures whereby the City of Winchester can effectively apply available resources to insure that casualties and property damage will be minimized and that essential services will be restored as soon as possible following an emergency or disaster situation.

II. Scope and Applicability

The Emergency Operations Plan identifies a range of disasters that could possibly occur in or near the locality. The EOP works to anticipate the needs that the jurisdiction might experience during an incident and provides guidance across city departments, agencies, and response organizations by describing an overall emergency response system:

- How city departments/agencies will be organized during response to an event, including command authorities
- Critical actions and interfaces during response and recovery
- How the interaction between the jurisdiction and regional, state, and federal authorities is managed
- How the interaction between the jurisdiction and its private partner organizations (hospitals, non-government emergency organizations and others) is managed during emergencies
- How to handle and manage needs with the resources available

The plan is applicable to all local agencies that may be requested to provide support.

III. Situation Report

Population:

The April 1, 2010 population count provided by the U.S. Census Bureau totals 26,203 for the City of Winchester and reflects the following demographics:

Size of Household	
Average Age of Resident	35.1
% Population >55 years old	24.9
% Population <18 years old	22.2
% Population with Pets	na
% Population with Special Needs	na

The latest estimate of total City population is the July 1, 2012 provisional population estimate provided by the Weldon Cooper Center for Public Service which indicates a population of 27,208 for the City of Winchester.

Hazard Identification as identified in Northern Shenandoah Valley Hazardous Mitigation Plan 2012:

Hazard Identification and Risk Determination	
Hazard Type	**Risk Determination**
Natural	
Winter Storm/ Extreme Cold	Significant
Flooding	Moderate
Wildfire	Limited
Drought/Extreme Heat	Limited
High Wind/Hurricane/Tropical Storm	Limited
Tornado/Hail	Limited
Strong Thunder Storm/Wind/Hail/Heavy Rain	Moderate
Earthquake	Limited
Human Caused	
Hazardous Materials Spills	Moderate
Pipelines	Limited
Mass Evacuation from NCR	Limited-Moderate

IV. Incident Management Activities

This plan addresses the full spectrum of activities related to local incident management, including prevention, preparedness, response, mitigation and recovery actions. This plan focuses on those activities that are directly related to an evolving incident or potential incident.

Examples of incident management actions include:

- Increasing public awareness;
- Coordinating protective measures across jurisdictions;
- Increasing countermeasures such as inspections, security, and infrastructure protection;
- Conducting public health assessment and conducting a wide range of prevention measures to include but not limited to immunization;
- Providing immediate and long-term public health and medical response assets;
- Enabling immediate recovery activities, as well as addressing long-term consequences in the impacted area.

V. Key Concepts

A. Systematic and coordinated incident management, including protocols for:
   - Incident reporting;
   - Coordinated action;
   - Alert and Notification;
   - Mobilization of resources;
   - Operating under differing threats; and
   - Integration of crisis and consequence management functions.

B. Proactive notification and deployment of resources in anticipation of or in response to catastrophic events in coordination and collaboration with State, Federal, private entities, and other local governments when possible.

C. Organizing interagency efforts to minimize damage, restore impacted areas to pre-incident conditions if feasible, and/or implement programs to mitigate vulnerability to future events.
D. Coordinate incident communication, worker safety and health, private-sector involvement, and other activities that are common to the majority of incidents.
E. Organizing Emergency Support Functions (ESFs) to facilitate the delivery of critical resources, assets, and assistance. Departments and agencies are assigned to lead and support ESFs based on authorities, resources, and capabilities.
F. Providing mechanisms for coordination, communications, and information sharing in response to threats or incidents. These mechanisms facilitate coordination between State, Federal, local, and tribal entities of government, as well as between the public and private sectors.
G. Facilitating support to departments and agencies acting under the requesting department's or agency's own authorities.
H. Developing detailed supplemental operations, tactical, and hazard-specific contingency plans and procedures.
I. Providing the basis for coordination of interagency and intergovernmental planning, training, exercising, assessment, coordination, and information exchange.

Planning Assumptions & Considerations

I. Incidents are typically managed at the lowest possible level of government.

II. Incident Management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).

III. The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from disasters.

IV. Incidents require local government to coordinate operations and/or resources and may:

- Occur at any time with little or no warning;
- Require significant information sharing across multiple jurisdictions and between the public and private sectors;
- Involve single or multiple geographic areas;
- Have significant impact and/or require resource coordination and/or assistance;
- Span the spectrum of incident management to include prevention, preparedness, response, and recovery;
- Involve multiple, highly varied hazards or threats on a local or regional scale;
- Result in numerous casualties; fatalities; displaced people; property loss; disruption of normal life support systems, essential public services and basic infrastructure; and significant damage to the environment.
- Attract a sizeable influx of independent, spontaneous volunteers and supplies;
- Require short notice State and Federal asset coordination;
- Require prolonged, sustained incident management operations and support activities.

V. The top priorities for the jurisdiction are to:

- Save lives and protect the health and safety of the public, responders, and recovery workers;
- Ensure security of the jurisdiction;
- Prevent an imminent incident from occurring;
- Protect and restore critical infrastructure and key resources;
- Ensure local government continues to function throughout the incident. The City currently does not have a COOP but anticipates completing such for the IT Department during 2014 and utilizing same as a model for other departments.
- Protect property and mitigate damages and impacts to individuals, communities, and the environment; and
- Facilitate recovery of individuals, families, businesses, government, and the environment.

Organization and Assignment of Responsibilities

I. Elected Officials

- Protect the lives and property of citizens:
- Establish and support the local emergency management program;
- Appoint the local emergency manager/director; and
- Adopt and promulgate the Emergency Operations Plan (EOP)

II. Director of Emergency Management/City Manager

- Determines the need to evacuate any endangered areas;
- Exercises direction and control from the EOC during disaster operations; and
- Holds overall responsibility for maintaining and updating the plan

The City Manager, serving as the City's Chief Executive, is responsible for the public safety and welfare of the people of the City of Winchester. The City Manager is:

- Responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies;

- Dependent upon state and local laws, has extraordinary powers to suspend local laws and ordinances, such as to establish a curfew, direct evacuations, and in coordination with the local health authority, to order a quarantine;

- Responsible for providing leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of incident within the jurisdiction.

City departments and local agencies participate in the Emergency Support Function (ESF) structure as coordinators, primary response agencies, and/or support agencies and/or as required to support incident management activities.

III. Deputy Director

- During absences of the Director of Emergency Management, the Deputy Director assists and assumes duties and responsibilities of the Director as instructed and authorized.
-

IV. Coordinator of Emergency Management

- Ensures the Local Emergency Operations Center is in a constant state of readiness;
- Develops and maintains the Emergency Operations Plan (EOP)
- Assumes certain duties in the absence of the Director of Emergency Management
- Holds overall responsibility for maintaining and updating the EOP

- Develops training and conducts training programs including but not limited to National Incident Management System (NIMS), EOC Operations, EOP Familiarization and Interpretation, designs and conducts exercises in accordance with Homeland Security Exercise and Evaluation Program (HSEEP)
- Completes and submits reports as required by the Commonwealth and or Federal Governments.
- Researches and applies for grants as authorized
- Assists in the coordination of the Community Emergency Response Team (CERT)
- Coordinates Emergency Management practices and efforts with all City Departments and Agencies
- Functions in a collaborative effort on a regional and state level to facilitate interoperability through a cooperative effort.

V. Deputy Coordinator

- During absences of the Coordinator, the Deputy Coordinator assumes responsibilities of the Coordinator and/or assists and assumes duties and responsibilities of the Coordinator as directed and authorized.
- Assists in ensuring the Local Emergency Operations Center (EOC) is in a constant state of readiness and assists in the establishment of the EOC when required.
- Assists in the development and maintenance of the Emergency Operations Plan (EOP)
- Assists in the coordination of training, exercises and outreach programs.
- Assumes and/or assists any of the duties and responsibilities assigned to the Coordinator
-

VI. City Government Departments and Local Agencies

- Develop and maintain detailed plans and standard operating procedures (SOPs);
- Identify sources of emergency supplies, equipment and transportation;
- Negotiate and maintain mutual aid agreements which are identified in the plan;
- 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.

VII. Emergency Support Functions

The Emergency Support Function is a grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, program implementation, and emergency services that are most likely to be needed during incidents.

Each ESF is composed of primary and support agencies. The jurisdiction identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. (Appendix 6 - Matrix of Responsibilities). The scope of each ESF is summarized in Tab 2 of this section. ESFs are expected to support one another in carrying out their respective roles and responsibilities. Additional discussions on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction of the ESF annexes.

Note that not all incidents result in the activation of the ESFs. It is possible an incident may be addressed without activating the ESFs. The ESFs:

- Develop and maintain detailed plans and Standard Operating Procedures (SOPs) to support their functional requirements;
- Identify sources of emergency supplies, equipment and transportation;
- Maintain accurate records of disaster-related expenditure and documentation;
- Continue to be responsible for protection and preservation of records essential for the continuity of government; and
- Establish a line of succession for key emergency personnel

VIII. Citizen Involvement

Strong partnerships with citizens groups and organizations provide support for incident management prevention, preparedness, response, recovery and mitigation.

The Citizen Corps brings these groups together and focuses efforts of individuals through education, training and volunteer services to help make communities safer, stronger and better prepared to address all-hazards incidents. The Citizen Corps works through a national network of state and local Citizen Corp Councils, which bring together leaders from law enforcement, fire, emergency medical and other emergency management volunteer organizations, local elected officials, the private sector, and other community stakeholders.

The Citizen Corps Council implements volunteer organizations:

- Community Emergency Response Teams (CERT)
- Medical Reserve Corps (MRC)
- Neighborhood Watch
- Volunteers in Police Service (VIPS)
- Fire Corps

The City of Winchester in conjunction with Frederick County has one (1) CERT team, with approximately forty-five (45) volunteers available to assist with emergency preparedness, response, mitigation and recovery activities.

The Winchester Police Department has a Volunteer in Police Services (VIPS). It has approximately forty (40) volunteers available to assist with emergency preparedness, response, mitigation and recovery activities.

The Medical Reserve Corps (MRC) is authorized and functions under the authority of the Virginia Department of Health, Lord Fairfax Region. The MRC has approximately 97 members available to assist with emergency preparedness, response, recovery and mitigation.

IX. Non-governmental and Volunteer Organizations

Non-governmental organizations collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional

distress and promote recovery of disaster victims when assistance is not available from other sources. These resources when available will be integrated into city operations, and will be incorporated into an

ESF to support critical functions as best suited by their skill set. For example, the American Red Cross Chapter provides relief at the local level and also provides staffing of ESF #6-Mass Care. The Virginia Voluntary Organizations Active in

Disaster (VOAD) is a group of recognized local, state, and national organizations that provide disaster relief. VOAD provides significant capabilities to incident management and response efforts. The City is currently attempting to coordinate with the other jurisdictions within the planning district to establish a Regional VOAD. The jurisdictions included in this effort are the counties of Clarke, Frederick, Page, Shenandoah, Warren and the City of Winchester.

It is the vision of the City to coordinate with various Non-governmental and volunteer organizations and develop an Emergency Management Planning Group through which planning efforts can be expanded to include the insight, needs and resources of these organizations in the planning efforts.

Local Disaster Recovery Task Forces is another resource available to provide assistance to individuals, families, and businesses who have applied for available state and federal assistance but who may still have unmet needs.

X. Private Sector

The private sector may take on many different roles, which could include:

- Private owners of critical infrastructure (either a facility that could be impacted by a disaster or used as a resource;
- A response organization (e.g. private ambulance services, environmental clean-up services);
- A regulated or responsible party: owner operators of certain regulated facilities may have responsibility under law to prepare for and prevent incidents from occurring; or
- A local emergency organization member.

The private sector has the responsibility to:

- Plan for personal and business disaster preparedness, mitigation, response and recovery;
- Have knowledge of local emergency response plans and procedures; and
- Implement protective actions as requested or required by the Emergency Manager.

Primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from disasters.
The roles, responsibilities and participation of the private sector during a disaster vary based on the nature of the organization and the type and impact of the disaster. The roles of the private sector organizations are summarized below. It is the vision of the City to coordinate with various private sector organizations and develop an Emergency Management Planning Group through which planning efforts can be expanded to include the insight, needs and resources of these organizations in the planning efforts.

Type of Organization	Role
Impacted Organization or Infrastructure	Private sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private sector organizations that are significant to local economic recovery. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and medical facilities.
Response Resource	Private sector organizations provide response resources (donated or compensated) during an incident-including specialized teams, equipment, and advanced technologies-through local public-private emergency plans, mutual aid agreements, or incident specific requests from local government and private sector volunteered initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities of hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs.
Local Emergency Organization Member	Private sector organizations may serve as an active partner in local emergency preparedness and response organizations and activities, such as membership on the Local Emergency Planning Committee (LEPC).

Private sector organizations support emergency management by sharing information with the local government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response and recovery activities.

Private sector organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum on incidents and emergencies. The City of Winchester maintains ongoing interaction with the critical infrastructure and key resources and industries to provide coordination of prevention, preparedness, response and recovery activities. Private sector representatives should be included in planning and exercises.

Concept of Operations

I. General

This section describes the local coordination structures, processes, and protocols employed to manage incidents. These coordination structures and processes are designed to enable execution of the responsibilities of local government through the appropriate departments and agencies, and to integrate State, Federal, nongovernmental organizations and private sector efforts into a comprehensive approach to incident management.

A. *The Commonwealth of Virginia Emergency Services and Disaster Law of 2000,* as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. The City of Winchester's organization for emergency operations consists of existing government departments, nongovernmental, and private sector emergency response organizations.

B. The Director of Emergency Management is the City Manager and the Deputy Director is the Assistant City Manager. The day-to-day activities of the emergency preparedness program have been delegated to the Coordinator of Emergency Management. The Director, in conjunction with the Coordinator of Emergency Management, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness. The City Manager's Office, in collaboration with the Public Information Officer (PIO) is responsible for emergency public information.

C. The Coordinator of Emergency Management, assisted by the Deputy Coordinator and various department heads, will develop and maintain a primary Emergency Operations Center (EOC) from which to direct operations in time of emergency. The primary EOC is currently located in the Timbrook Public Safety Center, at 231 E. Piccadilly Street in Winchester, Virginia. The alternate EOC facility is located in the Mobile Command Unit which may be located at any safe location within or outside the city.

D. The day-to-day activities of the emergency management program, for which the Coordinator of Emergency Management is responsible, includes developing and maintaining an Emergency Operations Plan, maintaining the City of Winchester's EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulations in addition to those identified previously in this document and/or within the position's job description.

E. The Director of Emergency Management or, in his absence, the Deputy Director, and/or Coordinator, Deputy Coordinator of Emergency Management in collaboration with the appropriate staff positions through a system of Unified Command will determine the need to evacuate large areas and will issue orders for evacuations or other protective action as needed. The Winchester Police Department in coordination with other departments and/or agencies will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident the Winchester Fire and Rescue Department, through the on-scene commander, will implement immediate protective action to include but may not be limited to evacuation.

F. Succession to the Director of Emergency Management will be the Deputy Director, the Coordinator of Emergency Management, and the Deputy Coordinator(s) of Emergency Management, respectively.

G. The Coordinator of Emergency Management, assisted by the Deputy Coordinator(s), will assure compatibility between Winchester's Emergency Operations Plan and the plans and procedures of key facilities and private organizations within the city as appropriate.

H. Winchester must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the state or federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. Requests for Assistance (RFAs) will be made through the Virginia Emergency Operations Center (VEOC) to the State Coordinator through WebEOC or other designated means.

I. The Director of Emergency Management or, in his absence, the Deputy Director, Coordinator or Deputy Coordinator of Emergency Management, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.

J. The heads of operating agencies will develop and maintain detailed plans and standard operating procedures necessary for their departments to effectively accomplish their assigned tasks through the appropriate ESF. Department and agency heads will identify sources from which emergency

supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained in accordance with policies and procedures established by the Finance Director or designee. All disaster-related expenditures will be documented to provide a basis for reimbursement if federal disaster assistance is needed. In time of emergency, the heads of city offices, departments, and agencies will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department and agency heads in coordination with the Coordinator of Emergency Management will establish a line of succession of key emergency personnel.

K. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be directed to accomplish the emergency task by the agency(ies) concerned.

L. Declaration of a Local Emergency

1. The Winchester City Council, by resolution, should declare an emergency to exist whenever the threat or actual occurrence of a disaster is, or threatens to be, of sufficient severity and magnitude to require significant expenditures and a coordinated response in order to prevent or alleviate loss of life, injuries, property damage, financial loss, hardship, or suffering.

2. A local emergency may be declared by the Director of Emergency Management or designee in the Director's absence with the consent of the Winchester City Council (see Section 44-146.21, Virginia Emergency Services and Disaster Law). The declaration of a local emergency activates the Emergency Operations Plan and authorizes the provision of aid and assistance there under. It should be declared when a coordinated response among several local agencies/organizations must be directed or when it becomes necessary to incur substantial financial obligations in order to protect the health and safety of persons and property or to provide assistance to the victims of a disaster.

3. A declaration of a local emergency activates the response and recovery programs of all applicable local and inter-jurisdictional Emergency Operations Plans and authorizes the furnishing of aid and assistance in accordance with those plans. In the event the Winchester City Council cannot convene due to the disaster, the Director of Emergency Management, or any other Emergency Management staff in his absence, may declare a local emergency to exist subject to confirmation of the Winchester City Council at its next regularly scheduled meeting or at a special meeting within fourteen (14) days of the declaration, whichever occurs first.. The Director of Emergency Management or, in his absence, the Deputy Director, Coordinator or Deputy Coordinator will advise the Virginia EOC immediately following the declaration of a local emergency. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared.

4. Notification of a local emergency declaration will occur to either the Virginia Department of Emergency Management, Virginia Emergency Operations Center (VDEM VEOC) or directly to the Regional Coordinator. This is standard during emergency situations when the VEOC is not activated or when the event is no notice and not impacting all or part of the Commonwealth. When the VEOC is activated, submission of a Situation Report that reflects activation status and that a local emergency has been declared is sufficient.

M. The Virginia Emergency Operations Plan (VEOP) requires the submission of the following reports by the local government in time of emergency. These reports are available using the online Emergency Operations Center (EOC), WebEOC.

- Daily Situation Report
- Initial Damage Assessment Report
- Request for Assistance Form

N. Support by military units may be requested through the Virginia Emergency Operations Center (VEOC). Military forces, when made available, will support and assist local forces and may

receive from the local Director of Emergency Management or his designated representative, mission-type requests, to include objectives, priorities, and other information necessary to accomplish missions.

O. Emergency assistance may be made available from neighboring jurisdictions in accordance with local mutual aid agreements or the Statewide Mutual Aid (SMA) agreement. Emergency forces may be sent from Winchester to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements or, in the absence of official agreements, directed by the Director of Emergency Management or, in his absence, the Deputy Director, Coordinator of Emergency Management or Deputy Coordinator determines such assistance is necessary and feasible.

P. The City of Winchester Director of Emergency Management, Deputy Director, Coordinator of Emergency Management, Deputy Coordinator and the Department of Social Services will assist disaster victims in obtaining post-disaster assistance, such as temporary housing and low-interest loans.

Q. This plan is effective as a basis for training and pre-disaster preparedness upon receipt. It is effective for execution when:

1. Any disaster threatens or occurs in Winchester, and a local disaster is declared under the provisions of Section 44-146.21, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.

2. A State of Emergency is declared by the Governor.

R. The Director of Emergency Management, assisted by the Deputy Director, Coordinator and Deputy Coordinator(s) of Emergency Management, has overall responsibility for maintaining and updating this plan. It should be updated, improved based on lessons learned, and republished following an actual or threatened emergency situation. In the absence of such a situation, it should be updated annually, preferably after a training exercise or drill, as needed. The Coordinator will have the EOP readopted every four (4) years. The Virginia Department of Emergency Management provides guidance and assistance. A plan distribution list must be maintained. Responsible individuals and officials should recommend to the Director, Deputy Director, Coordinator, and Deputy Coordinator of Emergency Management appropriate improvements and changes as needed based on experiences in emergencies, deficiencies identified through drills and exercises, and changes in government structure.

II. Concurrent Implementation of Other Plans

Winchester's Emergency Operations Plan is the core plan for managing incidents and details Winchester's coordinating structures and processes used during incidents. Other supplemental agency and interagency plans provide details on the authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, etc.). In many cases the local agencies manage incidents under these plans using their own authorities. These supplemental agency or interagency plans may be implemented concurrently with the Emergency Operations Plan (EOP) but are subordinate to the overarching core coordination structures, processes, and protocols detailed in the EOP.

