



Emergency Operations Plan EOP

A Component Plan
Of the
Comprehensive Emergency Management Program

Council Adoption
January 25, 2022

City of Winchester Emergency Management Department
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	Basic Plan	1
Emergency Support Function Annexes		2
	Support Annexes	3
Incident Specific Annexes		4



Emergency Operations Plan EOP

Section 1: Basic Plan

Foreword

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

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

Promulgation of the City Emergency Operations Plan

By virtue of the authority vested in me as the City Manager/Director of Emergency Management for the City of Winchester and ultimately responsible for emergency management as per the Code of Virginia §44-146.19, I hereby promulgate and issue the City of Winchester Emergency Operations Plan (EOP) on the date endorsed below. The EOP provides Winchester's response to emergencies and disasters to save lives; protect public health, safety, and property; restore essential services, and enable and assist with economic recovery.

The EOP complies with the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, and is consistent with the FEMA National Incident Management System and the National Response Framework as revised. This revision addresses each preparedness mission area and describes how the whole community works together to achieve the National Preparedness Goal.


On behalf of the City Administration, the City's Emergency Management Coordinator is hereby authorized to activate the Winchester Emergency Operations Center (EOC) to direct and control emergency operations in the City. Activation of the EOC shall constitute the implementation of the EOP.

Furthermore, the City's Emergency Management Coordinator 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 Directors of each City Department or Agency shall identify themselves and preferably three alternates but no less than one alternate from 'their' respective department or agency within the EOP. Should the department have divisions responsible for specific tasks assigned by the EOP, the directors shall appoint individuals responsible for executing the assigned tasks.

This promulgation rescinds any prior EOP promulgation document issued for the City of Winchester by the City Manager and shall be effective upon its signing. The promulgation shall remain in full force and effect until amended or rescinded by future promulgation.

Given under my hand, this 27 day of January, 2022



City Manager/Director of Emergency Management

Approval and Implementation

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



THE COMMON COUNCIL

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I, Kerri A. Mellott, Deputy Clerk of the Common Council, hereby certify on this 26 day of January 2022 that the following Resolution is a true and exact copy of one and the same adopted by the Common Council of the City of Winchester, assembled in regular session on the 25 day of January 2022.

EMERGENCY OPERATIONS PLAN

WHEREAS, the City of Winchester has historically experienced damages from hazardous events and continues to be vulnerable to natural, technological, and human-caused incidents, which could potentially result in the loss of life, damage to property and the environment, economic hardship, and threats to public health and safety;

WHEREAS, the City of Winchester Emergency Operations Plan provides a mechanism for effectively responding to and stabilizing incidents involving natural, technological, or human-caused incidents; and

WHEREAS, this Plan is prepared in accordance with the National Response Framework relative to the incorporation of the National Incident Management System and utilizing the National Incident Command System; and

WHEREAS, the stated plan represents the City's best intentions to manage incidents within the framework of local, State, and Federal collaboration and coordination; and

WHEREAS, the City of Winchester's Emergency Management Program encompasses all organizations, agencies, and individuals responsible for the activities contained in this plan.

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

BE IT FURTHER RESOLVED AND ORDERED that the Director of Emergency Management, or their 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.

Resolution No. R-2022-1

ADOPTED by the Common Council of the City of Winchester on this 25 day of January 2022.

Witness my hand and the seal of the City of Winchester, Virginia.



Handwritten signature of Kerri A. Mellott in black ink.

Kerri A. Mellott
Deputy Clerk of the Common Council

Table of Contents

Section 1:.....	i
Basic Plan.....	i
Foreword	ii
Promulgation of the City Emergency Operations Plan	iii
Approval and Implementation	iv
Record of Changes.....	v
Record of Distribution	vi
Table of Contents	vii
Construct of the Plan	1
Purpose	2
Scope	2
Goals and Objectives	2
Situation	3
Planning Assumptions and Considerations.....	7
Concept of Operations (CONOPS).....	11
Incident Management Actions.....	17
Organization and Assignment of Responsibilities	21
Plan Development, Maintenance, and Testing.....	38
Authorities and References	41
CICF/DCJS Language and Contact Information	42
Appendix 1-1: Succession of Authority	43
Appendix 1-2: Sample Declaration of Local Emergency	45
Appendix 1-3: Sample City Order to Terminate Local Emergency	46
Appendix 1-4: Sample to Restrict, Allocate, Regulate Activities and Commodities.....	47
Appendix 1-5: National Incident Management Compliance Resolution	49
Appendix 1-6: List of Acronyms	50
Appendix 1-7: Glossary of Key Terms	53

Construct of the Plan

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

- Section 1: Base Plan
- Section 2: Emergency Support Function Annex
- Section 3: Support Annex
- Section 4: Incident Specific Annex

Base Plan

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

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

Emergency Support Function Annex

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

Support Annex

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

Incident Specific Annex

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

Purpose

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

Scope

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

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

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

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

The EOP calls for regularly scheduled exercises and training to identify and enhance the City's capabilities and relevant stakeholders when managing incidents.

Goals and Objectives

The primary goals of the EOP are for the preservation of life, protection of property, protection of the environment, participation of the whole community, and continuity of operations consistent with NIMS and the NRF. In addition, the overall objective of the EOP is to ensure the effective management of disaster incidents by coordinating operations, ensuring a common operating

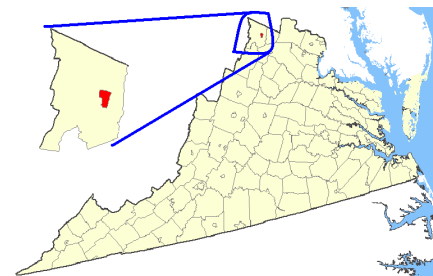
picture, and managing resources between all stakeholders in support of on-scene operations throughout all of the emergency management mission areas. This includes:

- Coordinating emergency operations throughout the City;
- Coordinating activities with appropriate federal, state, county, local, NGO, and private entities;
- Responding to requests for resources and support;
- Establishing priorities and de-conflicting demands for resources and support;
- Coordinating any mutual aid Emergency Management Assistance Compact (EMAC) requests;
- Activating and using communications systems;
- Preparing and disseminating fully accessible emergency public information, warnings, and alerts;
- Collecting, evaluating, and disseminating damage information and other essential incident-related data; and
- Restoring essential services to the citizens.

Situation

Geography

The City is located in the northwestern-most portion of the Shenandoah Valley in Virginia, coined as the "Top of Virginia" and the oldest established City in Virginia (1744) west of the Blue Ridge Mountains. The City is located 75-miles due west of Washington, D.C., in the northernmost portion of the Shenandoah Valley in Virginia (39.184048, -78.165626). The Blue Ridge Mountain range protects the valley to the east, and the Appalachian Mountains range to the west with a land altitude of approximately 725 feet above sea level. Average temperatures in the summer are 85 degrees, with winter lows of 23 degrees. The City's political boundary is 9.23 square miles and is entirely surrounded by the County of Frederick.



Government

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

Economy

The per capita income of residents is \$30,859, with a median household income of \$58,818. Thus, 16.3% of the population is below the poverty level. The largest employer industry is healthcare, followed by retail, education, manufacturing, and accommodations (current United States Census data).

Demographics

Population and Growth Rate

The City's official estimated population as of July 1, 2020, was 28,310. Based upon the 2020 estimates released by the Weldon Cooper Center dated January 29, 2021, the City appears to be growing at a 10-year rate of 8.0%, up from the 9-year rate of 7.5% last year. By comparison, the

statewide growth rate between the April 2010 Census Data and July 2020 was 7.3%, and the average growth rate among other cities was only 5.5%. Winchester City and Frederick County continue to be the growth engines in the northern Shenandoah Valley. Our metro growth rate was 13%, and the City's 8% growth rate matches the overall growth rate for the Northern Shenandoah Valley Region. The less than 1% annual growth rate that the City is experiencing remains consistent with what was projected for planning purposes and represents a sustainable growth rate (Weldon Cooper Population Estimates 2020).

Age

Of the City's 28,310 population, the age breakdown is 6.7% under the age of 5 years, 16.2% between 5 and 17 years, 10.6% between 18-24 years, 13.3% between 25-34 years, 25.8% between 35-54 years, 11.4% between 55-64 years, and 15.9% over 65 years, with 50.8% of the total being female.