III. Organizational Structure

In accordance with the National Incident Management System (NIMS) program, 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

National Response Framework, the Emergency Operations Plan includes the following command and coordination structures:

- Incident Commander (IC), on-scene individual responsible for the coordination and operations of the incident.
- Incident Command Post(s) (ICP), on-scene using the Incident Command System;
- Unified Command (UC)
- Area Command (AC) (if needed);
- Emergency Operations Center; (EOC)
- Joint Field Office, (JFO) which is responsible for coordinating Federal assistance and supporting incident management activities locally;
- Local Department of Emergency Management;
- Director of Emergency Management /Deputy Director;
- Coordinator of Emergency Management/Deputy Coordinator; and

Operational Charts identifying the organizational structure for the Winchester Department of Emergency Management, Emergency Operations Center, and On-Scene Organization may be located in Appendix 5.

Incident Management Actions

I. Sequence of Actions

This section describes incident management actions ranging from initial threat notifications to early coordination efforts to assess and disrupt the threat, to preparatory activation of the ESF structure, to deployment of resources in support of incident response and recovery operations. These actions do not necessarily occur in sequential order; many may be undertaken concurrently in response to single or multiple threats or incidents.

II. Notification and Assessment

Local and nongovernmental organizations report threats, incidents, and potential incidents using established communications and reporting channels. Once a threat or incident has occurred, the City of Winchester, through the Director of Emergency Management, or his designee makes an initial determination to initiate the coordination of information-sharing and incident management activities.

III. Non-Emergency/Normal Operations

These are actions that are implemented during non-emergency or ***non***-disaster periods that will prepare the locality for potential emergency response if necessary.

1. Public information and educational materials will be provided to the public via municipal newsletter, brochures, publications, directories, municipal web-sites, social media and other media.

2. Develop, review and exercise emergency operations plans and standard operating procedures.

3. Assure the viability and accuracy of emergency contact lists, resource lists and emergency contracts.

4. Update, review, and maintain the Emergency Operations Plan (EOP).

IV. Reporting Requirements

Winchester's Emergency Management organization is required to report a Declaration of Emergency to the Virginia EOC (VEOC) and encouraged to report all incidents of significance to the VEOC. In most situations, incident information is reported using existing mechanisms to the VEOC. This information may include:

- Implementation of an incident management or emergency response plan or action to prevent, respond to, or recover from an incident; and
- Activation of local and/or state mutual-aid agreements in response to incidents resulting in emergency proclamation or declarations, or requiring Federal assistance.

V. Dissemination of Warnings and Bulletins

Watches, warnings, and other emergency bulletins are issued by various agencies based on their statutory missions and authorities. Information and dissemination of public information can be found in the Public Affairs Support Annex and ESF #15. A variety of communications systems may be used at the Federal level to disseminate information, such as:

- National Warning System (NAWAS): NAWAS is the primary system for emergency communications from the Federal Government to both state and local warning points;
- Washington Area Warning System (WAWAS): Although not directly tied to the NAWAS circuits, WAWAS is a mechanism for providing emergency communications to Washington, D.C. area officials in the event of an emergency;
- National Emergency Alert System (National EAS): Formerly known as the Emergency Broadcast System, the National EAS is a nationwide network of readily available and reliable means to communicate emergency information to the American people; and
- State and Local EAS: State and local authorities have their own EAS which may be used to broadcast information on major disasters or emergencies.
- City of Winchester "Reverse Calling System"
- Local Audio and Visual Media

VI. Pre-Incident Actions

These are actions that are implemented if the Emergency Manager receives notice of a potential emergency from the federal Homeland Security Advisory System, National Weather Service watches and warning and other reliable sources.

Actions:

- Communication alert & warning;
- Public Health and Safety;
- Responder Health and Safety;
- Property protection;
- Possible partial activation of the EOC;
- 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.

The majority of initial actions in the threat or hazard area is taken by first responders and local government authorities, and 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 to 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; and immunizations; prophylaxis, and isolation or quarantine for biological threats.

- **Responder Health and Safety**: The safety and health of responders is 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 booming of environmentally sensitive areas in response to a potential oil spill.
- **Partial Activation of EOC**
  Brief Local Governing Body of Impending Situation
  Alert Emergency Response Personnel and Develop a Staffing Pattern
  Determine protective action measures in preparation for the situation

VII. 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 social, economic, and political structure of the community.

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. The Planning Section of the ICS structure develops a demobilization plan for the release of 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?
- Implementations of evacuation orders as needed
- Public and staff shelter(s) as needed

VIII. 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 delivery 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 Operations branches and state and local officials to assess the long-term impacts of an

incident, define available resources, and facilitate the development of a course of action to most efficiently apply available resources, to restore and revitalize the community as well as to reduce the impact from 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 with the mitigation framework. These branches work in tandem to track 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, residences; re-establishment of habitats and prevention of subsequent damage to natural resources; protection of cultural or archeological sites; and protection of natural, cultural, and historical resources from intentional damage during other recovery operations.

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

IX. Mitigation Actions

These actions are completed to reduce or eliminate long-term risk to people and property from hazards and their side effects. The JFO may be the central coordination point among Federal, State and Local agencies and nongovernmental organizations (NGO) 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 necessary to foster loss reduction.

1. 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.
2. Work with the Virginia Department of Emergency Management Mitigation Program to develop mitigation grant projects to assist in areas most at risk.
3. 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 with state and local officials to facilitate the development of a long-term recovery strategy for the impacted area.

X. Activation of the Emergency Operations Center (EOC)

The Director, Deputy Director, Coordinator, or Deputy Coordinator of Emergency Management or designee may activate the EOC if the following conditions exist:

- There is an imminent threat to public safety or health on a large sale;
- An extensive multiagency/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; and/or
- The local emergency ordinances are implemented to control the major emergency or disaster event.

Availability of staff and operational needs may allow or require positions to be combined, or positions to not be filed (responsibilities held by the next higher position).

Communication, Alert and Warning will be provided to the public via the Emergency Alert System (EAS), Reverse Calling System, Social Media or other available media..

XI. Administration, Finance and Logistics

All assets (human resources, facility and equipment resources) of the community will become the purview of the City Manager/Director of Emergency Management in any way to respond to an emergency.

The City Manager may designate this authority to his designee or the Deputy Director, Coordinator, or Deputy Coordinator of Emergency Management as written in a formal Delegation of Authority statement on file.

During declared emergencies, normal procurement policies may be negated and emergency procurement procedures implemented for the period of the emergency.

Tracking and record-keeping procedures will be put in place to assure all emergency costs are easily identified. These items are thoroughly discussed in the ESF #5 Emergency Support Function Annex Tab 1.

On-going Plan Management and Maintenance

I. Plan Development and Maintenance

The City of Winchester shall conduct a comprehensive plan review and revision, and exercise prior to formal adoption by the Winchester City Council every four (4) years in order to maintain plan currency. It is also suggested that plans be updated and reviewed following a training exercise.

- *The Virginia Emergency Services and Disaster Law of 2000*, as amended, requires that each city and county prepare and keep current an emergency operations plan.
- The Coordinator of Emergency Management will update the Emergency Operations Plan annually.

The Coordinator will coordinate with each emergency resource organization and assure the development and maintenance of an appropriate emergency response capability.

In the event an incident exceeds Winchester's emergency response capabilities, outside assistance is available, either through mutual support agreements with nearby jurisdictions, Statewide Mutual Aid and volunteer emergency organizations or, through the Virginia Emergency Operations Center (VEOC). A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.

II. Coordination

Drafting an emergency plan is a whole community effort and relies heavily on the City administrators and experts to provide comprehensive guidance on hazard analysis, exercise design, evacuation planning, emergency management, mitigation, recovery, emergency preparedness, and educational awareness.

Example of plan participants:

- Coordinator of Emergency Management
- Public Works
- Representatives from internal groups:
  - Department of Finance
  - Department of Human Resources
  - Department of Purchasing
  - Police Department
  - Fire & Rescue Department
  - Sheriff's Department
  - Social Services Department
  - Inspections Department
  - Utilities Department
  - Student Organizations???
- Representatives from external groups:
  - Valley Health Systems
  - Red Cross
  - Salvation Army
  - Regional VOAD

The Coordinator of Emergency Management will review/update the Emergency Operations Plan annually. The Coordinator will coordinate with each emergency resource organization and assure the development and maintenance of an appropriate emergency response capability.

It is the responsibility of the Coordinator of Emergency Management to assure that the plan is tested and exercised on a scheduled basis.

It is planned that an exercise of portion of the plan will be held quarterly.

A table top exercise of the plan will be conducted semi-annually; and a full-scale exercise will be conducted annually or as feasible.

The Coordinator will maintain the schedule and assure that the appropriate resources are available to complete these activities.

After each exercise, or actual event, an after-action review will take place. Any findings from these post-event reviews will be incorporated into an update of the plan.

III. Exercise and Training

Trained and knowledgeable personnel are essential for the prompt and proper execution of the City's Emergency Operations Plan and sub-plans. The Director of Emergency Management will ensure that all response personnel have a thorough understanding of their assigned responsibilities in a disaster or emergency situation, as well as how their role and responsibilities interface with the other response components of the Winchester Emergency Operations Plan. All personnel will be provided with the necessary training to execute those responsibilities in an effective and responsible manner.

The Emergency Management Coordinator (EMC) is responsible for the development, administration, and maintenance of a comprehensive training and exercise program customized to the need of the City. This program will be comprised of a general, core, functionally specific, as well as on-going refresher training programs designed to attain and sustain an acceptable level of emergency preparedness for the City. This plan will include but will not be limited to that training mandated through the National Incident Management System (NIMS) program.

Training will be based on federal and state guidance. Instructors will be selected from City government officials and staff, state and federal government, private industry, the military, and volunteer groups trained in emergency management and response. All Training and exercises conducted in the City will be documented. Training needs will be identified and records maintained for all personnel assigned emergency response duties in a disaster.

The EMC will develop, plan, and conduct table top, functional and/or full-scale exercises annually. These exercise will be designed to not only test the City's Emergency Operations Plan and sub-plans, but to train all appropriate officials, emergency response personnel, City employees, and improve the overall emergency response organization and capability of the City. Quasi-public and volunteer groups and/or agencies will be encouraged to participate. Deficiencies identified by the exercise will be addressed immediately.

Appendix 1-Glossary of Key Terms

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
An organization charged by statute and agreements with the responsibility of helping meet the human needs of disaster victims.

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

Command Post
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.

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.

Declaration of Emergency
Whenever, in the opinion of the Governor, the safety and welfare of the people of the state require the exercise of extreme emergency measures due to a threatened or actual disaster, he may declare a State of Emergency to exist.

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

Emergency/Disaster/Incident
An event that demands a crisis response beyond the scope of any single line agency or service and that presents a threat to a community or larger area. An emergency is usually an event that can be controlled within the scope of local capabilities; a major emergency or disaster usually requires resources beyond what is available locally.

Emergency Alert System
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 situation.

Emergency Operations Center
A facility from which government directs and controls its emergency operations; where information about the status of the emergency situation is officially collected, assimilated, and routed on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

Emergency Operations Plan
A document which provides for a pre-planned and coordinated response in the event of a major emergency of disaster situation.

Emergency Management
The preparation for and the carrying out of functions (other than the functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or manmade disasters. These functions include firefighting, police, medical and health, rescue, warning, engineering, communications, evacuations, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

Emergency Support Function
This function offers agencies to provide or to coordinate certain resources in response to emergencies or disasters.

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.

Evacuation
This is assisting people to move from the path or threat of a disaster to an area of relative safety.

Federal Disaster Assistance
This provides aid to disaster victims and/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).

National Response Framework
This establishes a process and structure for the systematic, coordinated, and effective delivery of federal assistance to address the consequences of any major disaster or emergency.

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

Hazardous Materials
Substances or materials which may pose unreasonable risks to health, safety, property, or the environment, when used, transported, stored or disposed of, which may include materials which are solid, liquid, or gas.

Hazardous Materials (HAZMAT) may include toxic substances, flammable and ignitable materials, explosives, or corrosive materials, and radioactive materials.

Hazardous Materials Emergency Response Plan
The plan was developed in response to the requirements of Section 303 (a) of the Emergency Planning and Community Right-to-Know Act (Title III) of Superfund Amendments and Reauthorizations Act of 1986. It is intended to be a tool for a community's use in recognizing the risks of a hazardous materials release, in evaluating preparedness for such an event, and in planning response and recovery actions. This plan is separate from the City's Emergency Operations Plan (EOP).

Incident Command System
A model for disaster response that uses common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span of control, pre-designed facilities, and comprehensive resource management. In ICS there are five functional elements: Command, Operations, Logistics, Planning, and Finance/Administration.

Incident Commander
This is the individual responsible for the ***on scene*** management of all incident operations.

Initial Damage Assessment Report
This is the report that provides information regarding overall damage to public and private property, thereby providing a basis for emergency declaration and/or disaster assistance.

Integrated Communications Plan
This plan coordinates the use of available communications means and establishes frequency assignments for certain functions.

Local Emergency
The condition declared by the local governing body when, in its judgment, the threat or actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent, or alleviate loss of life, property damage, or hardship. Only the Governor, upon petition of a local governing body, may declare a local emergency arising wholly or substantially out of a resource shortage when he deems the situation to be of sufficient magnitude to warrant coordinated local government action to prevent or alleviate the hardship or suffering threatened or caused thereby.

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 compiled with.

Mitigation
Mitigation is activities that actually eliminate or reduce the chance occurrence or the effects of a disaster. Examples of mitigation measure include, but are not limited to, the development of zoning laws and land use ordinances, State building code provisions, regulations and licensing for handling and storage of hazardous materials, and the inspections and enforcement of such ordinances, codes and regulations.

Mobile Crisis Unit *(Critical Incident Stress Debriefing Team)*
A field response team staffed and operated by mental health professionals specially trained in crisis intervention. The Mobile Crisis Unit is available to provide on-scene crisis intervention to incident victims and to follow up work with victims and formal Critical Incident Stress Debriefings for service providers after the incident has been brought under control.

Mutual Aid Agreement
Mutual Aid agreement is a written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and equipment in an emergency situation.

National Weather Service
The federal agency which provides localized weather information to the population, and during a weather-related emergency, to state and local emergency management officials.

Preparedness
Preparedness is the development of plans to ensure the most effective, efficient response to a disaster or emergency. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. Preparedness also includes establishing training, exercises and resources necessary to achieve readiness for all hazards, including Weapons of Mass Destruction (WMD) incidents.

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
While several City departments will be performing varied and critical tasks during a disaster, in most cases only one agency will be considered the 'primary agency.' The primary agency shall be responsible for detailed planning, testing, and evaluation of their respective Emergency Support Function (ESF). The Department Director of the primary agency shall serve as the principle advisor to the City Manager during the response and recovery phase for the specific ESF. In addition, the Department Director of the primary agency must assure that essential operations of their agency/department, unless otherwise directed by the City Manager, or his/her designee will continue.

Regional Information Coordination Center
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.

Situation Report
A form which, when completed at the end of each day by local Emergency Operations Center (EOC) staff will provide the City of Winchester with an official daily summary of the status of the emergency and of the local emergency response. A copy shall be submitted to the Virginia Emergency Operations Center (VEOC) via WebEOC, fax, or other media which can be received by the Virginia Department of Emergency Management.

Span of Control
As defined in the Incident Command System, Span of Control is the number of subordinates and/or functions one supervisor can manage effectively. Guidelines for the desirable span of control recommended three ***(3)*** to seven ***(7)*** persons. The optimal number of subordinates is five ***(5)*** for one supervisor.

State of Emergency
The condition declared by the Governor when, in his 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 loss of life and property damage.

Superfund Amendments and Reauthorization Act of 1986 (SARA)
SARA is established Federal regulations for the handling of hazardous materials.

Unified Command
Unified Command is a shared responsibility for overall incident management as a result of a multi-jurisdictional or multi-agency incident. In the event of conflicting priorities or goals, or where resources are scarce, there must be a clear line of authority for decision-making. Agencies contribute to unified command by determining overall goals and objectives, jointly planning for tactical activities, conducting integrated tactical operations and maximizing the use of all assigned resources.

Weapons of Mass Destruction
Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounce, or mine or device similar to the above; poison gas; weapon involving a disease organism; or weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a as referenced in 18 USC 921). This includes Chemical, Biological, Radiological, Nuclear and High Yield Explosives.

Appendix 2 - List of Acronyms

APHIS	Animal and Plant Health Inspection Service
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CR	Community Relations
DSCO	Deputy State Coordinating Officer
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
EOC	Emergency Operation Center
ESF	Emergency Support Function
EPA	Environmental Protection Agency
ERT-A	Emergency Response Team – Advance Element
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
JIC	Joint Information Center
JFO	Joint Field Office
MACC	Multi-agency Command Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCR	National Capital Region
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRP	National Response Plan
NWS	National Weather Service

PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services
SAR	Search and Rescue
SARA	Superfund Amendment and Reauthorization Act of 1986
SCC	State Corporation Commission
SOP	Standard Operation Procedure
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
VOAD	Voluntary Organizations Active in Disaster
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

Appendix 3 - Authorities and References

Federal

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
2. The Homeland Security Act/National Response Plan, December 2004.

State

1. Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
2. The Commonwealth of Virginia Emergency Operations Plan, 2012:
   a. Volume I, Basic Plan, April 2004.
   b. Volume II, Disaster Recovery Plan, March 1999 (under revision).
   c. Volume III, Radiological Emergency Response Plan, May 2004.
   d. Volume IV, Oil and Hazardous Materials Emergency Response Plan, December 2001.
   e. Volume V, Virginia Hurricane Emergency Response Plan, August 2001.
   f. Volume VI, Hazard Mitigation Management Plan, July 2001.
   g. Volume VII, Transportation Plan, July 2000 (limited distribution).
   h. Volume VIII, Terrorism Consequence Management, August 2005 (limited distribution).

Local

1. City of Winchester Emergency Operations Plan
2. SARA – Title III Emergency Response Plan
3. Pandemic Influenza Plan8

Appendix 4 - Succession of Authority

Continuity of emergency operations is critical to the successful execution of emergency operations. Therefore, the following lines of succession are specified in anticipation of any contingency, which might result in the unavailability of the ranking member of the administrative hierarchy. The decision-making authority for each organization or service function is listed below by position in decreasing order.