Education

Among the City's institutions of higher learning is the private school of Shenandoah University and the Lord Fairfax Community College. The Winchester Public School System consists of one high school, middle school, intermediate school, and four elementary schools. High school graduates constitute 84.1% of the population, with 35.1% graduating college.

Language

English is the spoken language for 80.1% of the population, with Spanish accounting for 16.3% and .6% for various other languages. Foreign-born residents make up approximately 13.2%.

Emergency Alerting

The City utilizes the cloud-based Everbridge Mass Notification system to alert citizens of warnings and emergencies using the Verizon 911 database and voluntary subscription enrollment. In addition, it is integrated with the National Integrated Public Alert & Warning System (iPAWS) for local authenticated emergency information via the National Emergency Alert System (EAS) and through the NOAA Weather Radio (NWR) nationwide network for broadcasting continuous weather information directly from the nearest National weather service office.

Hazards Analysis

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

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

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

Weather Prediction Service

The City primarily receives its weather warnings from the National Weather Service (NWS) Office in Sterling, Virginia. The NWS detects and tracks potentially dangerous storms and conditions, issues advisories, and coordinates with local agencies on potential expected impacts and threats. Additionally, the City maintains a local weather station that delivers real-time weather updates and historical data collection to the EOC and other online weather services.

Health Care System

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

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

Major Highways and Evacuation Routes

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

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

Airport

The Winchester Regional Airport (KOKV) is located to the east in Frederick County and within 2-miles of the City limits. Airport governance is conducted through an authority consisting of principals from Winchester, Frederick, Clarke, Warren, and Shenandoah Counties. The airport operates as a non-towered terminal in Class G of the national airspace. Attended airport operation hours are from 0600-2200 daily, and the airport operates on CTAF/Unicom: 122.7 for radio communications. Runways 14 and 32 are oriented east and west and are 5,498'x100' in size. A left traffic pattern is used for both runways, and altitudes for the pattern are 980' AGL (single-engine) and 1,980' AGL (multi-jet). Approaches are VOR, RNAV, ILS, or LOC with pilot-controlled lighting using CTAF frequencies. Fuel services are available 24/7. Principal vehicular access to the airport is from State Route 522 South to State Route 645 (Airport Road) from the west or State Route 50 to Airport Route from the east.

Public Schools

An elected board and a superintendent govern the Winchester Public School (WPS) system (K-12). Eight schools are strategically located throughout the City.

- Virginia Avenue Elementary (north);
- Quarles Elementary (east);
- John Kerr Elementary (west);
- Frederick Douglass Elementary (south);
- Daniel Morgan Middle (northeast);
- Daniel Morgan Intermediate (northeast);
- Handley High School (central); and
- Shihadeh Innovation Center (central).

Railroads

CSX and Winchester/Western railroad bisect the City from north to south, carrying lumber, sand, and liquid propane commodities. Spurs running east to west facilitate the movement of mining materials from Frederick County, VA.

Roads and Bridge Infrastructure

The City roads and bridge infrastructure is owned by the City and maintained by the Public Services Department with assistance from the Virginia Department of Transportation (VDOT).

Drinking-Water

The City owns and operates the Percy D. Miller Water Treatment Plant located on State Route 840 near Middletown in Frederick County, VA. Water is pulled from the North Fork of the Shenandoah River, treated, and supplied to approximately 11,000 customers (all city and some Frederick County residents) through a water distribution system of over 125 miles of pipeline. The water treatment plant can provide up to 10-million gallons of water per day. Included are several gravity-fed water tanks that assist in maintaining water service to the customers.

Wastewater Service

The City Public Services Utilities Division maintains and operates a 110-mile wastewater collection system that serves the City and portions of Frederick County, VA. In addition, through an inter-municipal agreement, the City operates and manages the 8.4 million gallons per day Opequon Water Reclamation Facility for the Frederick-Winchester Service Authority. This facility

is located just East of Winchester on VA Route 7 in Frederick County, VA, and is presently providing treatment to over 6-million gallons of wastewater produced daily.