Departmental Line of Succession
MARCH 2014

First Name	Last Name	Department/Divisioin	Job Title
		City Manager	
Dale	Iman		City Manager
Douglas	Hewett		Asst. City Manager
		City Attorney	
Anthony	Williams		City Attorney
Katherine	Herman		Asst. City Attorney
		City Sheriff	
Les	Taylor		Sheriff
Al	Sibert		Major
Gerald	Rounds		Lieutenant
TJ	Roper		Sergeant
Bradley	Davidson		Corporal
		City Treasurer	
Jeff	Barbour		Treasurer
Pamela	Haines		Chief Deputy Treasurer
April	Cottrill		Deputy Treasurer
		Commonwealth Attorney	
Alex	Iden		Commonwealth Attorney
Marc	Abrams		Assistant Commonwealth Attorney
Derek	Aston		Attorney
		Commissioner of the Revenue	
Ann	Burkholder		Commissioner of the Revenue
Linda	Funk		Deputy Commissioner
John	Rice		Real Estate Assessment Analyst
		Economic Development	
Jim	Deskins		Director
		Emergency Communications	
Erin	Elrod		Director
Kelly	Brill		Lead ECS
Terri	Mellott		Lead ECS
Tara	Wooten		Lead ECS

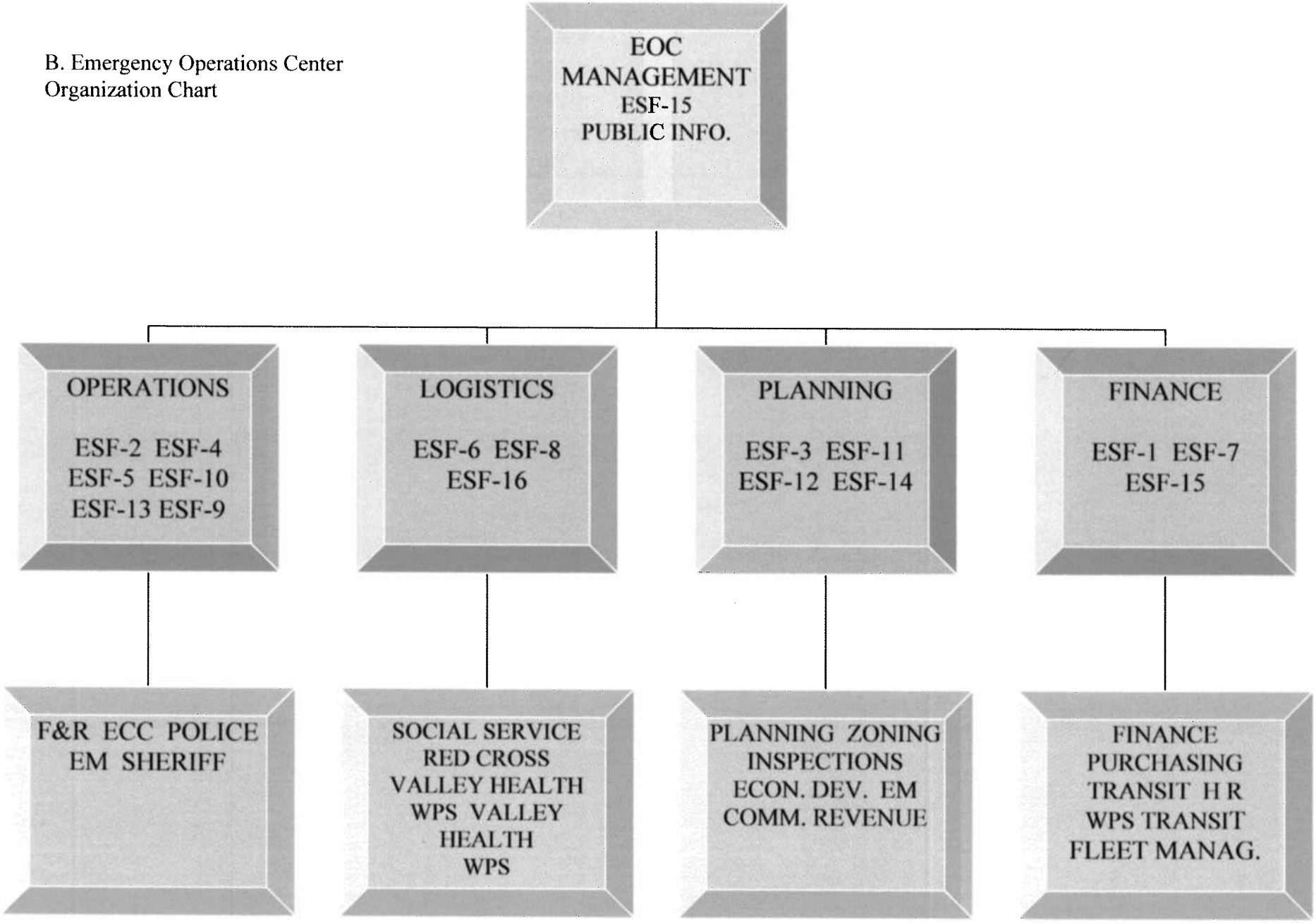
		Director of Emergency Management	
Dale	Iman		Director
Douglas	Hewett		Deputy Director
Elizabeth	Minor		Mayor/Deputy Director
		Emergency Management Coordinator	
Lynn	Miller		E. M. Coordinator
			Deputy Coordinator
			???
		Finance	
Mary	Blowe		Finance Director
Celeste	Broadstreet		Asst. Finance Director
Steven	Corbit		Purchasing Agent/Risk Mgr.
		Fire and Rescue	
Allen	Baldwin		Fire Chief
Carl	McClellan		EMS Deputy Chief
Scott	Kensinger		Operations Deputy Chief
		Human Resources	
Penny	Mathias		Asst. HR Director
Jessica	Collis		HR Generalist
Pamela	Peacemaker		Secretary
Rose	Johnson		HR Generalist - PT
		Information Technology	
Thomas	Lloyd		IT Director
Stephen	Barb		Senior Computer Programmer
Bob	Elliott		Senior Computer Programmer
Andrew	Ours		Senior Network Engineer
		Juvenile Detention	
Erin	Maloney		Superintendent
Robert	Graves		Assistant Superintendent
Chris	Banks		Shift Supervisor
Wade	Teets		Shift Supervisor
Tommie	Bower		Shift Supervisor
Daren	Bosley		Shift Supervisor
		Lord Fairfax Health District	
Charles	Devine		Director
David	Crabtree		LFHD Business Administrator
April	Jenkins		LFHD Nurse Mgr
Scott	Fincham		LFHD Envir. Health Mgr.
		Old Town Winchester	
Jennifer	Bell		Downtown Mgr.
Sarah	Chapman		Economic Prog. Support Tech.

		Parks and Recreation	
Jennifer	Jones		Director
Lisa	Hamaker		Asst. Director
Jennifer	Stotler		Park Admin. Coordinator
Mike	Nail		Park Maint. Coordinator
		Planning	
Timothy	Youmans		Planning Director
William	Moore		Planner II
Catherine	Clayton		Sec . For Planning & Inspections
		Police	
Kevin	Sanzenbacher		Police Chief
Kelly	Rice		Major
Douglas	Watson		Captain
		Public Services & Divisions	
Perry	Eisenach		Director
Tom	Hoy		Assistant Director
		Public Services/Engineering	
Kelly	Henshaw		City Engineer
Perry	Eisenach		Public Services Director
Robert	Brown		Engineer
		Public Services/Maintenance	
Corey	MacKnight		Facility Maintenance Division Manager
Mike	Allman		Maintenance Technician
Steven	Holsinger		Maintenance Technician
		Public Services/GIS	
Annie	Cahill		GIS Coordinaator
Will	Moore		Planner II
Kelly	Henshaw		City Engineer
		Public Services/Utilities	
John	Merriner		Division Manager
Farrell	Owens		Water Treatment Facility Manager
Kevin	Hancock		Chief Operator at WTP
Donald	Riggleman		Opequon WRF Manager
		Public Services/Public Works	
Tom	Denney		Public Works Division Manager
Mike	Neese		Recycling Coordinator
Darius	Bowers		Garage Supervisor
		Public Services/Traffic	
Justin	Hall		Traffic Division Manager
Ryan	Eback		Signal Technician
Andrew	Dunn		Signal Technician

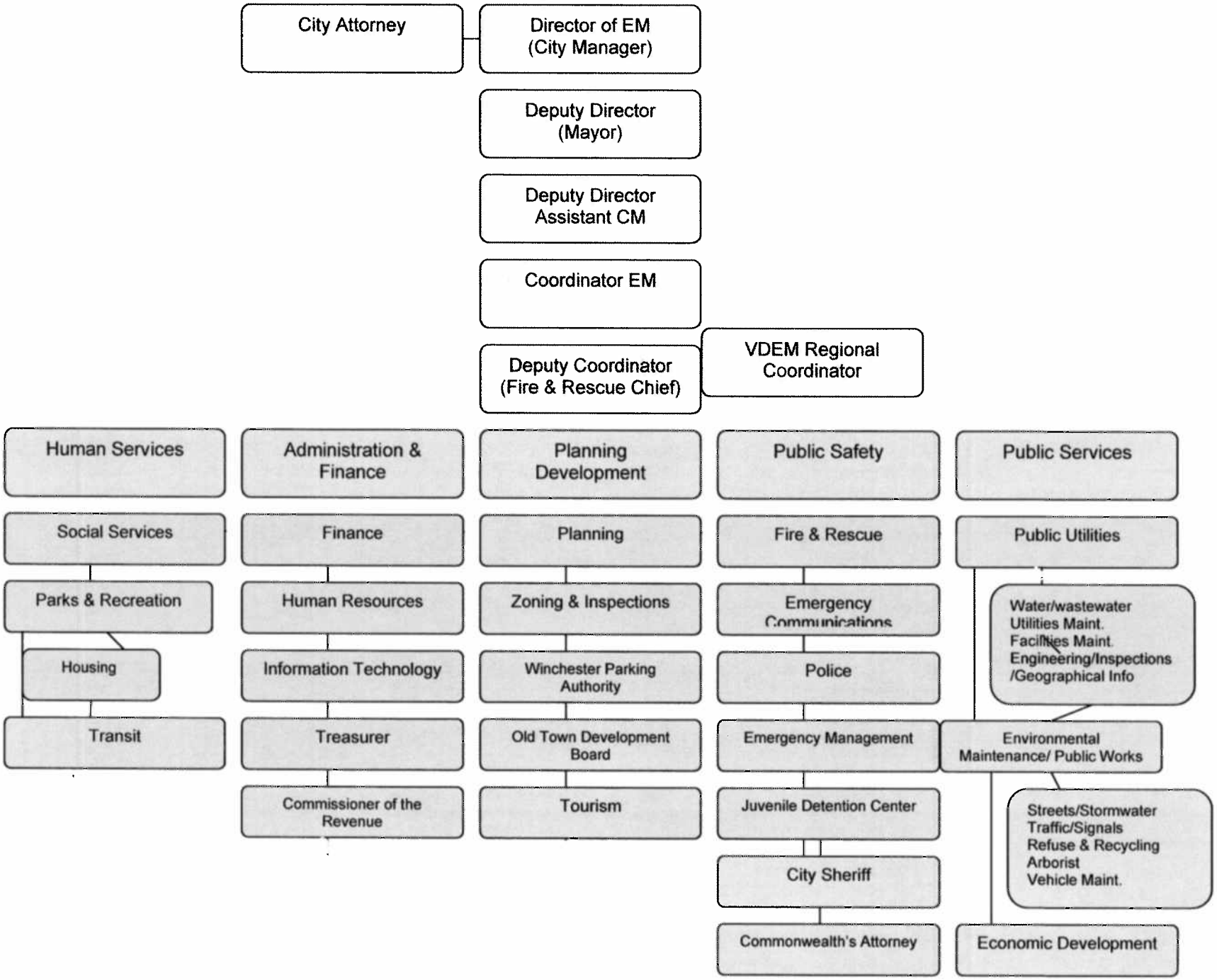
		Public Services Fleet Mgt.	
Darius	Bowers		Garage Supervisor
Elizabeth	Tomlinson		Mechanic
Zachary	Hudson		Mechanic
Dwayne	Davis		Mechanic
		Public Services Transit	
Renee	Wells		Transit Director
Clint	Cantrell		Transit Supervisor
Allison	Jewell		Transit Office Asst.
		Social Services	
Amber	Dopkowski		Director
Georjean	Coco		Asst. Director
Nancy	Valentine		Admin. Serv. Mgr.
		Tourism	
Sally	Coates		Executive Director
Renee	Bayliss		Visitor & Comm. Relations Spec.
		Zoning & Inspections	
Aaron	Grisdale		Director of Zoning & Inspections
Nasser	Rahimzadeh		Deputy Director of Zoning & Inspections
John	Knight		Building Official
Daniel	Mowery		Sr. Code Enforcement
		Winchester Public Schools	
		WPS – Central Admin Off	
Dr. Rick	Leonard		Superintendent
Kevin	McKew		Executive Director
Lynda	Hickey		Dir. of Instruction
Steve	Miller		Dir. of Technology
		Daniel Morgan Middle School	
Lisa	Cobb		Principal
Stephanie	Grzywacs		Asst. Principal
Norie	Noll-DeHaven		Asst. Principal
		Douglas Comm. Learning Ctr.	
Matt	Roark		Bldg. Administrator
		Frederick Douglas Elementary	
Stephanie	Downey		Principal
		John Handley High School	
Jesse	Dingle		Principal
James	Bundrick		Asst. Principal
Jerry	Putt		Asst. Principal
Anne	Canada		Asst. Principal
		John Kerr Elementary	
Nan	Bryant		Principal
		Garland Quarles Elementary	
Joan	Hovatter		Principal

VA Ave Charlotte DeHart Elem.		
Michele	Dempsey	Principal

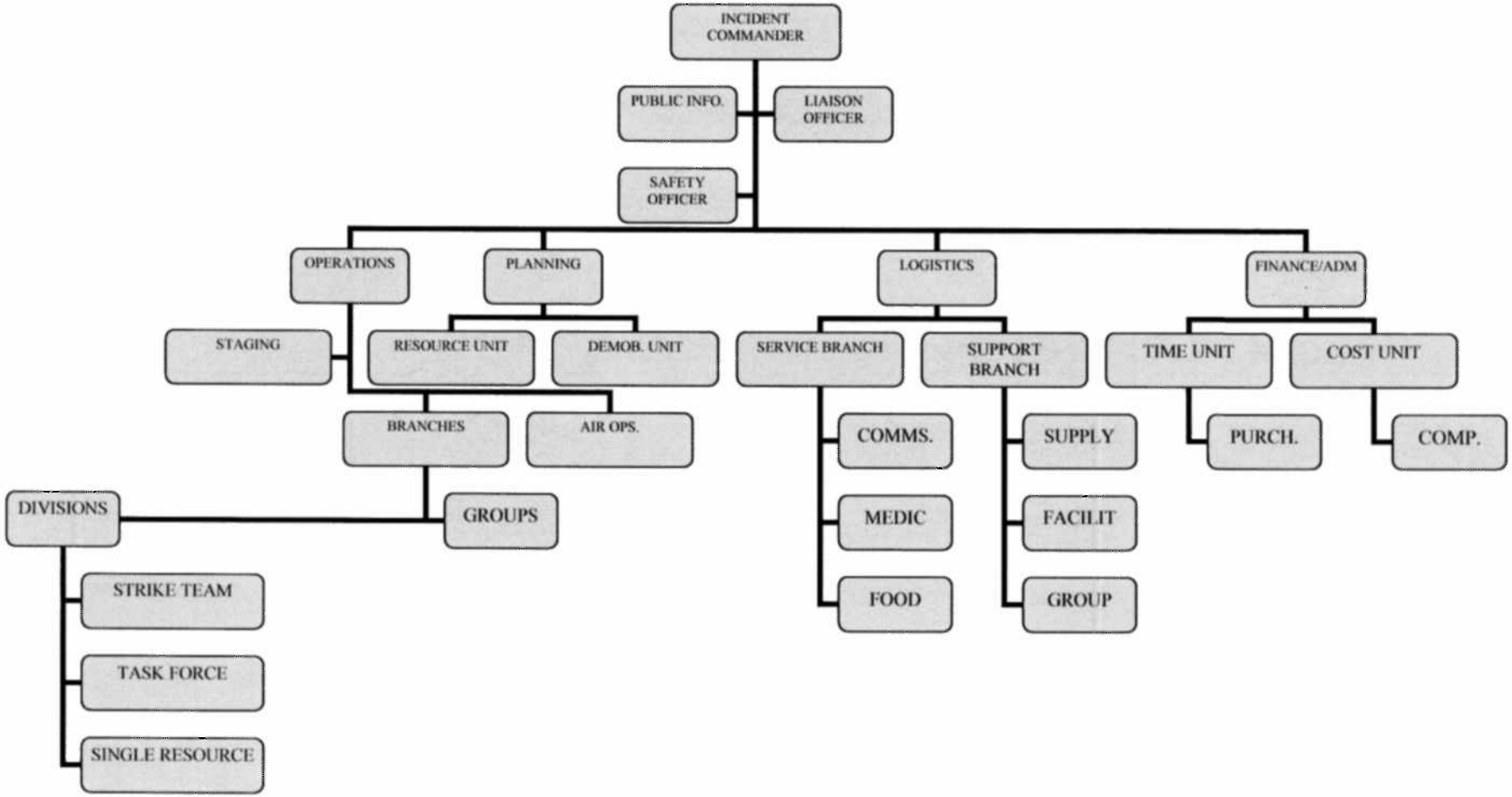
B. Emergency Operations Center Organization Chart



A. Department of Emergency Management Organization Chart



C. On-Scene Organizational Chart



Tab D. Emergency Support Function Matrix of Responsibility Index

EMERGENCY SUPPORT FUNCTION NUMBER (ESF#)	RESPONSIBILITY
ESF #1	Transportation
ESF #2	Communications
ESF #3	Public Works
ESF #4	Fire Fighting
ESF #5	Emergency Management
ESF #6	Mass Care
ESF #7	Resource Management
ESF #8	Health & Medical
ESF #9	Search & Rescue
ESF #10	Hazardous Materials
ESF #11	Agriculture & Natural Resources
ESF #12	Energy
ESF #13	Public Safety
ESF #14	Long Term Recovery
ESF #15	External Affairs
ESF #16	Military Affairs
ESF #17	Volunteer Personnel & Donation Management
ESF#18	Faith Based

Appendix 6 - Matrix of ESF Responsibilities

CITY AGENCY/DEPARTMENT	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17	*ES #1*
Emergency Management		S	S	S	**P**			S		S	**P**	**P**		S	S	**P**	**P**	*P*
Fire & Rescue				**P**	S	S		**P**	***S***	**P**			S					
Police	S	S	S	S	S	S		S	**P**	S	***S***		**P**		S	S		
City Sheriff				S	S	S		S	S	S	S		S		S	S		
Building/Zoning/Planning			**P**		S								S	S				
City Manager's Office														**P**				
Information Technology		**P**			S		S								S			
Social Services						**P**		S		***S***				S				*S*
Finance / Purchasing			S		S		**P**							S				
Transit	**P**			***S***		S		***S***		***S***								
Winchester Public Schools	S	S		***S***		S				***S***				S	S			
Utilities			S	S				S				S		*S*				
Emergency Communications		**P**		S					S	S			S					
Public Works	**P**		**P**						S	S			S		*S*			
City Attorney			S		S									S			***S***	
Commissioner of the Revenue			S											*S*				
Parks & Recreation			S			S		S						S				
Economic Development											***S***			**P**				
Old Town Development Board														S				
PIO		**P**			S	S		S		***S***		S	S	S	**P**			
Tourism														S				
STATE AGENCIES																		
Virginia Dept. of Health / Lord Fairfax Health District			S			S		**P**	S		S			S	S			
Virginia Dept. of Housing														S				
Virginia Office of Chief Medical Examiner								S										
Virginia Dept. of Agriculture											S							
State Corporation Commission												S						

AGENCY/DEPARTMENT	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17
Virginia Dept. of Mines,												S					
Virginia Mines, Minerals & Energy												S					
Virginia Dept. of Environmental Quality			S							S							
Virginia Dept. of Mental Health & Retardation						S											
VPI & State University Extension Agent											S						
Virginia Dept. of Transportation	S																
NON-GOVERNMENTAL																	
American Red Cross					S	S	S		S					S			
Salvation Army					S	S	S										
Virginia Funeral Directors' Association								S									
NOAH'S WISH						S					S						
SPCA						S		S			S						
Volunteer Organizations Active in Disasters					S	S	S										
Faith Based Partners					S	S	S										
PRIVATE SECTOR PARTNERS																	
Winchester Medical Center								S									
Shenandoah Gas												S					
Shenandoah Valley Electric COOP					S							S					

Legend **P** – Primary
S – Secondary

Appendix 7 - Continuity of Government

Court Records

The preservation of essential records for the locality is the responsibility of the Clerk of the Circuit Court. All essential records are to be stored in the records vault located in the Office of the Clerk of the Circuit Court. These records include the following:

Real Estate Records*
Criminal Records
Wills
Civil Records
Chancery Records
Marriage Licenses

The evacuation of records in the event of an emergency will be accomplished only by approval of the Clerk of the Circuit Court.

The loading and transportation of these records is the responsibility of the Police Department or Sheriff's Office as designated..

***A microfilm copy of all real estate records for the locality is stored in the Archives, State Library, in Richmond, Virginia.**

Agencies/Organizations

Each agency/organization within the structure of local government should establish its own records protection program. Those records deemed essential for continuing government function should be identified and procedures should be established for their protection, such as duplicate copies in a separate location and/or the use of safe and secure storage facilities. Provisions should be made for the continued operations of automated data processing systems and records.

Appendix 8 - Sample NIMS Resolution

SEE NIMS RESOLUTION - COUNCIL MINUTES OCTOBER 11, 2005

Appendix 9 - Sample Declaration of Local Emergency

AT A SPECIAL MEETING OF THE COMMON COUNCIL OF THE CITY OF WINCHESTER, VIRGINIA, HELD AT _____, ON __,_____, 200 __

RESOLUTION _____-_____ DECLARING A LOCAL EMERGENCY TO EXIST IN THE CITY OF WINCHESTER, VIRGINIA

WHEREAS, the Common council of the City of Winchester, Virginia, does hereby find as follows:

1. That due to the occurrence of _____, the City of Winchester is facing a condition of extreme peril to the lives, safety, and property of the residents of the city of Winchester;

2. That as a result of this extreme peril, the proclamation of the existence of an emergency is necessary to permit the full powers of government to deal effectively with this condition of peril.