Electric Power

Shenandoah Valley Electric Cooperative (SVEC) is a Touchstone Energy Cooperative representing a nationwide alliance of more than 680 local, consumer-owned electric cooperatives in 46 states. Touchstone Energy is an alliance of consumer-owned electric cooperatives dedicated to providing reliable, high-quality service at competitive prices. Over 14,000 meters are installed within the City serving residential and commercial facilities.

Natural Gas Service

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

Floodplain

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

Other City Characteristics and Key Facilities

- Corp of Engineers, Transatlantic Division;
- FEMA;
- FBI Records and Information Management;
- Shenandoah University;
- Apple Blossom Mall;
- Lowes and Home Depot;
- Rubbermaid Corporation;
- Continental Manufacturing;
- Walmart;
- City Hall;
- Joint Judicial Center;
- Public Schools;
- Timbrook Public Safety Center;
- Juvenile Detention and the Adult Regional Jail;
- CVS and Walgreen Pharmacies; and
- White House Products.

Planning Assumptions and Considerations

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

- Incidents begin and end at the local level and are typically managed at the lowest possible government level;
- An incident can occur with little or no warning, at any time, in any area of the City. It can escalate more rapidly than the ability of any local response organization to address it;

- An incident may threaten human life, cause property or environmental damage, and have economic impacts on individuals, governments, and the business community;
- Citizens are prepared to be independent for 3-days after the onset of a disaster;
- Nursing and assisted living facilities have effective emergency plans and MOUs to provide for services that will be needed during an emergency;
- Incident management activities will be initiated and conducted using the principles contained in the NIMS and the NRF;
- The combined expertise and capabilities of government at all levels, the private sector, and non-governmental organizations will be required to prevent, prepare for, respond to, and recover from disasters;
- All-City departments and agencies will support the EOP to the level of their abilities, resources, and expertise;
- When an incident or event occurs, the City will utilize its resources first, augmented as needed by resources available through community-to-community mutual aid. Local governments will request state assistance if an incident exceeds or is expected to exceed local capabilities;
- To ensure the continuity of government, all departments and agencies will develop their Standard Operating Procedures (SOP) or guidelines for emergency operations encompassing staffing, succession authority and key position responsibilities, response protocols, technical guidance, the concept of operations, administration, resource requirements, and checklists that support this EOP. These plans should be implemented concurrently with the EOP but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the EOP;
- Day-to-day functions, which do not contribute directly to the emergency operation, may be suspended for the duration of the emergency/disaster. Resources that would normally be required for those daily functions will be redirected to perform tasks supporting the emergency response;
- Citizens and visitors of the City expect government officials to keep them informed and provide guidance and assistance in an incident. The information must be accessible to all stakeholders, including government agencies and the public;
- A large-scale emergency or disaster will generate widespread media and public interest that is prolonged, requiring an extended commitment of resources;
- Different categories of critical infrastructures, such as medical facilities, electrical substations, and sewer lift stations, have been identified and are recorded by address and geographic latitude, and longitude and maintained at the City EOC; and
- A particularly intense event could have a devastating impact upon many primary residences in the City. This could necessitate the local governments agreeing to provide temporary emergency measures to facilitate shelter needs, such as establishing tent cities, temporary mobile housing areas, relaxation of zoning regulations, waiver of inspection fees, etc.

Capability Assessment

The Local Capability Assessment for Readiness (LCAR) document is a resource that summarizes the jurisdiction's prevention, protection, response, or recovery capabilities involving defined hazards. It is updated annually with the assistance of the Virginia Department of Emergency Management (VDEM) and provides a snapshot of the jurisdiction's preparedness capabilities and limitations, resources, and is a basis for developing training, acquiring equipment, or defining personnel needs.

Emergency Management Mission Areas

The City recognizes that most emergencies occur with little or no advanced warning, requiring near-immediate commitment and deployment of all obligated resources and personnel. The

coordination of this response is achieved through the NRF's five mission areas: Prevention, Protection, Mitigation, Response, and Recovery. While not every disaster or emergency will require coordination through all the mission areas, general response activities and emergency operations are accomplished through area-specific objectives.