NOW, THEREFORE, BE IT HEREBY PROCLAIMED by the Common Council of the City of Winchester, Virginia, that a local emergency now exists throughout the City of Winchester; and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of this emergency the powers, functions and duties of the Director of Emergency Services organization and functions of the City of Winchester shall be those prescribed by the laws of the Commonwealth of Virginia and the ordinances, resolutions, and approved plans of the City of Winchester in order to mitigate the effects of said emergency.

In order to carry out the effect of this resolution, a sum of money, not to exceed $_, is hereby appropriated from the city's unappropriated fund balance to cover the reasonable operational costs of emergency services pending further report to the Council and such additional appropriations as shall be deemed necessary to cover the expected scope of this emergency.

Date: _____ Common Council, City of Winchester, Virginia

_____

_____

_____

_____

_____

Attest: _____
Clerk, Council
City of Winchester, Commonwealth of Virginia

Emergency Support Function #1 - Transportation

Primary Agency

Public Works

Secondary/Support Agencies
Winchester Police Department
Virginia Department of Transportation

Introduction

Purpose:

Emergency Support Function (ESF) #1 – Transportation assists local, federal, and state government entities and voluntary organizations requiring transportation capacity to perform response missions following a disaster or emergency. Emergency Support Function #1 will also serve as a coordination point between response operations and restoration of the transportation infrastructure.

Scope:

Assistance provided by ESF #1 includes, but is not limited to:

- Coordinating transportation activities and resources during the response phase immediately following an emergency or disaster;
- Facilitating damage assessments to establish priorities and determine needs of available transportation resources;
- Prioritization and/or allocation of all government transportation resources;
- Processing all transportation requests from Winchester's agencies and emergency support functions. This ESF will coordinate evacuation transportation as its first priority; and
- Facilitate movement of the public in coordination with other transportation agencies.

Policies:

- Local transportation planning will use the most effective means of transportation to carry out the necessary duties during an incident;
- Local transportation planning will recognize State and Federal policies, regulations, and priorities used to control movement of relief personnel, equipment, and supplies;
- To facilitate the prompt deployment of resources, develop and maintain priorities for various incidents through an interagency process led by local government prior to an incident. Each ESF is responsible for compiling, submitting, and updating information for inclusion in the ESF #1 prioritizing transportation needs.

Concept of Operations

General:

The Emergency Operations Plan provides guidance for managing the use of transportation services and deployment of relief and recovery resources.

A disaster may severely damage the transportation infrastructure and interrupt transportation services. Most localized transportation activities will be hampered by lack of useable surface transportation infrastructure.

The damage to the transportation infrastructure may influence the means and accessibility level for relief services and supplies.

Disaster responses, which require usable transportation routes, will be difficult to coordinate effectively during the immediate post disaster period.

Clearing access routes will permit a sustained flow of emergency relief, although localized distribution patterns may be disrupted for a significant period.

All government transportation resources not being used for the emergency/disaster will be available for use.

All requests for transportation support will be submitted to the Emergency Operations Center for coordination, validation, and/or action in accordance with this Emergency Support Function.

Organization:

The City of Winchester, in conjunction with the Winchester Public Works Department and Virginia Department of Transportation, is responsible for coordinating resources needed to restore and maintain transportation routes necessary to protect lives and property during an emergency or disaster.

The Public Works Department will provide a liaison and provide information on road closures, alternate routes, infrastructure damage, and debris removal, rail and bus transit and restoration activities. The Public Works Department will also coordinate with the Virginia Department of Transportation to determine the condition of routes leading to and from the City.

The Public Works Department in conjunction with support agencies will assess the condition of highways, bridges, signals, rail and bus transit and other components of the transportation infrastructure and where appropriate:

- Close infrastructure determined to be unsafe;
- Post signing and barricades; and
- Maintain and restore critical transportation routes, facilities, and services.

Actions

- ESF #1 will develop, maintain, and update plans and procedures for use during an emergency;
- The personnel will stay up to date with education and training that is required for a safe and efficient response to an incident;
- Alert Winchester's primary agency representatives of possible incident, and begin preparations for mobilization of resources;
- If necessary contact state or federal agencies and alert Secondary Agencies.
- Assess initial damage and work to decide on the priorities for reconstruction and restoration of critical transportation facilities;
- Keep record of all expenses, and continue through the duration of the emergency;
- Prepare appropriate facilities for possible use;
- Winchester will communicate through the Winchester EOC and inform the Virginia Emergency Operations Center (VEOC) of actions and intentions;
- ESF #1 staff coordinates the use of transportation resources to fulfill mission assignments and follow established practices and procedures; and
- Continue to provide support where needed.

Responsibilities

Primary Agency:

- Partners with State and Federal departments as well as Winchester's industry to assess damage and impact on transportation and infrastructure;
- Coordinates and implements, response and recovery functions under Primary Agency statutory authorities;
- Assists with determining the most viable transportation networks to, from and within the emergency or disaster area and regulates the use of these transportation networks; and
- Identifies resource requirements for transportation and coordinates their allocation.

Emergency Support Function #2 - Communication

Primary Agency

Administration Department
Winchester Emergency Communications Center
Information Technology Department

Secondary/Support Agencies

Winchester Public Schools
Winchester Police Department
Emergency Management

Introduction

Purpose:

The purpose of Emergency Support Function #2 – Communication is to support public safety and other city agencies by maintaining continuity of information and telecommunication equipment and other technical resources. ESF #2 is responsible for keeping the public and city employees informed in regards to an emergency situation, provide guidance when appropriate to help save lives and protect property, and support city agencies with the restoration and reconstruction of telecommunications equipment, computers, and other technical resources. This section describes the locality's emergency communications/notification and warning system. The Winchester Emergency Operations Center (EOC) will coordinate with the Virginia Emergency Operations Center (VEOC) should outside assistance be required.

Scope:

ESF #2 works to accurately and efficiently transfer information during an incident. This ESF is also responsible for the technology associated with the representation, transfer, interpretation, and processing of data among people, places, and machines. Communication includes transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any natures by wire, radio, optical, or other electromagnetic systems.

Policies:

- The Emergency Communications Center (ECC) operates 24 hours a day, 7 days a week and serves as the 911 Public Safety Answering Point (PSAP) and the locality warning point;

- The ECC is accessible to authorized personnel only;
- The EOC when activated, will act as the primary contact and coordination point in the City during major emergencies and/or disasters;
- Staff of the EOC will consist of the Director, Deputy Director, Coordinator, and Deputy Coordinator of Emergency Services, and key department heads or their designated representatives. Support personnel to assist with communications, designated logistics, and administration will also be designated. The Director of Emergency Management will be available for decision-making as required;
- The ECC will initiate initial notification and warning of appropriate personnel.

I. Concept of Operations

General:

The Emergency Operations Plan provides guidance for managing emergency communications resources.

The City of Winchester's Emergency Communications Center (ECC) is the point of contact for receipt of all warnings and notification of actual or impending emergencies or disaster. The dispatcher on duty will notify other key personnel, chiefs and department heads as required by the type of incident per Standard Operating Procedures (SOP).

The Emergency Communications Center (ECC) is accessible to authorized personnel only. The ECC is most often the first point of contact for the general public. The ECC has the capability to access the Emergency Alert Systems to deliver warnings to the public. Use of all available warning and notification systems should provide sufficient warning to the general public and special needs population.

The telephone company(ies) will ensure that communications essential to emergency services are maintained. During a major disaster, additional telephone lines may be installed in the Emergency Operations Center (EOC) to coordinate emergency operations. At least one phone with a special publicized number will be reserved for "rumor control" to handle citizen inquiries. The Coordinator of Emergency Management will coordinate with the telephone company as necessary to provide these services.

Amateur radio operators may provide emergency backup radio communications between Winchester's EOC and the State EOC, should normal communications be disrupted. They may also provide communications with in-field operators.

It is important that while communicating, standard or common terminology (plain English) is used so that multiple agencies are better able to interact and understand each other.

Should an evacuation become necessary, warning and evacuation instructions will be disseminated via radio, TV, reverse calling system, and other available media. The Public Information Officer will develop and provide public information announcements and

publications regarding evacuation procedures to include recommended primary and alternate evacuation routes, designated assembly points for those without transportation, rest areas and service facilities along evacuation routes, if appropriate, as well as potential health hazards associated with the risk.

Organization:

The Coordinator of Emergency Management will assure the development and maintenance of SOPs on the part of each major emergency support service. Generally, each designated agency should maintain current notification rosters, designate and staff an official emergency control center, designate an EOC representative, establish procedures for reporting appropriate emergency information, develop mutual aid agreements with like agencies in adjacent localities, and provide ongoing training to maintain emergency response capabilities. When an emergency threatens, available time will be used to implement increased readiness measures as listed in each annex to this plan. The Coordinator of Emergency Management will assure that all actions are completed as scheduled. The Public Information Officer will represent and advise the Incident Commander on all public information. This includes rumors that are circulating, what local media are reporting, as well as warnings and emergency public information.

The EOC support staff will include a recorder, message clerk, and other support personnel as required relieving the decision-making group of handling messages, maintaining logs, placing maps, etc. An EOC wall map should be prepared and be readily accessible. A separate Reports Section should also be established as an adjunct to the EOC staff.

Winchester City's emergency communications are heavily dependent on the commercial telephone network. The telephone system is vulnerable to the effects of emergencies and disasters and to possible system overload due to increased usage. Technical failure or damage loss of telecommunications equipment could hamper communications or the ability to communicate with emergency personnel and the public throughout the locality. Mutual aid repeaters in contiguous jurisdictions may not be available or may not be able to provide sufficient coverage or channel loading to compensate for technical failure or damage to telecommunications resources in the locality during an emergency.

Amateur radio operators and other nongovernmental volunteer groups used to assist with emergency radio communications support will be under the authority of the Director of Emergency Management or the Coordinator of Emergency Management, or the Emergency Communications Center. The amateur radio and other nongovernmental volunteer operators will be required to actively participate in regular training and exercises established by the Office of Emergency Management and the Emergency Communications Center.

Actions

- ESF #2 will establish a working arrangement between the local Primary Agency, the local Emergency Operations Center, and local news media;

- The ECC will initiate notification and warning of appropriate personnel. Landline telephones, voice or data two-way radio, and wireless telecommunications devices may be utilized to notify public officials, EOC staff, emergency personnel and others, as required;
- Emergency service vehicles equipped with public address systems maybe used to warn the general public;
- The Coordinator of Emergency Management or his/her designee must authorize the use of the Emergency Alert System;
- Emergency warning may originate at the federal, state, or local level of government. Timely warning requires dissemination to the public by all available means:
    a. Emergency Communications Center
    b. Emergency Alert System
    c. Local radio and television stations
    d. NOAA Weather Radio – National Weather Service
    e. Mobile public address system
    f. Telephone
    g. Reverse Calling System(s)
    h. General broadcast over all available radio frequencies
    i. Newspapers
    j. Amateur Radio Volunteers

Responsibilities

- Develop and maintain primary and alternate communications system and plans for contact with local jurisdictions, state agencies, nongovernmental and private sector agencies required for mission support;
- Ensure the ability to provide continued service as the Public Safety Answering Point (PSAP) for incoming emergency calls;
- Ensure communication lines and equipment essential to emergency services are maintained by the appropriate vendor;
- Provide additional staffing in the EOC to assist with communications functions;
- Develop and maintain an emergency communications program and plan;
- Provide telephone service providers with a restoration priority list for telephone service prior to and/or following a major disaster; and
- Maintain records of cost and expenditures and forward them to Finance Section Chief.

Tab 1 to Emergency Support Function #2

II. EMERGENCY NOTIFICATION PROCEDURES

Until the EOC is activated, the Emergency Communications Center of the City of Winchester will notify the following officials upon receipt of a severe weather flash flood or tornado watch or warning, or when directed by an on-scene incident commander:

Official	Home Phone	Work Phone	Cell Phone
Director of Emergency Management		667-1815	336-6551
Deputy Director of Emergency Management		667-1815	313-2771
Coordinator of Emergency Management	667-9452	545-4721	336-7372
Deputy Coordinator			
Police Chief		545-4701	771-7628
City Sheriff		667-5770	
Public Information Officer		667-1815 x1620	532-9503

Once operational, the EOC will receive messages directly from the Virginia Emergency Operations Center (VEOC). It is then the responsibility of the Emergency Communications Center (ECC) to monitor message traffic and ensure that messages reach the Director of Emergency Management or his designee.

Emergency Support Function #3 - Public Works and Engineering

Primary Agency

Public Works
Building Inspections, Planning and Zoning

Secondary/Support Agencies

Public Utilities
Emergency Management
Winchester Police Department
Winchester Fire and Rescue
City Attorney
City Assessor
Finance/Purchasing
Winchester Public Schools
Virginia Department of Environmental Quality

Introduction

Purpose:

Emergency Support Function (ESF) #3 - Public Works and Engineering will assess the overall damage to public and private property. ESF #3 will also conduct necessary inspections to ensure the integrity of buildings, assist with debris removal and ensure that any rebuilding complies with existing zoning and land-use regulations.

Scope:

ESF #3 is structured to provide public works and engineering-related support for the changing requirements of incident management to include preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include:

- Conducting pre- and post-incident assessments of public works facilities and infrastructure;
- Executing emergency contract support for life-saving and life-sustaining services;
- Providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; and
- Providing emergency repair of damaged infrastructure and critical facilities.

Policies:

- Personnel will stay up to date with procedures through training and education;
- The Primary Agency will develop work priorities in conjunction with other agencies when necessary; and
- Local authorities will obtain required waivers and clearances related to ESF #3 support.

Concept of Operations

General:

In a disaster, buildings and structures may be destroyed or severely damaged. Homes, public buildings, bridges, and other facilities may need to be reinforced or demolished to ensure safety. Public utilities may be damaged and be partially or fully inoperable. Access to the disaster areas may be dependent upon debris clearance and roadway repairs. Debris clearance and emergency road repairs will be given top priority in coordination with ESF #1 Transportation to support immediate lifesaving emergency response activities.

Prompt assessment of the disaster area is required to determine critical response times and potential workloads. Early damage assessment must be made rapidly and be general in nature. Following an incident, a multitude of independent damage assessment activities will be conducted by a variety of organizations including the Winchester Damage Assessment Teams, Insurance Companies, Virginia Department of Emergency Management, Utility Companies and Federal Agencies.

Organization:

The Director of Emergency Management, or his designee, will be responsible for deploying damage assessment teams, consolidating damage data and compiling reports. At the Incident Commander's request, the Damage Assessment Teams' first priority will be to assess the structural damage.

Winchester Damage Assessment Teams will assess damage to the extent of their resources and in their areas of expertise. The Health Department may assist Public Works with damage assessments related to health hazards that may be caused by the disrupted disposal of sanitary wastes, water shortages, and other resources associated with health issues.

Initial Damage Assessment Reports from the Field Assessment Teams will be submitted to the Emergency Management Coordinator who will compile the reports and submit an initial report to the Virginia Department of Emergency Management (VDEM) within 72 hours of the event, outlining the severity of the problems and the determination of need for further assistance. Federal/State supported damage assessment precedes delivery of a Presidential Disaster Declaration and defines the specific needs for a long-term recovery.

To minimize threats to public health, the Public Works Department will serve as liaison with the Virginia Department of Environmental Quality (DEQ) and the City Attorney to secure the necessary emergency environmental waivers and legal clearances that would be needed to dispose of emergency debris and materials from demolition activities. Public Works will coordinate with DEQ to monitor disposal of debris materials.

The city departments mentioned will inspect all buildings for structural, electrical, gas, plumbing and mechanical damage following a disaster situation. They will ensure that any repairs or rebuilding that occurs following the incident will comply with the Uniform Statewide Building Code, zoning, land-use regulations, and the Comprehensive Plan.

Winchester's Building Official is responsible for determining the state of a building and placing notification on the facility. The building owner retains responsibility for deciding whether to demolish or restore the structure. During the recovery phase the Building Official is responsible for the facilitation of the building permit issuance process and for the review and approval of the site-related and construction plans submitted for the rebuilding/restoration of residential and commercial buildings.

ESF # 3 will establish appropriate Damage Assessment Teams. There should be a minimum of at least four (4) teams. Two teams with expertise in the assessment of private properties (single family, multi-family, business and commercial) and two (2) teams with expertise in public properties (roads, bridges, water, storm water). Individuals will be trained and maintain current knowledge levels.

Actions

- Alert personnel to report to the EOC as identified by the Director of Emergency Management or their designee;
- Review plans;
- Initiate and maintain records of expenses and continue such actions for the duration of the emergency;
- Prepare to make an initial damage assessment;
- Activate the necessary equipment and resources to address the emergent situation;
- Coordinate response with local, state, federal departments and agencies relating to this area of responsibility.

Responsibilities

- Conduct initial damage assessment;
- Submit initial damage assessment to EOC;
- Assist in coordinating response and recovery;
- Prioritize debris removal;
- Inspect buildings for structural damage; and
- Ensure all repairs comply with local building codes, zoning, land-use regulations and comprehensive plan.

- Fire & Rescue to assist by giving initial assessment and/or damage of incident responded to.

NOTE: May be able to dedicate one/two personnel to DAT (Damage Assessment Teams).

Tab 1 for Emergency Support Function #3

BUILDING POSTING GUIDE

1. All buildings within the area, regardless of damage are to be POSTED by the members of the Damage Assessment Team.

2. One of the following three posters is to be used

   A. "SAFE FOR OCCUPANCY" GREEN POSTER
   No damage to structural elements.
   No damage to utilities.
   There is only minor damage to walls or roof affecting weather resistance.
   Generally 10% or less damage.

   B. "LIMITED ENTRY" YELLOW POSTER
   There is structural damage to a portion of the building.
   The building needs utility or weather resistance repairs.
   The building may be occupied safely.
   Generally greater than 10% and less than 50% damage.

   C. "THIS BUILDING IS UNSAFE" RED POSTER
   There is major structural damage.
   No occupancy is allowed.
   May or may not need to be demolished.
   Generally more than 50% damage.

3. If there is immediate danger to life from failure or collapse, the Damage Assessment Team leader shall inspect and, as appropriate, sign or have the Building Official sign a demolition order or have the appropriate entities shore-up the structure.

I. Emergency Support Function #4 - Fire Fighting

Primary Agency

Winchester Fire & Rescue Department

Secondary/Support Agencies

Police Department
Emergency Communications

City Sheriff

Introduction

Purpose:

Emergency Support Function (ESF) #4 – Fire Fighting directs and controls operations regarding fire prevention, fire detection, fire suppression, rescue, and hazardous materials incidents; as well as to assist with warning and alerting, communications, evacuation, and other operations as required during an emergency.

Scope:

ESF #4 manages and coordinates fire-fighting activities including the detection and suppression of fires, provides personnel protective equipment, equipment, and supplies to support the agencies involved in the fire-fighting operations.

Policies:

- Priority is given to public and fire fighter safety and protecting property (in that order).
- For efficient and effective fire suppression mutual aid may be required through the implementation of local, regional, and/or statewide mutual aid agreements. Operations require the use of the Incident Command System together with compatible equipment and interoperable communications.
- Personnel will stay up to date with procedures through education and training.

Concept of Operations

General:

Winchester's Fire and Rescue Department is prepared to assume primary operational control in fire prevention strategies, fire suppression, and hazardous material incidents. ESF # 10 – Oil and Hazardous Materials Fire department personnel who are not otherwise engaged in emergency response operations will assist other local agencies in warning and alerting the public, evacuation, and communications as is necessary and appropriate during an emergency situation.

When the Emergency Support Function is activated all requests for fire-fighting support will be submitted to the Emergency Operations Center (EOC) either directly or through the Emergency Communications Center (ECC) for coordination, validation, and/or action.

The Director of Emergency Management or his/her designee will determine the need to evacuate large areas and will issue orders for evacuation or other protective measures as needed. However, the Incident Commander may order an immediate evacuation prior to requesting or obtaining approval, if in their judgment this action is necessary in order to safeguard lives and property. Should an evacuation become necessary the warning and instructions will be communicated through the appropriate means as identified in ESF #2. In addition, Law Enforcement will use mobile loudspeakers, bullhorns, or go door to door to ensure that all affected residents have received the warning.