Prevention

Prevent, avoid or stop an imminent, threatened, or actual act of terrorism and usually involves the following actions:

- Heightened inspections;
- Improved surveillance and security operations;
- Investigations to determine the whole nature and source of the threat;
- Public health surveillance and testing processes;
- Immunizations;
- Isolation/Quarantine;
- Law enforcement operations are aimed at deterring, preempting, interdicting, or disrupting illegal activity.

Protection

Protect citizens, residents, visitors, and assets against the most significant threats and hazards in a manner that allows the City's interests, aspirations, and way of life to thrive. Protection can involve the following actions:

- Emergency operations planning, training, exercises, and updates;
- Identification of gaps and development of capabilities;
- Public information, education, and outreach;
- Development and inclusion of volunteers and NGOs;
- Participation in mutual aid agreements and interstate/international compacts;
- Incident Action Planning;
- Support to local jurisdictions.

Mitigation

Reduce the loss of life and property by lessening the likelihood of impacts of future incidents. Mitigation actions may involve the following:

- Risk reduction through increasing protection of infrastructure and resources;
- Reduction of impact on infrastructure by elevating, relocating, or retrofitting;
- Update of local zoning and codes for future buildings and facilities;
- Educating governments, businesses, and the public on measures to reduce the likelihood/impacts of hazards.

Response

Respond quickly to save lives, protect property and the environment, and meet basic human needs after an incident.

- Pre-Impact Response Phase: Hazard Control and Assessment. The City will identify and assess the threat or hazard and begin to select control and mitigation strategies. Primary operational priorities may include:
 - Dissemination of accurate and timely emergency public information and warnings;
 - Intelligence gathering and assessment of the evolving situation;

- Resource allocation and coordination;
- Incident access and control.
- Impact Response Phase: Protective Action Implementation. The City will select protective actions appropriate to the evolving situation and deploy additional primary and support resources in this phase. Operational priorities may include:
 - Dissemination of accurate and timely emergency public information and warnings;
 - Situational Assessment;
 - Law Enforcement, EMS, Firefighting, Search and Rescue, Public Health, and Hazardous Materials Response;
 - Evacuation or shelter in place;
 - Coordination of resources and mutual aid.
- Assessment and Allocation of Short-Term Needs: Short-term operational needs are determined and dependent upon actions and assessments during the Impact Response Phase. These operations often transcend the response and recovery phases. Short-term needs may include:
 - Dissemination of accurate and timely emergency public information and warnings;
 - Situational Assessment;
 - Mass Care (Feeding and Shelter Operations);
 - Access and Security;
 - Public health efforts such as decontamination;
 - Determination of need for (continued) mutual aid.

Local governments are generally expected to meet residents' immediate basic health and safety needs in an incident. State or Federal resources may supplement those of the local government if the needs exceed the response capability of the local government and mutual aid resources. The City may provide specialized resources needed by local governments. It will assist when the scope of the incident is widespread and there is a clear need for centralized incident management and resource allocation.

Recovery

Recovery focuses on the timely restoration, strengthening, and revitalization of infrastructure, housing, a sustainable economy, health, the social, cultural, historical, and environmental fabric of communities affected by an incident.

The federal emergency recovery process is initiated when the United States President issues a Presidential Disaster Declaration (PDD). This declaration makes a series of Federal Disaster Assistance programs available to aid the City in its recovery until the return of normal operations. The basis for the declaration is the determination by the President that the incident is of such severity and magnitude that the associated response is beyond state and local capabilities. If federal assistance is required, the State Coordinating Officer (SCO) (or designee) will interface directly with representatives of the federal government. If the SCO determines that the span-of-control needs to be expanded, a Deputy SCO may be designated to ensure coordination between federal and state agency representatives and to anticipate any needs or conflicts in response or recovery as the incident progresses. Recovery actions can include the following:

- Physical restoration of essential services, facilities, and infrastructure;
- Facilitating processes and application for recovery funding sources;
- Coordinating and assisting with the recovery of other community and social services; and
- Assisting as necessary with economic recovery and stabilization.