During an evacuation in which a large number of citizens are sheltered, Winchester's Fire and Rescue Department will coordinate the positioning of an on site EMS unit to support the shelter operation.

Organization:

A fire representative will be assigned to the EOC in order to coordinate the fire service response. The fire representative will be a part of the EOC staff and will assist with the overall direction and control of emergency operations.

The Fire and Rescue Department will implement evacuations and the Police Department will assist and provide security for the evacuated area. In the event of a hazardous materials incident, the Incident Commander shall implement immediate protective actions to include evacuation as appropriate based on the incident.

Actions

- Develop and maintain plans and procedures to provide fire and rescue services during emergencies;
- Document expenses and continue for the duration of the emergency;
- Check fire fighting and communications equipment;

- Fire Service representatives shall report to the Winchester Emergency Operations Center (EOC) to assist with operations as requested;
- Fire department personnel may be asked to assist with warning and alerting, evacuating, communications,
- Follow established procedures in responding to fires and hazardous materials incidents and in providing rescue services; and
- Requests mutual aid from neighboring jurisdictions as needed.

Responsibilities

- Fire prevention and suppression;
- Emergency medical treatment;
- Hazardous materials incident response and training;
- Radiological monitoring and decontamination;
- Assist with evacuation;
- Search and rescue;
- Temporary shelter for evacuees at designated fire stations;
- Assist in initial warning and alerting;
- Provide qualified representative to assist in the EOC;
- Request assistance from supporting agencies when needed prior to the establishment of the EOC;
- Arrange direct liaison with fire chiefs in the area;
- Implement Mutual Aid as needed.

Emergency Support Function #5 – Emergency Management

Primary Agency

Emergency Management

Secondary/Support Agencies

Winchester Fire & Rescue Department
Winchester Police Department
Information Technology
Planning and Zoning
Public Works
Finance
American Red Cross
Salvation Army
Faith Based
VOAAD – Volunteer Organizations Assisting at Disasters
City Sheriff

Introduction

Purpose:

Emergency Support Function (ESF) #5 - Emergency Management directs, controls, and coordinates emergency operations from the Winchester Emergency Operation Center (EOC) utilizing the Incident Command System. ESF #5 must ensure the implementation of actions as called for in this plan, coordinate emergency information to the public through ESF #2, and coordinate with the Virginia State Emergency Operation Center (VEOC) should outside assistance be required.

Scope:

ESF #5 serves as the support for all local departments and agencies across the spectrum of incident management from prevention to response and recovery. ESF #5 facilitates information flow in the pre-incident prevention phase in order to place assets on alert or to pre-position assets for quick response. During the response phase, ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination. This includes alert and notification, deployment and staffing of emergency response teams, incident action planning, coordination of operations, logistics and material, direction and control, information management, facilitation of requests for assistance, resource acquisition and management (to include allocation and tracking), worker safety and health, facilities management, financial management, and other support as required.

Policies:

- Emergency Support Function #5 provides an overall locality wide multi-agency command system implemented to manage operations during a disaster.
- The Incident Command System (ICS) can be used in any size or type of disaster to control response personnel, facilities, and equipment.
- The Incident Command System principles include use of common terminology, modular organization, integrated communications, unified command structure, coordinated action planning, manageable span of control, pre-designated facilities, and comprehensive resource management.
- ESF #5 staff supports the implementation of mutual aid agreements to ensure seamless resource response.
- Provides representatives to key staff positions on Emergency Response Teams.
- Departments and agencies participate in the incident action planning process, which is coordinated by ESF #5.

Concept of Operations

General:

The Coordinator of Emergency Services will assure the development and maintenance of SOPs on the part of each major emergency support service. Generally, each service should maintain current notification rosters, designate and staff the Emergency Operations Center, designate an EOC representative(s), establish procedures for reporting appropriate emergency information, develop mutual aid agreements with like services in adjacent localities, and provide ongoing training to maintain emergency response capabilities. Emergency Management officials and agencies assigned responsibilities by this plan should be aware of the hazards that have the greatest potential for a local disaster and are most likely to occur.

When an emergency threatens, available time will be used to implement increased readiness measures. The Coordinator of Emergency Management will assure that all actions are completed as scheduled.

The EOC support staff will include a recorder, message clerk, and other support personnel as required in order to relieve the decision-making group of handling messages, maintaining logs, placing maps, etc. Procedures for these support operations should be established and maintained. An EOC wall map should be prepared and be readily accessible.

The Planning Section will produce situation reports, which will be distributed to the EOC staff, on-scene incident command staff, and the VEOC. The staff of the EOC will support short term and long term planning activities. Plans will be short and concise. The EOC staff will record the activities planned and track their progress. The response priorities for the next operational period will be addressed in the Incident Action Plan (IAP).

Organization:

Emergency operations will be directed and controlled from the Emergency Operations Center (EOC). The EOC staff will consist of the Director, Coordinator, and Deputy Coordinator of Emergency Management, and key agency/department heads or their designated representatives. The succession of authority within these key departments should be available in the EOP or Continuity of Operations Plan (COOP). The list should include information on both elected and designated positions; other positions may be outlined in state or local statutes. EOC support personnel to assist with communications, internal logistics, finance, external affairs and administration will also be designated. The Director of Emergency Management or the designee will be available for decision-making as required. The Director of Emergency Management or the designee is also responsible for coordinating the development and implementation of hazard mitigation plans. The directors of regulatory agencies or designees are responsible for enforcing compliance with rules, codes, regulations, and ordinances.

The Incident Commander will utilize the Incident Command System. Depending on the nature and scope of the incident it may be handled solely by the Incident Commander, or it may require coordination with the Emergency Operations Center (EOC). In major disasters there may be more than one incident command post. The Incident Commander will generally be a representative from the Primary Agency.

The regulatory agencies and governing bodies play an important role as they must pass and implement the rules, regulations, codes, and ordinances, which would reduce the impact of a disaster. Local government agencies and volunteer emergency response organizations assigned disaster response duties are responsible for maintaining plans and procedures. These agencies are also responsible for ensuring that they are capable of performing these duties in the time of an emergency. In addition, these agencies are responsible for introducing areas where new/revised codes, regulations, and ordinances may mitigate a particular hazard to the attention of the City Manager and the Winchester City Council, in coordination with the Coordinator for Emergency Management.

The Coordinator of Emergency Management will assure the development and maintenance of established procedures on the part of each major Emergency Support Function. Generally, each agency should maintain current notification rosters, designate staffing as appropriate for an official agency operation center, if applicable, designate EOC representatives, establish procedures for reporting appropriate emergency information, and provide ongoing training to maintain emergency response capabilities.

The Coordinator of Emergency Management will assure that all actions are completed as scheduled. The City Manager may close facilities, programs, and activities in order that employees who are not designated "emergency service personnel" are not unnecessarily placed in harm's way.

The Coordinator of Emergency Management will coordinate training for this emergency support function and conduct exercises involving the EOC.

Actions

- Develop and maintain a capability for emergency operations and reflect it in the Emergency Operations Plan.
    a. Make individual assignments of duties and responsibilities to staff the EOC and implement emergency operations;
    b. Maintain a notification roster of EOC personnel and their alternates;
    c. Establish a system and procedure for notifying EOC personnel;
    d. Identify adequate facilities and resources to conduct emergency operations at the EOC;
    e. Coordinate Emergency Management mutual aid agreements dealing with adjacent jurisdictions and relief organizations, such as the American Red Cross;
    f. Develop plans and procedures for providing timely information and guidance to the public in time of emergency through ESF #2;
    g. Identify and maintain a list of essential services and facilities, which must continue to operate and may need to be protected;
    h. Test and exercise plans and procedures; and
    i. Conduct community outreach/mitigation programs.
- Ensure compatibility between this plan and the emergency plans and procedures of key facilities and private organizations within the locality;
- Develop accounting and record keeping procedures for expenses incurred during an emergency;
- Define and encourage hazard mitigation activities, which will reduce the probability of the occurrence of disaster and/or reduce its effects
- Provide periodic staff briefings as required;
- Prepare to provide emergency information to the public in coordination with ESF #2;
- Provide logistical support to on scene emergency response personnel;
- Maintain essential emergency communications through the established communications network in coordination with ESF #2;
- Provide reports and requests for assistance to the Virginia EOC;
- Compile and initial damage assessment report and send to the Virginia EOC; and
- Coordinate requests for non-mutual aid assistance.

Responsibilities

- Activates and assembles Winchester's emergency assets and capabilities;
- Coordinates with City Departments/Agencies and emergency management organizations;
- Coordinates short and long term planning activities;
- Maintains continuity of government;
- Directs and controls emergency operations;
- Submits state required reports and records;
- Conducts initial warning and alerting; and
- Provides emergency public information through ESF #2.

Tab 1 to Emergency Support Function #5

EMERGENCY MANAGEMENT ORGANIZATION AND TELEPHONE LISTING

Position	Name	Work Phone	Home Phone
Emergency Services Director		-	-
Deputy Director			
Deputy Director		-	-
Emergency Services Coordinator		-	-
Deputy Coordinator		-	-
Police		-	-
Sheriff		-	-
Fire and Rescue Chief		-	-
Fire and Rescue Operations Captain		-	-
Utility Director		-	-
Utilities Supervisor		-	-
Public Works Director		-	-
Director Emergency Communications Center		-	-
District Health Director		-	-
Director of Parks & Recreation		-	-
City Assessor		-	-
Director of Facilities		-	-
Director of Social Services		-	-
City Attorney		-	-
Public Information Officer		-	-

Tab 2 to Emergency Support Function #5

PRIMARY EOC STAFFING

Skeletal Staffing

Coordinator of Emergency Management
Deputy Coordinator of Emergency Management
Message Clerk
Phone Operator
Public Information Officer

Full Staffing

Director of Emergency Management
Coordinator of Emergency Management
Deputy Coordinator of Emergency Management
Police Department Representative
Fire and Rescue Chief or Designee
Superintendent of Schools or Designee
Health Department Representative
Director of Social Services or Designee
American Red Cross
Message Clerks (2)
PIO Officer
Utility Director or Designee
Director of Public Works or Designee
City Attorney
Director of Finance or Designee
Director of Information Technology or Designee
Messengers (2)
Status Board/Map Assistants (2)
Plotter Security
Phone Operators (2)

Public Information/Rumor Control

Public Information Officer
Phone Operator(s) (As required)
Message Clerk(s) (As required)
Messenger(s) (As required)
Security

ALTERNATE EOC STAFFING

(To be completed during Increased Readiness

Emergency Support Function #6 – Mass Care, Housing, Human Resources

Primary Agency

Department of Social Services

Secondary/Support Agencies

Winchester Public Schools
Winchester Transit
Winchester Police Department
Winchester Fire and Rescue
American Red Cross
Salvation Army
Faith Based
Virginia Voluntary Organizations Active in Disaster (VVOAD)
Health Department
Virginia Department of Mental Health, Mental Retardation and Substance Abuse Services
NOAHS Wish
City Sheriff

Introduction

Purpose:

Emergency Support Function (ESF) #6 receives and cares for persons who have been evacuated, either from a high-risk area in anticipation of an emergency or in response to an actual emergency.

Scope:

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households, and families impacted by an incident. This includes economic assistance and other services for individuals. ESF #6 includes three primary functions: Mass Care, Housing, and Human Services.

- **Mass Care** involves the coordination of non medical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items.

- **Housing** involves the provision of assistance for short- and long-term housing needs of victims.
- **Human Services** include providing victim related recovery efforts such as counseling, identifying support for persons with special needs, expediting processing of new benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.

Policies:

Potential hazards may require an evacuation. The actual situation will determine the scope of the evacuation and the number of evacuees who will utilize a shelter.

The Coordinator for Emergency Management will determine if a shelter is to be opened and will also select the shelter site(s) in coordination with the primary response agency and the agency that is the provider of the site.

All government/volunteer/private sector resources will be utilized as necessary.

As needed, sheltering, feeding and emergency first aid activities will begin immediately after the incident is identified. Staging of facilities may occur before the incident when the incident is anticipated.

Information about persons identified on shelter lists, casualty lists, hospital admission, etc., will be made available to family members to the extent allowable under confidentiality regulations.

Efforts will be made to coordinate among agencies providing information to minimize the number of inquiry points for families.

Concept of Operations

General:

In the event of a small-scale evacuation, shelter and care may be provided at the nearest public safety facility, which could include public schools, fire stations. Winchester motels and churches may also be used to shelter evacuees. In the event of a large-scale evacuation/displacement of residents, or when the Coordinator along with the Incident Commander decides that a larger facility is required, he will advise the Superintendent of Schools and the Department of Social Services. The Superintendent of Schools will then activate one or more of the schools in the city as shelter center(s) and will designate a manager to be responsible for operations at the facility. The Department of Social Services will be responsible for registration and record keeping. The American Red Cross will assist with operations and management at each facility.

Evacuees will be advised to bring the following items with them if time and circumstances permit: one change of clothing, special medicines, baby food and supplies if needed, and sleeping bags or blankets.

Upon arrival, registration forms will be completed for each individual/family. Records will be maintained on the whereabouts of all evacuees throughout emergency operations. The American Red Cross and the Salvation Army may provide food and clothing, and assist in shelter operations in accordance with the Statement of Understanding with the City of Winchester and the Commonwealth of Virginia.

The Department of Social Services will assure that handicapped, and other special needs populations are provided for in the time of an emergency. A current roster and a resources list should be maintained. Public information materials should be modified for these populations so that they will be aware of the primary hazards and of mitigation and response actions to be taken.

Should crisis-counseling services be required, trained mental health professionals will be provided by Winchester Community Services Boards, in conjunction with the Department of Mental Health, Mental Retardation and Substance Abuses Services (DMHMRSAS).

Daily situation reports will be provided to the Winchester Emergency Operations Center (EOC) about the status of evacuees and of operations at the shelter center(s). The Winchester EOC will then relay information to the Virginia EOC. Adequate records must be maintained for all costs incurred in order to be eligible for post-disaster assistance.

Organization:

The Department of Social Services, assisted by the Superintendent of Schools and the American Red Cross, is responsible for the reception and care of evacuees. Public school employees may be assigned support tasks. The Winchester Police Department or a private security company will provide security. The Virginia Department of Health, Lord Fairfax Health District along with EMS providers will provide first aid and limited medical care service at the shelter(s).

Actions

- Identify shelter facilities and implement Memorandum of Agreement (MOA) and other agencies;
- Develop plans and procedures to transport, receive, and care for an indeterminate number of evacuees;
- Determine the maximum capacities for each potential shelter;
- Designate managers and other key staff personnel;
- Develop plans and procedures to receive and care for persons with disabilities evacuated from residential homes and treatment facilities that operate 24 hours a day, 7 days a week;

- Develop plans and procedures to receive and care for the animals of the evacuees in coordination with ESF #11;
- Provide mass transportation as required;
- Provide mass feeding as required; and
- Document expenses.

Responsibilities

- Activates support agencies.
- Coordinates logistical and fiscal activities for ESF #5.
- Plans and supports meetings with secondary agencies, and ensures all agencies are informed and involved.
- Coordinates and integrates overall efforts.
- Provides registration and record keeping.
- Provides crisis-counseling services as required.
- Provides emergency welfare for displaced persons.
- Coordinates release of information for notification of relatives.
- Provides assistance for special needs population.
- Assists in provisional medical supplies and services.
- Provides available resources such as cots and ready to eat meals.
- Coordinates evacuee transportation.

Tab 1 to Emergency Support Function #6

SHELTER CENTER REGISTRATION FORM

American Red Cross

DISASTER SHELTER REGISTRATION

Family Last Name

Shelter Location

Shelter Telephone No. Date of Arrival

Predisaster Address and Telephone No.

Names	Age	Medical Problem ° Killed ° Injured ° Hospitalized	Referred to Nurse
Man			
Woman (Include Maiden Name)			
Children in Home			
Family Member not in Shelter (Location if Known)			

☐ ☐

I do, do not, authorize release of the above information concerning my whereabouts or general condition.

Signature

Date Left Shelter

Time Left Shelter

Post-disaster Address and Telephone Number

SHELTER MASTER FILE

AMERICAN RED CROSS FORM 5972 (5-79)

This "Disaster Shelter Registration" form (#5972) is the standard form used by all American Red Cross Shelter Centers. It is a four-part form with the back copy made of card stock. Copies are distributed within the Shelter Center for various functions such as family assistance and outside inquiry. This form should be kept on hand locally in ready-to-go Shelter Manager Kits. It is available from the American Red Cross National Office through local chapters. They recommend keeping 150 forms for every 100 expected evacuees.

Tab 2 to Emergency Support Function #6

SPECIAL NEEDS PEOPLE WHO REQUIRE ASSISTANCE IN TIME OF EMERGENCY

A listing of such persons is maintained by the Winchester Department of Social Services. Whenever the Emergency Operations Center (EOC) is in operation, this listing will be on hand with the Department of Social Services' representative.

Emergency Support Function #7 - Resource Support

Primary Agency

Finance and Purchasing

Secondary/Support Agencies

Information Technology

American Red Cross
Salvation Army
VVOAD
Faith Based Organizations

Introduction

Purpose:

Emergency Support Function #7 will identify, procure, inventory, and distribute critical resources, in coordination with other local and state governments, the federal government, private industry, and volunteer organizations, to effectively respond to and recover from the effects of a disaster. ESF #7 functions with the Logistics Support Annex.

Scope:

ESF #7 provides support for requirements not specifically identified in other ESFs. Resource support may continue until the disposition of excess and surplus property is completed. The Winchester EOC will determine what resources are needed and then ESF #7 will collect and distribute those goods by means of a Point of Distribution (POD). Goods that may be needed could include, but may not be limited to; ice, water, tarps, blankets, clothes, and non-perishable foods.

Policies:

- The initial emergency response will be dependent upon Winchester's public and private resources;
- Adequate local resources do not exist to cope with a catastrophic incident;
- Identified public and private sector resources that will be available when needed for emergency response;
- Determine necessary personnel and supplies will be available to support emergency resource response;
- If local resources are depleted, assistance may be requested through the EOC to the Virginia Emergency Operations Center (VEOC);
- Local departments and agencies will use their own resources and equipment during incidents and will have control over the management of the resources as needed to respond to the situation;
- The Coordinator of Emergency Management will initiate the commitment of resources from outside government with operational control being exercised by the on-site commander of the service requiring that resource; and
- All resource expenditures will be reported

Concept of Operations

General:

The Department of Finance and Purchasing in cooperation with the Department of Emergency Management will identify sites and facilities that will be used to receive, process, and distribute equipment, supplies and other properties that will be sent to the disaster area. The necessary equipment, staff, communications, and security support to these facilities and sites will be provided by local, state, federal governments, volunteer organizations, and public or private security as required. This process must be closely coordinated with state and federal emergency management officials, local governments in the region, and the media.

The Department of Finance and Purchasing will be responsible for securing and providing the necessary resource material and expertise in their respective areas, through public as well as private means, to efficiently and effectively perform their duties in the event of an emergency. Resource lists will be developed and maintained that detail the type, location, contact arrangements, and acquisition procedures of the resources identified as being critical. Mutual aid agreements will be developed and maintained with adjacent jurisdictions, private industry, quasi-public groups, and volunteer groups, as appropriate, to facilitate the acquisition of emergency resources and assistance.

The City Manager/Director of Emergency Management and Coordinator of Emergency Management, in coordination with the City Attorney, Finance Director and Purchasing Agent will assist city departments in the procurement of the necessary resources, to include the contracting of specialized services and the hiring of additional personnel, to effectively respond

to and recover from the emergency at hand. Records of all expenditures relating to the emergency/disaster will be maintained.

Potential sites for local and regional Points of Distribution (PODs) will be identified, if necessary, and strategically located to facilitate recovery efforts. Priorities will be set regarding the allocation and use of available resources. See Tab A

Organization:

All departments will be responsible for identifying essential resources in their functional area to successfully carry out their mission of mitigating against, responding to, and recovering from the devastating effects of disasters that could occur within their jurisdiction. All departments will coordinate their resource needs with the local Finance Director and Purchasing Agent.

The Director of the Social Services Department, assisted by public relief organizations, will be in charge of coordinating the relief effort to meet the immediate needs of the stricken population in terms of food, water, housing, medical, and clothing. (See ESF #6 and #11)

Actions

- Identify essential resources to carry out missions in each functional area and to support operations of critical facilities during the disaster;
- Designate local department(s) responsible for resource management;
- Develop contingency plans to provide emergency lighting, procure and distribute emergency water and provide sewage disposal, if necessary;
- Identify personnel requirements and training needs to effectively carry out the mission;
- Develop resource lists that detail type, location, contact arrangements, and acquisition procedures for critical resources;
- Prepare mutual aid agreements with surrounding jurisdictions to augment local resources;
- Review compatibility of equipment of local departments and surrounding jurisdictions and identify specialized training or knowledge required to operate equipment;
- Develop SOPs to manage the processing, use, tracking, inspection, and return of resources coming into the area;
- Identify actual or potential facilities and ensure they are ready and available to receive, store, and distribute resources (government, private, donated);
- Develop training/exercises to test plan, and to ensure maximum use of available resources;
- Coordinate and develop prescripted announcements with Public Information Office, ESF #2 regarding potential resource issues and instructions (e.g., types of resources required, status of critical resource reserves, recommended contingency actions, etc.); and
- Contract with federal and state agencies, as well as private industry for additional resources, equipment, and personnel, if necessary.

Responsibilities

- Locates, procures, and issues resources to other agencies to support the emergency response or to promote public safety.
- Locates and coordinates the use of available space for incident management activities.
- Coordinates and determines the availability and provision of consumable supplies.

Emergency Support Function #8 – Public Health and Medical and Mortuary Services

Primary Agency

Virginia Department of Health, Lord Fairfax Health District
Winchester Fire and Rescue

Secondary/Support Agencies

Emergency Management
Department of Social Services
Winchester Police Department
Winchester Medical Center
Department of Chief Medical Examiner
Virginia Funeral Directors' Association
Public Information Officer
Society for the Prevention of Cruelty to Animals (SPCA)
City Sheriff

Introduction

Purpose:

Emergency Support Function (ESF) #8 – Health and Medical provides for coordinated medical, public health, mental health, and emergency medical services to save lives in the time of an emergency. These health and medical needs are to include veterinary and/or animal health issues when appropriate in accordance with ESF # 11 and coordinate Mortuary Services.

Scope:

ESF #8 meets public health and medical needs of victims affected by an incident. This support is categorized in the following way:

- Assessment of public health/medical needs;
- Public health surveillance;
- Medical care personnel and medical equipment and supplies; and
- Detect mental health issues and prevent harmful stress levels in the general public.
- Coordination of Mortuary Services

Policies:

- The Health Department coordinates all ESF #8 response actions using its own internal policies and procedures and in coordination with the Winchester Department of Emergency Management;
- Each ESF #8 organization is responsible for managing its respective response assets after receiving coordinating instructions;
- The Public Information Officer (PIO) is authorized to release general medical and public health response information to the public after consultation with the Health Department and approval of the Emergency Operations Center (EOC)
- The Health Department determines the appropriateness of all requests for public health and medical information; and
- The Health Department is responsible for consulting with and organizing public health and subject matter experts as needed.

Concept of Operations

General:

During a threatened or actual emergency, the Director of Health or his designated representative will direct coordinated health, medical, and rescue services from the Emergency Operations Center (EOC). Coordination will be effected with adjacent jurisdictions as required.

Should a disaster substantially overwhelm local medical and rescue resources, support and assistance will be requested from medical institutions and emergency medical service (EMS) providers in neighboring jurisdictions. The crisis augmentation of trained health and medical volunteers may also be appropriate. Essential public health services, such as food and water inspections, will be provided by the Health Department as augmented by state-level resources and manpower. Public health advisories will be issued only after coordination with the EOC.

During an evacuation in which a large number of evacuees are sheltered in the shelter center, local EMS providers and/or the Winchester Health Department will set up and staff an emergency medical aid station in the shelter center. The Winchester Police Department or private security firm will provide security and the Health Department will monitor food safety and shelter sanitation, provide disease surveillance and conduct investigations if warranted. The Community Services Board will provide mental health services.

In disasters involving a large number of casualties, the Office of the Chief Medical Examiner (OCME) may request assistance from local funeral directors. The OCME must identify the deceased before they are released to funeral homes. A large building may need to be designated to serve as a temporary morgue. The Virginia Funeral Directors Association will provide equipment, supplies, and manpower as needed for such a localized disaster (See Tab 4).

Organization:

A Fire & Rescue EMS representative will be assigned to the Emergency Operations Center (EOC) in order to coordinate the EMS response. The EMS representative will be a part of the EOC staff and will assist with the overall direction and control of emergency operations. All emergency medical service vehicles are dispatched through the Winchester Emergency Communications Center (ECC).

The locality is also served by ___Air Care___ MEDEVAC services operating out of _1_____Hospital (See Tabs 1 and 3).

Because of their speed, vertical flight, and minimal landing requirements, MEDEVAC helicopters are able to respond quickly to emergency situations and provide rapid evacuation of seriously injured and, in some cases, critically ill patients to specialty care centers (e.g., trauma centers). Each MEDEVAC helicopter consists of a specialty pilot and crew in addition to the latest life support and communications equipment.

There are 79 EMS providers serving Winchester, which will provide emergency medical transportation, assist with the evacuation of endangered areas, and assist in land search and rescue operations. Winchester's funeral homes will assist the Health Department and the Chief Medical Examiner's Office in disasters involving mass casualties.

The following organizations provide emergency health services in Winchester:

Virginia Health Department – Lord Fairfax Health District

Winchester Fire & Rescue

Valley Health Systems

Winchester Medical Center

Actions

- Designate an individual to coordinate medical, health, and rescue services;
- Develop and maintain procedures for providing a coordinated response;

- Maintain a roster of key officials in each medical support area.
- Establish a working relationship and review emergency roles with the local hospital and emergency medical services providers;
- Activate the agency emergency response plan;
- Implement mutual aid agreements as necessary;
- The Virginia Department of Health, Lord Fairfax Health District representative will report to the Emergency Operations Center (EOC);
- Coordinate medical, public health, and mental health services;
- Provide laboratory services to support emergency public health protection measures;
- Obtain crisis augmentation of health/medical personnel (e.g., physicians, nurse practitioners, laboratory technicians, pharmacists, and other trained volunteers) and supplies as needed;
- Maintain records and monitor the status of persons injured during the emergency;
- Assist the Office of Chief Medical Examiner in the identification and disposition of the deceased;
- Consolidate and submit a record of disaster-related expenses incurred by Health Department personnel; and associated department and agencies as appropriate.
- Assist with the damage assessment of water and sewage facilities, as required.
- Coordinate, as needed, the distribution of vaccines and or other medications in coordination with the Virginia Department of Health, Lord Fairfax Health District in accordance with procedures related to the designated Point of Distribution (POD) Tab 5

Responsibilities

- Provide personnel, equipment, supplies and other resources necessary to coordinate plans and programs for public health activities during an incident;
- Inspect and advise on general food handling and sanitation matters;
- Establish communications with ESF # 5 to report and receive assessments and status information;
- Coordinate through the Public Information Officer, ESF #2 dissemination of disaster related public health information to the public;
- Provide preventive health services;
- Coordinate with hospitals and other health providers in response to health needs;
- Provide investigation, surveillance, and take measures for containments of harmful health effects;
- Provide coordination of laboratory services;
- Coordinate with hospital medical control on patient care issues and operations;
- Coordinate transportation of the sick and injured with area hospital(s) or receiving facilities and other EMS agencies;
- Coordinate behavioral health activities among response agencies;
- Assess behavioral health needs following an incident, considering both the immediate and cumulative stress resulting from the incident.
- Coordinate through the Public Information Officer, ESF #2 the dissemination of public education on critical incident stress and stress management techniques;
- Provide outreach to serve identified behavioral health needs;

- Coordinate with ESF #6 to identify shelter occupants that may require assistance;
- Provide water control assistance;
- Local/Regional hospitals will provide medical care for those injured or ill;
- Assist in expanding medical and mortuary services to other facilities, if required; and
- Identify deceased with assistance from local law enforcement and Virginia State Police.

Tab 1 to Emergency Support Function #8

HEALTH AND MEDICAL RESOURCES

_____Hospital

1. Number of Physicians - ___ active; ___ with privilege, including the ___ active
2. Number of RNs - ___
3. Number of LPNs - ___
4. Number of Nursing Assistants - ___

_____Hospital

1. Number of Physicians - ___ staff; ___ interns
2. Number of RNs - ____
3. Number of LPNs - ___
4. Number of Nursing Assistants - ___

_____Hospital

1. Number of Physicians - ___
2. Number of RNs - ___
3. Number LPNs - ___
4. Number of Nursing Assistants - ___

Lord Fairfax Health District

Environmental Health Supervisor:

Sanitarians:

Nursing Supervisor:

Public Health Nurses:

Office Support Supervisors (Clerical):

MEDEVAC

In the event that MEDEVAC transport is required, this locality uses service from _____, which is approximately _____ minutes from the requesting hospital.

Tab 2 to Emergency Support Function #8

EMERGENCY MEDICAL SERVICES PROVIDERS

Provider	Location	Number of Licensed Vehicles
City of Winchester – F & R D Friendship Fire Co. – Station 1	627 N. Pleasant Valley Road	ALS Transport - 2 BLS Transport - 0 First Responder - 2
City of Winchester – F & R D Rouss Fire Co. – Station 2	3 S. Braddock Street	ALS Transport – 0 BLS Transport – 0 First Responder - 2
City of Winchester – F & R D Shawnee Fire Co. – Station 4	2210 Valor Drive	BLS Transport – 0 First Responder – 2 ALS Transport – 2
City of Winchester – F & R D South end Fire CO. – Station 5	17 W. Monmouth Street	ALS Transport - 2 BLS Transport - 0 First Responder – 2
City of Winchester – F & R D	231 E. Piccadilly Street Suite 330	ALS Transport – 0 BLS Transport – 0 First Responder – 2
1/23/09 We are waiting to hear back from Fred. Co. with numbers on secondary/mutual aid responses.		

Tab 3 to Emergency Support Function #8

COMMONWEALTH OF VIRGINIA EMERGENCY MEDEVAC SERVICES

HELICOPTER MEDEVAC	ALERT	NON-EMERGENCY
ARIES – (Fairfax County Police) AIR CARE (Winchester Regional Airport)	(703) 280-0840/WAWAS	(703) 830-3015
EAGLE – 182 – (U.S. Park PD, D.C.)	(202) 619-7310/WAWAS	(202) 426-6969
LIFEGUARD 10 (Carilion Health Systems)	(703) 344-4357	(703) 342-7503
MEDEVAC (Ft. Belvoir)	(703) 664-6565	(703) 664-4401
MED-FLIGHT-1 (VSP Chesterfield)	(800) 468-8892	(804) 674-2089
MED-FLIGHT – 2 (VSP Abingdon)	(800) 433-1028	(276) 466-3188
MEDICAL AIR CARE (INOVA-Fairfax)	(800) 258-8181	(703) 698-2930
MED STAR (Com., D.C.)	(800) 824-6814	(202) 877-7234
NIGHTINGALE (Norfolk General)	(800) 572-4354	(757) 628-2435
986th MEDEVAC (VNG – Richmond)	(804) 222-4580	(804) 222-4580
PEGASUS (UVA Charlottesville)	(434) 522-1826	(434) 924-9287

Tab 4 to Emergency Support Function 8

VIRGINIA FUNERAL DIRECTORS ASSOCIATION, INC. MORTUARY DISASTER PLAN ORGANIZATION

Mission:

To develop an efficient and effective management response system during mass fatality disaster situations to facilitate the preparation, processing, and release of deceased human remains to the next of kin or family representative.

Concept of Operations:

In the event of a mass fatality disaster situation, the Virginia Emergency Operations Center (VEOC) will contact the Office of the Chief Medical Examiner (OCME), who will notify the Virginia Funeral Directors Association (VFDA). Once contacted by the OCME, the VFDA will activate the Mortuary Response Plan and response teams. The VFDA Response Teams will operate under the direction of the District Medical Examiner of the district in which the incident occurred.

In order to ensure a prompt and professional response, the Virginia Funeral Directors Association maintains a resource manual of needed supplies, equipment, and vehicles. If additional resources are necessary to effectively respond to a disaster, the VFDA Executive Director has emergency purchasing authority up to a specified limit. The VFDA also has a specially equipped disaster trailer to assist the State Medical Examiner's Office and other funeral directors in the state with disaster field response.

Organization:

The Virginia Funeral Directors Association (VFDA) is responsible for the statewide coordination of the mortuary activities in the state. Each district has a response team comprised of members who have completed training in the VFDA-approved program that qualifies them as certified disaster coordinators. The VFDA response teams will provide support in recovery, evacuation, and identification of the remains.

The OCME is by law responsible for the deceased. Virginia is divided into four medical examiner districts that include the Northern Virginia District based in Fairfax (which includes Winchester), the Western District based in Roanoke, the Central District based in Richmond, and the Tidewater District based in Norfolk.

Tab 5 to Emergency Support Function 8

MEMORANDUM OF UNDERSTANDING POINT OF DISTRIBUTION LORD FAIRFAX HEALTH DISTRICT AND CITY OF WINCHESTER

Emergency Support Function #9 - Urban Search and Rescue

Primary Agency

Winchester Police Department
Winchester Fire and Rescue

Secondary/Support Agencies

Virginia Department of Health, Lord Fairfax Health District
American Red Cross
Public Works
Emergency Communications
Building Inspections
City Sheriff

Introduction

Purpose:

Emergency Support Function (ESF) #9 – Urban Search and Rescue provides for the coordination and effective use of available resources for urban search and rescue activities to assist people in potential or actual distress.

Scope:

The locality is susceptible to different natural and technical hazards that could result in the damage or collapse of structures within Winchester. Search and Rescue must be prepared to respond to emergency events and provide special life saving assistance. Their operational activities include locating, extricating, and providing on site medical treatment to victims trapped in collapsed structures. In addition to this, people may be lost, missing, disoriented, traumatized, or injured in which case the search and rescue agency must be prepared to respond to these incidents and implement search and rescue tactics to assist those who are, or believed to be, in distress or imminent danger. Predominately, these search operations occur in "open field" situations, such as parks, neighborhoods, or other open terrain.

Policies:

- The EOP provides the guidance for managing the acquisition of Search and Rescue resources;
- Requests for Search and Rescue will be submitted to the EOC for coordination, validation, and/or action in accordance with this ESF based on the situation;
- Communications will be established and maintained with ESF #5 – Emergency Management to report and receive assessments and status information;

- Will coordinate with State and Federal agencies when necessary;
- Personnel will stay up to date with procedures through training and education; and
- Search and rescue task forces are considered Federal assets under the Robert T. Stafford Act only when requested for a search and rescue for a collapsed structure.

Concept of Operations

General:

The City of Winchester's Fire & Rescue and Police department(s) will be responsible for search and rescue operations during a disaster(s).

Organization:

The Fire Department will be the primary agency in any urban search and rescue operation. Winchester's Public Works and Building Inspections Department will assist in the structural evaluation of buildings and structures (ESF #3).

Winchester Police Department will be the primary agency in any ground searches. The Winchester Salvation Army and/or Winchester Chapter of the American Red Cross in coordination with ESF #6 will assist with support efforts during searches such as mass care feeding; sheltering; bulk distribution; logistics; and health and mental health services for rescue workers, support personnel, and the victims. The Health Department will advise search and rescue medical teams on industrial hygiene issues as they become apparent. The Department of Public Works will assist with any equipment, maps, staff, and vehicles.

The Winchester Police Department will assist with perimeter security and assistance as required. The Fire & Rescue Department will provide medical resources, equipment and expertise. The Emergency Communications Center (ECC) will coordinate and maintain interoperable communications.

Communications will be established and maintained with ESF #5 – Emergency Management to report and receive assessments and status information.

Actions

- Develop and maintain plans and procedures to implement search and rescue operations in time of emergency;
- Provide emergency medical treatment and pre-hospital care to the injured;
- Assist with the warning, evacuation and relocation of citizens during a disaster through coordination with ESF #6;
- The designated representatives should report to the Emergency Operations Center (EOC). When necessary assign duties to all personnel;
- Follow established procedures in responding to urban search and rescue incidents ground search operations; and
- Record disaster related expenses.

Responsibilities

- Manages search and rescue task force deployment to, employment in, and re-deployment from the affected area;
- Coordinates logistical support for search and rescue during field operations;
- Develops policies and procedures for effective use and coordination of search and rescue;
- Provides status reports on search and rescue operations throughout the affected area; and
- Request further assistance from the Virginia Department of Emergency Management through the EOC

Emergency Support Function #10 - Oil and Hazardous Materials

Primary Agency

Winchester Fire & Rescue

Secondary/Support Agencies

Emergency Communications Center
Winchester Police Department
Public Works
Winchester Emergency Management
City Sheriff

Introduction

Purpose:

This section provides information for response to hazardous materials incidents and assists the Local Emergency Planning Committee (LEPC) in meeting its requirements under the Emergency Planning and Community Right to Know Act – SARA Title III.

Scope:

The threat of an incident involving hazardous materials has escalated due to the increase in everyday use and transportation of chemicals by the various segments of society. Hazardous Materials incidents may occur without warning and require immediate response.

Hazardous materials may be released into the environment from a variety of sources including, but not limited to:

- Fixed facilities that produce, generate, use, store or dispose of hazardous materials;
- Transportation accidents, including rail, aircraft, and ground transportation;
- Abandoned hazardous waste sites; and
- Terrorism incidents involving Weapons of Mass Destruction.

Evacuation of sheltering in place may be required to protect portions of the locality. If contamination occurs, victims may require special medical treatment.

The release of hazardous materials may create short and/or long term health, environmental and economic effects depending upon the type of product.

Policies:

- Personnel will be properly trained;
- Fixed Facilities will report annually under SARA Title III;
- Fire and Rescue Chief or the designee will assume primary operational control of all hazardous materials incidents;
- Determine the need to evacuate or shelter in place and coordinate with ESF #6 as necessary;
- Coordinate mutual aid;
- Establish communications with ESF # 5 and ESF #15; and
- Establish interoperable communications as necessary through ESF #2

Concept of Operations

General:

The EOP, the Hazardous Materials Response Plan, and Fire & Rescue SOPs will provide guidance for managing hazardous materials incidents. All requests for hazardous materials support will be submitted to the EOC as needed for coordination, validation, and/or action in accordance with this ESF.

Organization:

The Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) requires the development of detailed procedures for identifying facilities with extremely hazardous materials and for assuring an adequate emergency response capability by these facilities and by local emergency services. A separately published Hazardous Material Emergency Response Plan has been developed for the locality. This plan is considered to be a part of the locality's Emergency Operations Plan (EOP) Annex III.

The Fire and Rescue Chief or designee will assume primary operational control of all hazardous materials incidents.

Mutual aid agreements will be implemented should the incident demand greater resources than are immediately available. The Virginia Department of Emergency Management's (VDEM) Regional Hazardous Materials Officer and Hazardous Materials Response Team may be requested through the Virginia Emergency Operations Center (VEOC).

The Director of Emergency Management or the designee, in conjunction with the Fire and Rescue Chief and VDEM Regional Hazardous Materials Officer, will determine the need to evacuate a large area. Evacuation orders or other protective actions will be issued as needed.

However, the on-scene commander may order an immediate evacuation prior to requesting or obtaining approval, if this action is necessary to protect life and property. Fire, EMS, Emergency Management, and Law Enforcement will coordinate the evacuation of the area in a coordinated effort with ESF #6. Law Enforcement is responsible for providing security for the evacuated area.

Should an evacuation become necessary, warning and directions for evacuation and/or sheltering in place will be disseminated in accordance with ESF #2. Responding agencies will use mobile loudspeakers, bull horns and/or go door-to-door to ensure that residents in the threatened areas have received evacuation warning. The City's Reverse Calling System and the Emergency Alerting System (EAS) may also be utilized as well as other identified systems.

Actions

- Respond to the incident;
- Assess the situation;
- Determine the need for immediate evacuation or sheltering in place;
- Coordinate with the EOC as needed;
- Request assistance through the EOC to the VEOC; and
- Implement Mutual Aid agreements.