Concept of Operations (CONOPS)

General

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

- The **Commonwealth of Virginia Emergency Services and Disaster Law of 2000**, as amended, provides that emergency services organizations and operations will be structured around the existing constitutional government. The City's organization for emergency operations consists of existing government departments, non-governmental and private sector emergency response organizations;
- The City emergency management program's hierarchy consists of the Director of Emergency Management (City Manager) and an Emergency Management Coordinator. The emergency preparedness program's day-to-day activities are delegated to the Emergency Management Coordinator, who will also be the Director's successor as necessary. In conjunction with the Emergency Management Coordinator, the Director will direct and control emergency operations in times of emergency and issue directives to other services and organizations concerning disaster preparedness and response. The City Manager's Office, in collaboration with the Public Information Officer (PIO), is responsible for all emergency public information;
- The EMD day-to-day activities include developing and maintaining the EOP and other planning documents, maintaining the City EOC in a constant state of readiness, and other responsibilities outlined in local and state regulation;
- The City must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the local, regional, state, or federal government.
- All appropriate, locally available resources should be fully committed before requesting assistance from the state. Requests for assistance will be made to the VEOC directly through the State Coordinator or indirectly through WebEOC;
- With support from designated local officials, the Director of Emergency Management or the Emergency Management Coordinator will exercise direction and control from the EOC during disaster operations. This may include the issuance of orders to evacuate large areas or other protective actions;
- At a minimum, all persons functioning in the EOC shall be trained to the appropriate level as per the adopted City NIMS Compliance Plan. Other specific training associated with respective functions shall be considered;
- Department and division leaders will develop and maintain detailed emergency plans and SOPs necessary for their respective areas of responsibility. These plans will include identification of resources necessary to execute their plans effectively;
- Department leaders will establish a COOP plan that is specific to their respective areas of responsibility and coincides with the City Continuity of Government (COG) found in Section 3 of the EOP;
- All agencies will continue to be responsible for protecting and preserving vital records essential for the COG;
- Accurate records of disaster-related expenditures will be maintained in accordance with policies and procedures established by the Finance Director or their designee. All disaster-related expenses will be documented to provide a basis for reimbursement if federal or state disaster assistance is needed;
- The City Finance Department will create emergency project expense codes that allow the proper recording of disaster-related expenses;

- EMD will submit disaster-related reports to the VEOC through WebEOC. These reports include:
 - Initial Damage Assessment Reports;
 - Daily Situational Reports; and
 - Requests for Assistance.
- Emergency assistance may be made available from neighboring jurisdictions in accordance with local mutual aid agreements or the Statewide Mutual aid (SMA) agreement. Additionally, emergency resources may also be sent to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements or, in their absence, as directed by the Director of Emergency Management or their designee as necessary and feasible;
- Support by military units may be requested through the VEOC. Military forces will support and assist local responders and receive direction from the local Director of Emergency Management or their designated representative. This will include mission-type requests, including objectives, priorities, and other information necessary to accomplish the overall mission; and
- The City will help disaster victims obtain post-disaster assistance, such as temporary housing and low-interest loans.

Declaration of Local Emergency

A Local Emergency Declaration may be declared by the Director of Emergency Management or their designee with the consent of the Winchester City Common Council and as per the Code of Virginia §44-146.21, Declaration of local emergency. A declaration should be made when a coordinated response among several local agencies/organizations must be directed or when it becomes necessary to incur substantial financial obligations to protect the health and safety of persons and property or provide assistance to the victims of a disaster.

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

A local emergency declaration activates the response and recovery programs of all applicable local and inter-jurisdictional EOPs. It authorizes the furnishing of aid and assistance in accordance with those plans. In the event the City Council cannot convene due to the disaster, the Director of Emergency Management or an elected official may declare a local emergency to exist subject to confirmation of the Winchester City Common Council at its next regularly scheduled meeting or at a special meeting within forty-five (45) days of the declaration, whichever occurs first. Sample guidance forms are provided in the appendix.

Notification of a local emergency declaration will occur to the VEOC and directly to the VDEM Region 2 Coordinator through WebEOC and phone. This is standard practice during emergency situations when the VEOC may not be activated or when the event is not impacting all or other parts of the Commonwealth. When the VEOC is activated, submitting a situation report reflecting activation status and declaring a local emergency is sufficient.