Responsibilities

- Develop and maintain the Hazardous Materials Emergency Response Plan;
- Develop procedures aimed at minimizing the impact of an unplanned release of a hazardous material to protect life and property;
- Conduct training for personnel in hazardous materials response and mitigation;
- Follow established procedures in responding to hazardous materials incidents;
- Provide technical information;
- Coordinate control/mitigation efforts with other local, state, and federal agencies; and
- Record expenses

Emergency Support Function #11 - Agriculture and Natural Resources

Primary Agency

Winchester Department of Emergency Management
Winchester Department of Social Services
Winchester Police Department

Secondary/Support Agencies

VPI and SU Extension Agents
Virginia Department of Agriculture
Virginia Department of Health, Lord Fairfax Health District
Society for the Prevention of Cruelty to Animals (SPCA)
Noah's Wish
Virginia Voluntary Organizations Active in Disaster (VVOAD)
City Sheriff

Introduction

Purpose:

Emergency Support Function #11 – Agriculture and Natural Resources works to address the provision of nutrition assistance; control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infectious plant disease, or economically devastating plant pest infestation; assurance of food safety and security; and protection of cultural resources and historic property resources during an incident. ESF #11 also includes provisions for sheltering an d caring for animals through the creation of an Animal Care and Control Appendice

Scope:

Activities will be undertaken to:

- Identify food assistance needs;
- Obtain appropriate food supplies;
- Arrange for transportation of food supplies to the designated area;
- Implement an integrated response to an outbreak of highly contagious or economically devastating animal disease, infectious exotic plant disease or an economically devastating plant pest infestation;
- Coordinate with Public Health and Medical Services through ESF #8 to ensure that animal/veterinary/and wildlife issues are supported;
- Inspect and verify food safety in distribution and retail sites;

- Conduct food borne disease surveillance and field investigations;
- Coordinate appropriate response actions to conserve, rehabilitate, recover, and restore natural, cultural, and historic properties resources.

Policies:

- Each supporting agency is responsible for managing its assets and resources after receiving direction from the Department of Social Services and Emergency Management;
- Actions will be coordinated with agencies responsible for mass feeding;
- This ESF will encourage the use of mass feeding as the primary outlet for disaster food supplies;
- Schools and institutions may be able to feed the affected population for several days;
- Food supplies secured and delivered are for household distribution or congregate meal service;
- Transportation and distribution may be arranged by volunteer organizations;
- Priority is given to moving supplies into areas of critical need and then to areas of moderate need;
- Animal depopulation activities and disposal will be conducted as humanely as possible;
- Ensure food safety; and
- Care and control of domestic companion animals.

Concept of Operations

General:

The Department of Emergency Management will assume the coordinator's role of the ESF. The coordinator will organize staff based on the four functional areas. It organizes and coordinates resources and capabilities to facilitate the delivery of services, assistance, and expertise.

ESF #11 provides for an integrated response to an outbreak of highly contagious or economically devastating animal/zoonotic disease, exotic plant disease, or economically devastating plant or pest infestation.

ESF #11 also ensures the safety and security of the commercial supply of food (meat, poultry and egg products) following an incident.

ESF #11 identifies, secures and arranges for the transportation of food to areas.

ESF #11 identifies how companion animals will be sheltered and cared for.

Organization:

The coordination depends on what kind of assistance is required at the time. When an incident requires assistance from more than one of the functions, the Department of Emergency Management provides overall direction.

Once the ESF is activated the coordinator will contact appropriate support agencies to assess the situation and determine appropriate actions.

The locality will activate its Emergency Operations Center (EOC). A local emergency may need to be declared to initiate response activities.

For food supply safety and security, the Virginia Department of Agriculture and Consumer Services and the Health Department coordinate the field response.

Actions

- Determine the critical needs of the affected population;
- Catalog available resources and locate these resources;
- Ensure food is fit for consumption;
- Coordinate shipment of food to staging areas;
- Work to obtain critical food supplies that are unavailable from existing inventories;
- Identify animal and plant disease outbreaks;
- Provide inspection, fumigation, disinfection, sanitation, pest termination and destruction of animals or articles found to be contaminated or infected; and
- Create and staff facilities appropriate to shelter and care for companion/pet animals.

Responsibilities

- Provides guidance to unaffected areas as to precautions that may be taken to ensure animal and plant health;
- Ensure proper handling and packing of any samples and shipments to the appropriate research laboratory;
- Provides information and recommendations to the Health Department for outbreak incidents;
- Assigns veterinary personnel to assist in delivering animal health care and performing preventative medicine activities;
- Conduct subsequent investigations jointly with other law enforcement agencies;
- Assess the operating status of inspected meat, poultry and egg product processing, distribution, import and retail facilities in the affected area;
- Evaluate the adequacy of inspectors, program investigators and laboratory services relative to the incident;
- Establish logistical links with organizations involved in long-term congregate meal service;
- Establish need for replacement food products;
- Establish pre-determined facilities and plans to shelter and care for companion/pet animals.

Tab 1 to Emergency Support Function #11

EMERGENCY FOOD CONSUMPTION STANDARDS

Per Person

Food Groups and Food Items Per Week Standard

Meat and meat alternatives (red meat, poultry, fish, shellfish, cheese, dry beans, peas, and nuts) ..... 3 pounds

Eggs..... 6

Milk..... 7 pints

Cereals and cereal products (flour including mixes, corn meal, fresh bakery products, rice, macaroni, and breakfast cereals) ..... 4 pounds

Fruits and vegetables (fresh and frozen)..... 4 pounds

Food fats and oils (butter, margarine, lard, shortening, and salad and cooking oils)..... 0.5 pound

Potatoes (white and sweet) ..... 2 pounds

Sugars, syrups, honey, and other sweets.....0.5 pound

Total (equivalent pounds per week): 27.0

Pet Food lbs of pet food per animal weight

Emergency Support Function #12 - Energy

Primary Agency

Emergency Management

Secondary/Support Agencies

Public Utilities
State Corporation Commission
Department of Mines, Minerals, and Energy
Shenandoah Valley Co-Op
Shenandoah Gas
Administration/PIO

Introduction

Purpose:

Describe procedures to restore the public utility systems critical to saving lives; protecting health, safety and property, and to enable ESFs to respond.

Scope:

ESF #12 will collect, evaluate, and share information on energy system damage. It will also estimate the impact of energy system outages within the affected area. According to the National Response Framework the term "energy" includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems. Additionally ESF #12 will provide information concerning the energy restoration process such as projected schedules, percent completion of restoration, and other information as appropriate.

Policies:

- Will work to provide fuel, power, and other essential resources to the locality;
- Will work with utility providers to set priorities for allocating commodities;
- Personnel will stay up to date with procedures through education and training;
- Restoration of normal operations at critical facilities will be a priority; and
- Maintain a list of critical facilities and continuously monitor those to identify vulnerabilities

Concept Of Operations

General:

The supply of electric power to customers may be cut off due to severe weather, generation capacity shortages and/or transmission/distribution limitations. Generation capacity shortfalls are more likely to result from extreme hot weather conditions, severe storms, or disruptions to generation facilities. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum products for transportation and industrial uses, may result from extreme weather, strikes, international embargoes, disruption of pipeline systems, or terrorism.

The suddenness and devastation of a catastrophic disaster or other significant event can sever key energy lifelines, constraining supply in impacted areas, or in areas with supply links to impacted areas, and can also affect transportation, communications, and other lifelines needed for public health and safety. There may be widespread and prolonged electric power failures. Without electric power, communications will be interrupted, traffic signals will not operate, and surface movement may become grid locked. Such outages may impact public health and safety services, and the movement of petroleum products for transportation and emergency power generation. Thus, a major, prolonged energy systems failure could be very costly and disruptive.

Organization:

In the wake of such a major disaster, the City of Winchester, through the Emergency Operations Centers (EOC) will be assisted by state-level assets to help in the emergency efforts to provide fuel and power and other essential resources as needed. The priorities for allocation of these assets will be to:

- Provide for the health and safety of individuals and families affected by the event;
- Provide sufficient fuel supplies to local agencies, emergency response organizations, and service stations in critical areas;
- Help energy suppliers obtain information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems;
- Recommend/comply with local and state actions to conserve fuel, if needed;
- Coordinate with local, state, and federal agencies in providing energy emergency information, education, and conservation guidance to the public;
- Coordinate information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance;
- The Winchester Emergency Operations Center (EOC) will send requests to the VEOC for fuel and power assistance.

The private sector will be relied upon to manage independently until it can no longer do so, or until the health, safety, and welfare of citizens are at risk. The industries will be expected to establish their own emergency plans and procedures and to implement them through their own proprietary systems.

The State Corporation Commission (SCC) is the designated commodity manager for natural gas and electric power. The Virginia Department of Mines, Minerals and Energy (DMME) is the commodity manager for petroleum products and for solid fuels.

Following a catastrophic disaster, the Virginia Emergency Operations Center (VEOC), with staff support from SCC and DMME, will coordinate the provision of emergency power and fuel to affected jurisdictions to support immediate response operations. They will work closely with federal energy officials (ESF 12), other Commonwealth support agencies, and energy suppliers and distributors. Winchester will identify the providers for each of their energy resources and list same within Tab 1 of this ESF.

Actions

- Identify, quantify, and prioritize the minimum essential supply of fuel and resources required to ensure continued operation of critical facilities such as public safety, public utilities and schools;
- Monitor the status of all essential resources to anticipate shortages;
- Maintain liaison with fuel distributors and local utility representatives;
- Implement local conservation measures;
- Keep the public informed;
- Implement procedures for determining need and for the distribution of aid;
- Allocate available resources to assure maintenance of essential services;
- Consider declaring a local emergency; and
- Document expenses.

Responsibilities

- Review plans and procedures. Review procedures for providing lodging and care for displaced persons (see ESF #6);
- In the event of a fuel shortage, establish procedures for local fuel suppliers/distributors to serve customers referred to them by local government;
- Keep the public informed and aware of the extent of the shortage, the need to conserve the resource in short supply, and the location and availability of emergency assistance; ESF # 2
- Provide emergency assistance to individuals as required;
- Enforce state and local government conservation programs; and
- Identify resources needed to restore energy systems.

Tab 1 to Emergency Support Functions

WINCHESTER ENERGY PROVIDERS

Commodity	Name	Address	Contact I	Contract II
Electric	SVEC	3463 Valley Pk	868-0097	
Natural Gas	Washington Gas	350 Hillandale Ln.	869-1111	
Propane	Amerigas	352 Fairfax Pk	869-5360	
Propane, Fuel Oil, & Gasoline	Quarles Energy Services	811 Smithfield Ave.	662-3861	
Propane, Fuel Oil, & Gasoline	Southern States	Rt. 11 Stephens City	869-3132	
Fuel Oil & Gasoline	H. N. Funkhouser	2150 S. Loudoun St.	662-8595	
Fuel Oil & Gasoline	Emmart Oil Co.	821 Smithfield Ave.	662-3835	
Propane, Fuel Oil, & Gasoline	Holtzman Oil	Mt. Jackson	540-477-3131	
Fuel Oil & Gasoline	John D. Glover	1008 Martinsburg Pk	667-1441	

Emergency Support Function #13 - Public Safety and Security

Primary Agency

Winchester Police Department

Secondary/Support Agencies

City Sheriff

Winchester Fire & Rescue Departments

Winchester Emergency Communications Center
Winchester Public Works

Introduction

Purpose:

Emergency Support Function (ESF) #13 – Public Safety and Security is to maintain law and order, to provide public warning, to provide for the security of critical facilities and supplies, to provide a "safe scene" for the duration of a traffic disruptive incident, to effect the evacuation of threatened areas, to provide access control to evacuated areas or critical facilities, to assist with search and rescue operations, and to assist with identification of the dead.

Scope:

ESF #13 is designed to respond during a time of emergency using existing procedures. These procedures are in the form of department directives that cover all types of natural disasters, technological hazards, and acts of terrorism; incidents include flooding, hazardous materials spills, transportation accidents, search and rescue operations, traffic control, and evacuations.

In the event of a state or federally declared disaster, the Governor can provide National Guard and/or Defense Force personnel and equipment to support local law enforcement operations.

Policies:

- Winchester Police Department will retain operational control;
- The Incident Commander will determine the need for security at the scene;
- Winchester Police Department in coordination with the Coordinator of Emergency Management will identify areas of potential evacuation;
- The concentration of large numbers of people in shelters during an evacuation may necessitate law enforcement presence to maintain orderly conduct; and

- Law enforcement will be needed in evacuated areas to prevent looting and protect property;

Concept of Operations

General:

Existing procedures in the form of department general orders provide the basis for a law enforcement response in time of emergency. The mission of the Public Safety and Security function is to maintain law and order, protect life and property, provide traffic control and law enforcement support, guard essential facilities/supplies and coordinate mutual aid.

The Winchester Emergency Communications Center is the point of contact for the receipt of all warnings and notification of actual or impending emergencies or disasters.

If the National Guard or Defense Force is called in for a State or Federally declared disaster they may only be used for low-risk duties such as security and traffic control. A hazard or potential hazard situation could justify the need for evacuation for a short period of a few hours to several days or weeks, depending on the hazard and its severity. In order to limit access to the hazard area, various personnel and devices will be required, such as the following:

- Personnel to direct traffic and staff control points;
- Signs to control or restrict traffic;
- Two-way radios to communicate to personnel within and outside the secured area;
- Control point(s);
- Adjacent highway markers indicating closure of area;
- Markers on surface roads leading into the secured areas;
- Patrols within and outside the secured areas; and
- Established pass system for entry and exit of secured areas.

The Winchester Public Works Department has general responsibility for signing and marking.

Organization:

The Winchester Police Department will utilize their normal communications networks during disasters. The Emergency Management Coordinator, in coordination with the Winchester Police Department and the Fire & Rescue Department, will delineate areas that may need to be evacuated. Law Enforcement will set up control points and roadblocks to expedite traffic to reception centers or shelters and prevent reentry of evacuated areas. They will also provide traffic control and security at damaged public property, shelter facilities and Points of Distribution (PODs). Should an evacuation become necessary, warning and evacuation instructions will be put out via radio and television. Also local law enforcement Winchester's Police Department and Fire & Rescue Department will use mobile loudspeakers to ensure that all

residents in the threatened areas have received the evacuation warning. Additionally, the city's Reverse Calling System (RCS) and the Emergency Alerting System (EAS) may be utilized.

Actions

- Identify essential facilities and develop procedures to provide for their security and continued operation in the time of an emergency;
- Maintain police intelligence capability to alert government agencies and the public to potential threats;
- Develop procedures and provide training for the search and rescue of missing persons in accordance with ESF #9;
- Develop strategies to effectively address special emergency situations that may require distinct law enforcement procedures, such as civil disorders, hostage taking, weapons of mass destruction, terrorist situations, and bomb threats/detonations;
- Test primary communications systems and arrange for alternate systems, if necessary;
- Assist with the implementation of the evacuation procedures for the threatened areas, if necessary;
- Provide traffic and crowd control as required;
- Draft and implement existing mutual aid agreements with other jurisdictions, if necessary; and
- Document expenses.

Responsibilities

- Law enforcement;
- Crowd control;
- Manages preparedness activities;
- Conducts evaluation of operational readiness;
- Resolves conflicting demands for public safety and security resources;
- Coordinates backup support from other areas;
- Initial warning and alerting;
- Security of emergency site, evacuated areas, shelter areas, vital facilities and supplies;
- Traffic control;
- Evacuation and access control of threatened areas; and
- Assist the Health Department with identification of the dead in accordance with ESF #8.

Tab 2 to Emergency Support Function #13

ENTRY PERMIT TO ENTER RESTRICTED AREAS

1. Reason for entry (if scientific research, specify objectives, location, length of time needed for study, methodology, qualifications, sponsoring party, NSF grant number and date on separate page). If contractor/agent--include name of contractual resident party, attach evidence of right of interest in destination. Resident: Purpose.

   _____

   _____

2. Name, address, and telephone of applicant, organization, university, sponsor, or media group. Also contact person if questions should arise.

   _____

   _____

3. Travel (fill out applicable sections; if variable call information to dispatcher for each entry)

   Method of Travel (vehicle, aircraft) _____

   Description of Vehicle/Aircraft Registration _____

   Route of Travel if by Vehicle _____

   Destination by legal location or landmark/E911 address _____

   _____

   Alternate escape route if different from above _____

   _____

4. Type of 2-way radio system to be used and your base station telephone number we can contact in emergency (a CB radio or radio telephone will not be accepted). Resident: cellular or home number. _____

   _____

   Entry granted into hazard area.

   Authorizing Signature _____ Date _____

The conditions for entry are attached to and made a part of this permit. Any violation of the attached conditions for entry can result in revocation of this permit.

The Waiver of Liability is made a part of and attached to this permit. All persons entering the closed area under this permit must sign the Waiver of Liability before entry.

Tab 3 to Emergency Support Function #13

WAIVER OF LIABILITY
(TO BE SIGNED AND RETURNED WITH APPLICATION FORM)

I, the undersigned, hereby understand and agree to the requirements stated in the application form and in the safety regulations and do further understand that I am entering a (high) hazard area with full knowledge that I do so at my own risk and I do hereby release and discharge the federal government, the Commonwealth of Virginia and all its political subdivisions, their officers, agents and employees from all liability for any damages or losses incurred while within the Closed Area.

I understand that the entry permit is conditioned upon this waiver. I understand that no public agency shall have any duty to attempt any search and rescue efforts on my behalf while I am in the Closed or Restricted Area.

Signatures of applicant and members of his field party Date

Print full name first, then sign.

_____ _____

_____
I have read and understand the above waiver of liability.

_____ _____

_____
I have read and understand the above waiver of liability.

_____ _____

_____
I have read and understand the above waiver of liability.

_____ _____

_____
I have read and understand the above waiver of liability.

_____ _____

_____
I have read and understand the above waiver of liability.

Emergency Support Function #14 – Long Term Community Recovery and Mitigation

Primary Agency

City Manager's Office

Secondary/Support Agencies

Virginia Department of Housing and Community Development
Winchester Public Schools
Building Inspector
Department of Social Services
Finance
Old Town Development
Emergency Management
Economic Development
Planning and Zoning
Tourism
Health Department
American Red Cross
Virginia Voluntary Organizations Active in Disaster (VVOAD)

Introduction

Purpose:

Emergency Support Function (ESF) #14 – Long Term Community Recovery and Mitigation develops a comprehensive and coordinated recovery process that will bring about the prompt and orderly restoration of community facilities and services, infrastructure, and economic base, while providing for the health, welfare and safety of the population.

Scope:

ESF #14 support may vary depending on the magnitude and type of incident and the potential for long term and severe consequences. ESF #14 will address significant long-term impacts in the affected area on housing, business and employment, community infrastructure, and social services.

Policies:

- Long term community recovery and mitigation efforts look forward and are market based, focusing on permanent restoration of infrastructure, housing and the local economy, with attention to mitigation of future impacts of a similar nature when feasible;

- Use the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts;
- Facilitates the application of loss reduction building science expertise to the rebuilding of critical infrastructure; and
- Personnel will stay up to date with policies and procedures through training and education.

Concept of Operations

General:

The recovery phase is characterized by two components: the emergency response phase which deals primarily with life saving and emergency relief efforts (i.e., emergency food, medical, shelter, and security services); and the broader recovery and reconstruction component which deals with more permanent and long-term redevelopment issues.

Although all local departments are involved in both components, the emphasis and focus changes among departments as they shift from one component to the other. In the emergency response and relief recovery component, the primary local departments involve fire and rescue, law enforcement, health, social services, education, and public works departments; whereas in the recovery and reconstruction component, the emphasis shifts to local departments dealing with housing and redevelopment, public works, economic development, land use, zoning, and government financing. The two components will be occurring simultaneously with the emergency relief component taking precedence in the initial stages of recovery, and the recovery and reconstruction component receiving greater attention as the recovery process matures.

The Office of Emergency Management will be the lead coordinating department in the life-saving and emergency relief component of the recovery process and the City Manager's Office will take the coordinating lead during the reconstruction phase.

The recovery analysis process is comprised of the following phases: reentry, needs assessment, damage assessment, the formulation of short- and long-term priorities within the context of basic needs and available resources, and the identification and implementation of appropriate restoration and development strategies to fulfill established priorities, as well as bring about an effective recovery program.

The damage assessment process for the locality is described in the Damage Assessment Support Annex of the EOP. Team leaders for the Damage Assessment Teams have been identified and the necessary forms included within this support annex. Although damage assessment is primarily a local government responsibility, assistance is provided by state and federal agencies, as well as private industry that have expertise in specific functional areas such as transportation, agriculture, forestry, water quality, housing, etc.

The process to request and receive federal assistance will be the same as all other natural or man-made disasters. The Virginia Department of Emergency Management (VDEM) will be the

coordinating state agency in the recovery process, and FEMA will be the coordinating federal agency. Utilizing the preliminary damage assessment information collected, short-term and long-term priorities are established and recovery strategies developed in coordination with other state agencies, local governments, the federal government, and private industry.

Short-term recovery strategies would include:

- Emergency Services;
- Communications networks;
- Transportation networks and services;
- Potable water systems;
- Sewer systems;
- Oil and natural gas networks;
- Electrical power systems;
- Initial damage assessment;
- Emergency debris removal;
- Security of evacuated or destroyed area; and
- Establishing a disaster recovery center and joint field office

Long-term strategies would strive to restore and reconstruct the post-disaster environment to pre-existing conditions. Federal and state agencies will provide technical assistance to localities in the long-term planning and redevelopment process. Economic aid will be provided to assist localities and states in rebuilding their economic base, replacing and restoring their housing inventory, and ensuring that all construction and development complies with building codes and plans. Regional cooperation and coordination will be stressed and promoted at all levels of government in order to achieve the priorities established and facilitate recovery efforts. The locality will develop strategies in coordination with regional local governments and Planning Districts. Federal and state catastrophic disaster plans will support this effort. Items or actions to be focused on in this phase include:

- Completion of the damage assessment;
- Completion of the debris removal;
- Repairing/rebuilding the transportation system;
- Repairing/rebuilding of private homes and businesses;
- Hazard Mitigation projects; and
- Repairing/rebuilding water ad sewer services

Organization:

The Director of Emergency Management/City Manager will direct response, recovery, and reconstruction efforts in the disaster impacted areas of the locality, in coordination with the Coordinator of Emergency Management, all local departments, and the appropriate state and federal agencies.

A Presidential Declaration of Disaster will initiate the following series of events:

- Federal Coordinating Officer will be appointed by the President to coordinate the federal efforts;
- State Coordinating Officer will be appointed by the Governor to coordinate state efforts;
- A Joint Field Office (JFO) will be established within the state (central to the damaged area) from which the disaster assistance programs will be coordinated; and

- A Disaster Field Office (DFO) will be established in the affected areas to accommodate persons needing individual assistance after they have registered with FEMA.

A Presidential Declaration of Disaster may authorize two basic types of disaster relief assistance:

- **Individual Assistance** – Supplementary Federal Assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or emergency. Such assistance may be provided directly by the Federal government or through State or local governments or disaster relief organizations.
- **Public Assistance** – Supplementary Federal Assistance provided under the Stafford Act to State and Local governments or certain private, non-profit organizations other than assistance for the direct benefit of families and individuals.

As potential applicants for Public Assistance, local governments and private nongovernmental agencies must thoroughly document disaster-related expenses from the onset of an incident.

Mitigation has become increasingly important to Winchester officials who must bare the agony of loss of life and property when disaster strikes. The Director of Emergency Management will take the lead in determining mitigation projects needed following a disaster and make applications for available mitigation grants.

Actions

- In cooperation with other ESFs, as appropriate, use hazard predictive modeling and loss estimation methodology to ascertain vulnerable critical facilities as a basis for identifying recovery priorities;
- Gather information to assess the scope and magnitude of the social and economic impacts on the affected region;
- Coordinate and conduct recovery operations;
- Conduct initial damage assessment;
- Coordinate early resolution of issues and delivery of assistance to minimize delays for recipients;
- Coordinate assessment of accuracy and recalibration of existing hazard, risk, and evacuation modeling;
- Facilitate sharing of information and identification of information on issues among agencies and ESFs;
- Facilitate recovery decision making across ESFs;

- Facilitate awareness of post incident digital mapping and pre-incident hazard mitigation and recovery planning;
- Develop Local Disaster Recovery Task Forces is another resource available to provide assistance to individuals, families, and businesses who have applied for available state and federal assistance but whom may still have unmet needs.

Responsibilities

- Develop plans for post-incident assessment that can be scaled to incidents of varying types and magnitudes;
- Establish procedures for pre-incident planning and risk assessment with post incident recovery and mitigation efforts;
- Develop action plans identifying appropriate agency participation and resources available that take into account the differing technical needs for risk assessment and statutory responsibilities by hazards;
- Ensure participation from primary and support agencies;
- Lead planning;
- Lead post-incident assistance efforts; and
- Identify areas of collaboration with support agencies and facilitate interagency integration.

Tab 1 to Emergency Support Function #14

DISASTER RECOVERY CENTERS

(Identified or potential sites)

Name	*Location*

Tab 2 to Emergency Support Function #14

JOINT FIELD OFFICE LOCATIONS

(Identified or potential sites)

Name	*Location*

Emergency Support Function #15 - External Affairs

Primary Agency

Administration – Public Information

Secondary/Support Agencies

Winchester Emergency Management
Winchester Fire & Rescue Department
Winchester Police Department
Winchester Public Schools
Information Technology
Health Department
Department of Social Services
Winchester Public Works

Introduction

Purpose:

Emergency Support Function (ESF) #15 – External Affairs is responsible for keeping the public informed concerning the threatened or actual emergency situation and to provide protective action guidance as appropriate to save lives and protect property.

Scope:

To manage information during an incident so that the most up to date and correct information is used to inform the public. This emergency support function will use media reports to support the overall strategy for managing the incident. Coordinate with all agencies involved with the incident so that one message is used for public information to avoid any conflicts of released information. This emergency support function is organized into the following functional components:

- Public Affairs
- Community Relations
- Legislative Affairs
- International Affairs

Policies:

During an emergency the Public Information Officer will:

- Disseminate information by appropriate means, to include any local alert systems, media outlets, cable channel, the Emergency Alert System (EAS), NOAA All-hazards radio, Winchester's website and Reverse Calling system;
- Clear news releases with the EOC before releasing them to the media;
- Will encourage news media to publish articles to increase public awareness; and
- Will ensure information is accurate and released in a timely manner.

Concept of Operations

General:

In an emergency or disaster it is important to provide timely and accurate information to the public and to the media outlets. News coverage must be monitored to ensure that accurate information is being disseminated. The locality needs to be prepared to keep local legislators and other political figures informed.

Organization:

Public Affairs ***is responsible for coordinating messages from the various agencies and establishing a Joint Information Center (JIC). Public Affairs will gather information on the incident and provide incident related information through the media and other sources to keep the public informed. Public Affairs will monitor the news coverage to ensure the accuracy of the information being disseminated. Public Affairs will handle appropriate special projects such as news conferences and press operations for incident area tours. The Public Affairs Support Annex provides additional details on responsibilities.***

Community Relations will prepare an initial action plan with incident-specific guidance and objectives, at the beginning of an actual or potential incident. They will identify and coordinate with the community leaders and neighborhood groups to assist in the rapid dissemination of information, identify unmet needs, and establish an ongoing dialogue and information exchange. The Commonwealth and FEMA may deploy a joint Community Relations Team to the locality to conduct these operations.

Legislative Affairs will establish contact with the state legislative and congressional offices representing the affected areas to provide information on the incident. The locality should be prepared to arrange an incident site visit for legislators and their staffs. Legislative Affairs will also respond to legislative and congressional inquiries.

International Affairs, if needed, will work with the Department of State to coordinate all matters requiring international involvement.

Actions

- Evaluate the situation;
- Monitor national and state level news coverage of the situation (if applicable);
- After coordination with the Virginia Emergency Operations Center (VEOC), time permitting, the PIO will begin to disseminate emergency public information via news releases to the local news media;
- The content should be coordinated with adjacent jurisdictions and the State EOC;
- Emphasize citizen response and protective action;
- Develop accurate and complete information regarding incident cause, size, current situation, and resources committed;
- Continue to keep the public informed concerning local recovery operations;
- Assist the Health Department in disseminating public health notices, if necessary;
- Assist state and federal officials in disseminating information concerning relief assistance; and
- Document expenses.

Responsibilities

- Establish a working arrangement between the City PIO, Winchester's EOC and radio stations, television stations, and newspapers;
- Encourage local newspapers to periodically publish general information about those specific hazards, which are most likely to occur, such as winter storms and industrial accidents;
- Prepare and provide general information as appropriate to special groups such as the visually impaired, hearing impaired, the elderly, etc.;
- If necessary, designate a phone number and personnel to handle citizen inquiries;
- Assure the availability of back-up generators at local EAS radio stations;
- Arrange regular press briefings;
- Coordinate the release of information through public broadcast channels, and written documents; and
- Maintain an up-to-date telephone and fax number list for all local news

Emergency Support Function #16 – Military Affairs

Introduction

Purpose:

The purpose of ESF 16 is to outline the parameters on the use of all Department of Defense (DOD) and National Guard assets in support of a declared emergency.

Primary Agency

City of Winchester, Emergency Management

Secondary Agencies

City of Winchester, Police Department

Winchester City Sheriff

Situation

The Governor of Virginia is the Commander-in-Chief of all forces in the Commonwealth organized under the Department of Military Affairs (DMA). The Adjutant General (TAG) of Virginia is the military commander.

DMA staffs and mans its Joint Force Headquarters (JFHQ). Within the JFHQ is the Joint Operations Center (JOC) that is operational 24/7. The Virginia Army National Guard, Virginia Air National Guard, and the Virginia Defense Force are three components that JFHQ-VA draw forces from to fulfill request for assistance requirements.

ESF #16 in the City will not be staffed but rather exists as a coordinating entity. Coordination will occur between the Emergency Services Coordinator and the response assets on specifics as it relates to duties assigned.

Planning Assumptions

The City of Winchester does not have military installations within the jurisdiction and does not maintain stand-alone agreements with military assets.

DMA units will not directly respond to requests for assistance from local officials except to save human life, prevent human suffering, or to prevent great damage to or destruction of property. DMA units will advise local officials to submit requests for assistance through the Virginia Emergency Operations Center (VEOC).

Concept of Operations

The City will request a capability or need to the Virginia EOC as outlined in EOC procedures and ESF 7 Logistics.

It is at the determination of the Virginia Emergency Operations Center (VEOC) if DMA assets are best suited for the requested task. Assets will be limited to only accept missions or work assignments if within the original scope of deployment.

Support cannot be transferred to another agency without prior approval.

Once assets have been committed those responding will coordinate directly with local official to accomplish the objectives.

Policies

DMA units will not directly respond to requests for assistance from local officials except to save human life, prevent human suffering, or to prevent great damage to or destruction of property. DMA units will advise local officials to submit requests for assistance through the Virginia Emergency Operations Center (VEOC).

Military assets are only available during a declared state of emergency.

Emergency Support Function #17

Volunteer Personnel and Donation Management

Coordinating Agency

Emergency Management/Local Government
Department of Social Services

Cooperating Agency

Virginia Voluntary Organizations Active in Disaster (VOAD)

Introduction

Purpose:

The Volunteer and Donations Management Support Annex describes the coordinating processes used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during disasters.

Scope:

Volunteer services and donated goods in this annex refer to unsolicited goods, and unaffiliated volunteer services.

Policies:

Local government, in coordination with VOAD and Local Recovery Task Forces has primary responsibility for the management of unaffiliated volunteer services and unsolicited donated goods.

The donation management process must be organized and coordinated to ensure the citizenry is able to take advantage of the appropriate types and amounts of donated goods and services in a manner that precludes interference with or hampering of emergency operations.

The Emergency Management Coordinator also:

- Coordinates with other agencies to ensure goods and resources are used effectively;
- Looks principally to those organizations with established volunteer and donation management structures;
- Encourages cash donations to recognize non-profit voluntary organizations;
- Encourages individuals to participate through local Citizen's Corps Council and/or affiliate with a recognized organization; and

- Encourages the use of existing nongovernmental organizational volunteer and donations resources before seeking governmental assistance.

Concept of Operations

General:

Volunteer and Donations Management operations may include the following:

- A Volunteer and Donations Coordinator
- A phone bank
- A coordinated media relations effort
- Effective liaison with other emergency support functions, state and federal government officials
- Facility Management Plan

Donated Goods Management Function

- Management of unsolicited donated goods involves a cooperative effort by local and voluntary and community based organizations, the business sector and the media.
- Local government, in conjunction with voluntary organization partners, is responsible for developing donations management plans and managing the flow of donated goods during disaster operations.

Volunteer Management Function

- Management of unaffiliated volunteers requires a cooperative effort by local and voluntary and community based organizations, such as Citizen Corps Councils, faith-based organizations, the private sector and the media.
- Local government, in partnership with voluntary organizations, is responsible for developing plans that address the management of unaffiliated volunteers during disaster response and recovery.

Organization:

The Winchester Department of Emergency Management will identify sites and facilities that will be used to receive, process, and distribute the unsolicited donated goods that will be sent to the disaster area. The necessary equipment, staff, communications, and security support to these facilities and sites will be provided by local government and volunteer organizations, as required.

The Winchester Department of emergency Management will coordinate the disaster relief actions of quasi-public and volunteer relief agencies and groups. This is necessary to insure maximum effectiveness of relief operations and to avoid duplication of effort and services. The American Red Cross has been incorporated into the local emergency services organization providing food and clothing to displaced persons at the Shelter Centers.

Standard operating procedures will be developed to address screening, processing, training, and assignments of volunteers who will show up once recovery efforts begin. The service to which personnel are assigned will provide the necessary training. Persons who already possess needed skills or have received specialized training, such as heavy equipment operators, should be assigned duties, which allow for the maximum benefit of their skills. Each individual volunteer will be registered, and a log will be maintained of man-hours worked. Accurate records of all incurred expenses will be maintained.

Responsibilities

- Identify potential sites and facilities to manage donated goods and services being channeled into the disaster area;
- Identify the necessary support requirements to ensure the prompt establishment and operation of these facilities and sites;
- Assign the tasks of coordinating auxiliary manpower and material resources;
- Develop procedures for recruiting, registering and utilizing auxiliary manpower;
- Develop a critical resources list and procedures for acquisition in time of crisis;
- Develop procedures for the management of donated goods;
- Receive donated goods;
- Assist with emergency operations;
- Assign volunteers to tasks that best utilize their skills; and
- Compile and submit totals for disaster-related expenses.

Tab 1 to Volunteer and Donations Management Annex

Sample Volunteer Registration Form

I. Name

II. Social Security Number

III. Organization (if appropriate)

IV. Skill or Specialized Service (i.e., carpenter, heavy equipment operator, medical technician, etc.)

V. Estimated length of time services can be provided in the disaster area

VI. Special tools or equipment required to provide service

VII. Billet or emergency shelter assignment in local area

VIII. Whether or not the group or individual is self-sufficient with regard to food and clothing

ANIMAL CARE AND CONTROL ANNEX

I. PURPOSE

To protect domesticated animal resources, the public health, and to ensure the humane care and treatment of animals in case of a large-scale natural, manmade or technological emergency or other situations that cause animal suffering.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Any disaster that threatens humans, threatens animals as well, and it will be necessary to provide water, shelter, food and first aid.
2. Relocation, shelter, or relief efforts for domesticated animals may be required.
3. Shelter locations may be required to provide domesticated animal control due to sheltered person bringing their pets with them.

B. Assumptions

1. The owners of pets or livestock, when notified of an upcoming emergency, will take reasonable steps to shelter and provide for animals under their care and/or control.
2. The City will plan both for emergency situations and to carry our response and recovery operations utilizing local resources. Outside animal care and rescue assistance would likely be available in most large scale emergencies affecting the City.
3. Animal protection planning will ensure the proper care and recovery of animals impacted during an emergency. These plans may include measures to identify housing and shelter for animals, communicate information to the public, and proper animal release.
4. Public information will include locations where domestic and non-domestic animals (including livestock) may be accepted during emergency situations.
5. A large-scale emergency in the City of Winchester may warrant immediate response from State and Local personnel, agencies, and organizations.

III. CONCEPT OF OPERATIONS

The sheltering and protection domestic and non-domestic animals (including livestock) are the responsibility of their owners. Animal owners should plan for animal care during a disaster as they prepare their family preparedness plan.

Domestic and non-domestic animals that are lost, strayed, incapable of being cared for by their owners, or in danger to themselves or the public will be the responsibility of the City of Winchester. These animals will be sheltered, fed, and if possible, returned to their owners. If the animals cannot be returned to their owners, they will be disposed of in accordance with established animal control procedures.

Wild animals should be left to their own survival instincts. Wild animals out of their natural habitats that are in danger to themselves or the public will be the responsibility of Winchester Animal Control and licensed wildlife rehabilitators.

The Winchester Animal Control in cooperation with the Winchester SPCA will be the lead agency for situation assessment and determination of resource needs. As needed, the city will protect animals (to the extent possible) affected by any disaster to include rescue, shelter, control and feeding of animals left homeless, lost or strayed as a result of the disaster. Additional local humane societies or other similar organizations will be asked to assist in this effort, as needed.

During emergencies, request for animal protection assistance and resources such as food, medicine, shelter, specialized personnel, and additional veterinary medical professionals will be routed through Winchester Animal Control, and the Winchester SPCA.

Shelters that have been established for disaster victims may or may not accept domestic animals. However, if an evacuee comes to the shelter with their pet(s), efforts will be made to assist in locating the domestic animal(s) away from the general populace and given proper care.

Roles and Responsibilities:

Winchester Animal Control and Winchester SPCA:

Coordinate support agencies to manage animal protection in large-scale emergencies. Provide and coordinate personnel, equipment, and shelter as required to protect domestic and sick and/or injured non-domestic animals.

Support Agencies:

Virginia Federation of Humane Societies:

Maintain a list of Virginia disaster response volunteers available in the event of a disaster in the Commonwealth.

Community Emergency Response Team (CERT):

Provide volunteers to assist with the sheltering of animals working with Winchester Animal Control and the Winchester SPCA.

American Red Cross:

Provide volunteers to assist in the protection of animals during an emergency shelter situation. Work with Winchester personnel in the coordination of animal sheltering in the City of Winchester.

Virginia Health Department – Lord Fairfax Health District:

Coordinate the disposal of deceased animals that may impact the public health.

Provide services to control injuries/bites/diseases related to the protection of animal

Virginia Department of Agriculture and Consumer Services:

Provide veterinary assistance during an emergency.

Licensed Wildlife Rehabilitators:

Coordinate the rescue, rehabilitation and release of wildlife displaced or injured during an emergency.

Private Boarding Kennels, Stables, Dog Clubs, and Horse Clubs:

Provide personnel, equipment, and shelter as required to shelter and care for pets from evacuated citizens and in cases when established animal shelters are filled or destroyed.

Private Farms:

Provide shelter and supplies to care for displaced livestock.

Public Information (PI):

The Animal Control Officer will be responsible for the coordination of all media activities through Winchester's Public Information Officer.

Shelter Employees responsibilities may include:

Coordinate with the Public Information Officer to notify the public of appropriate shelters to drop lost/stray animals, animals that they cannot care for, or animals that need immediate medical assistance. Delivering instructions to the public to prepare their pets for an impending emergency and/or instructions for minor "at home" medical responses for pets injured in an emergency situation.

Other information as appropriate to the situation.

Response:

The owners of pets or livestock, when notified of an emergency, will take all reasonable steps to shelter and provide for animals under their control.

Search and Rescue:

Domestic Pets:

Domestic pets loose or in need of assistance due to the emergency or due to the death or evacuation of their owners will be the responsibility of Winchester Animal Control and the Winchester SPCA.

Livestock:

Livestock loose or in need of assistance due to the emergency or due to the death or evacuation of their owners will be the responsibility of Winchester Animal Control.

Wildlife:

Wild animals out of their natural habitat that are endangering either themselves or the human population will be the responsibility of Winchester Animal Control.

Stranded Animals:

In the event that animals cannot be rescued due to the emergency situation, food and medical assistance may be delivered to the animals by the appropriate agency when possible.

Shelters:

Stray/Lost Pets:

All stray/lost domestic pets recovered by Winchester Animal Control will be sheltered at the Winchester SPCA or other appropriate shelter. Pets found by citizens will also be sheltered at these locations. Unclaimed animals will be disposed of in accordance with Virginia State Law.

Evacuated and Stray/Lost Livestock:

Due to the size of most livestock and the inability to transport large numbers of farm animals, owners are expected to develop shelter and/or evacuation plans for their own animals.

Also, private farms located within the City may be used as shelter facilities for livestock. In the event of an emergency situation Winchester Animal Control will contact prearranged farms and request their assistance in the sheltering operation.

Recovery:

Domestic Pets/Livestock:

Winchester SPCA will support efforts to identify owners of stray/lost animals. Winchester SPCA representatives will attempt to adopt the animals according to their established procedures.

Animals for which no owners can be found within the stray holding period and which cannot be placed in adoptive care may be disposed of. If this proves to be necessary, it will be done in accordance with established animal shelter procedures