Concurrent Implementation of Other Plans

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

subordinate to the overarching core coordination structures, processes, and protocols detailed in the EOP.

Continuity of Government

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

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

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

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

Equity and Inclusion Emergency Management Practices

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

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

Local Emergency Operations Center

EMD will maintain an "always live" EOC to direct operations in times of emergency. A combination of a physical and virtual EOC or entirely virtual may be necessary when physical locations are not accessible or personnel cannot respond in person. The primary EOC is located in the Public Services Administration Building at 301 E. Cork Street, Winchester, Virginia. Backup EOCs may be established at:

- Timbrook Public Safety Center, 231 E. Piccadilly St., Winchester, Virginia;
- Active Living Center at Jim Barnett Park, 1001 E. Cork St., Winchester, Virginia; and
- Frederick County Public Safety Building, 1080 Coverstone Drive, Winchester, Virginia 22602.

The City EOC will coordinate resources to support local response to an incident affecting the community. EOCs typically coordinate with the Virginia Emergency Operations Center (VEOC) to obtain and share situational awareness and request state and federal resources. An EOC can provide interagency coordination, executive decision-making, and strategic incident management activities to support an incident/emergency. When the resources of the local jurisdiction are overwhelmed, the EOC can request resources through WebEOC or the VDEM Region 2 team. Both methods will send the resource request(s) to the Virginia Emergency Support Team (VEST) located in the VEOC.

Virginia Emergency Operations Center (VEOC)

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

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

Activation of the EOP

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

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

Activation of the EOC

The Director of Emergency Management or Coordinator may activate the EOC when any of the following conditions exist:

- There is an imminent threat to public health or safety on a large scale;

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

Staffing the EOC

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

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

Staff Notification

EMD maintains an up-to-date contact list of personnel and ESF liaisons and will use the City Everbridge notification system to alert personnel through SMS texting for immediate requests for activation. Email, landline, and cellular telephones are alternate communication methods when texting is unavailable, or the incident does not need an immediate response. Available warning time will implement increased readiness measures, ensuring maximum protection of the population, property, and supplies from the effects of threatened disasters.

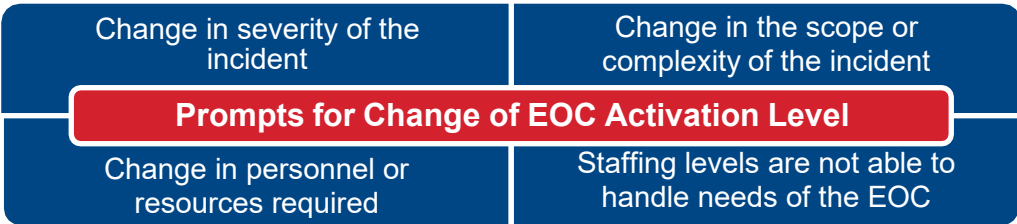
EOC Activation Levels

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

City EOC Activation/Deactivation Levels		
Level	Action	Authority
1 Steady State	Routine operations with no event or incident anticipated, and the EOC is not staffed.	EM Coordinator
2 Enhanced Monitoring	An incident or event requires increased monitoring and coordination. All ESFs are alerted. EOC is activated and staffed by ESF-5 personnel.	EM Coordinator (Advise EM Director)
3 Partial Activation	An incident or event has developed that requires coordination with additional ESF support. All ESFs are alerted. The EOC is activated and partially staffed by ESF-5, 15, and other specific ESF personnel based on the nature of the incident or event.	EM Coordinator (Consult EM Director)
4 Full Activation	An incident of such magnitude requires an extensive response and recovery efforts to a life-threatening or property-damaging event. Therefore, the EOC is activated and fully staffed by all ESF personnel.	EM Coordinator (Consult EM Director)

EOC Activation Level Escalation

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



Catastrophic Events

If a catastrophic event occurs, communications facilities may be so severely damaged that EOC staff and ESF liaisons notification through conventional methods will not be possible. In this case, staff will self-deploy to the EOC, provided they can do so without compromising their safety.

Reporting Requirements

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

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

Administration, Finance, and Logistics

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

Incident Management Actions

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

Life Safety

- Threat to responders
- Threat to the public

Incident stabilization

- Damage potential
- Incident complexity
- Infrastructure protection

Property Conservation

- Real property threatened
- Environmental impact
- Economic impact

Threat Notification and Assessment

City departments, agencies, and non-governmental organizations report threats and potential incidents using established communication lines and reporting channels. Once an incident has occurred, the Director of Emergency Management or their designee will make an initial

determination to initiate the coordination of information-sharing and incident management activities.

Non-Emergency/Normal Operations

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

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

Communication and Dissemination of Warnings and Information

Communication and dissemination of warnings and information will be provided to the public through the City mass notification system (Everbridge), social media, and other available media as determined by the City PIO. Depending on the severity of the incident, an iPAWS request will be made for alerting the public through the Federal warning system. Consideration will be made to alert individuals with sensory or cognitive disabilities and others with access and functional needs in the workplace, public venues, and in their homes.

Internal department and agency notifications and information sharing will be conducted via:

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

Pre-Incident Actions

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

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

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

- **Public Health and Safety:** Initial Safety efforts focus on actions to detect, prevent, or reduce the impact on public health and safety. Such actions can include environmental analysis, plume modeling, evacuations, emergency sheltering, air monitoring, decontamination, emerging infectious disease tracking, emergency broadcasts, etc. These efforts may also include public health education, site and public health surveillance and testing procedures, immunizations, prophylaxis, isolation, or quarantine for biological threats.
- **Responder Health and Safety:** The safety and health of responders are also a priority. Actions essential to limit their risks include full integration of deployed health and safety assets and expertise; risk assessments based upon timely and accurate data, and situational awareness that considers responder and recovery worker safety.
- **Property and Environment:** Responders may also take incident management actions to protect public and private property and the environment. Such actions may include sandbagging in anticipation of a flood or the booming of environmentally sensitive areas in response to a potential oil spill.
- **Partial Activation of EOC:** Brief local governing body of the impending situation. Alert emergency response personnel and develop a staffing plan. Determine protective action measures in preparation for the situation.

Response Actions

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

In the context of a single incident, once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation. Accordingly, the Planning Section of the EOC develops a demobilization plan 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;
- Implementation of evacuation orders as needed; and
- Public and staff shelter(s) as needed.

Recovery Actions

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

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

apply available resources, restore and revitalize the community, and reduce the impact of future disasters.

The above branches coordinate with one another to identify appropriate agency assistance programs to meet applicant needs. Hazard Mitigation measures are identified in concert with congressionally mandated, locally developed plans. Hazard Mitigation Risk Analysis; technical assistance to state and local governments, citizens, and businesses, and grant assistance are included in the mitigation framework. These branches work in tandem to track the overall progress of the recovery effort, particularly noting potential program deficiencies and problem areas.

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

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

Mitigation Actions

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

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

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

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

Organization and Assignment of Responsibilities

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

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

The organizational structure of the EOC will follow a Hybrid Incident Command System (ICS) and Emergency Support Function (ESF) organization. This structure will give flexibility in fulfilling the necessary functions of the EOC as needed. General and specific responsibilities for key positions that support City emergency operations are outlined below. In addition, responsibilities for organizations, which are not a part of local government, but support City emergency operations, are also included.

General Organization Responsibilities

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

- All employees of the City may be asked to assist with emergency operations as directed by the City Manager, Emergency Management Coordinator, or their designee;
- Develop and maintain contact lists of personnel that your organization might require during an emergency;
- Identify personnel that speak foreign languages and are willing to assist as interpreters during emergencies;
- Develop and maintain an updated line of succession to ensure timely, adequate, and appropriate 24/7 staffing and operational capabilities for your respective organization. Provide this list to the EOC when necessary for emergency operations;
- Develop and implement SOPs for the protection of City critical infrastructure from all hazards;
- Develop and implement internal SOPs to record emergency operational expenditures for local government records and possible reimbursement if funding becomes available;
- Plan for outside assistance and resources as a future need, and where appropriate, initiate mutual aid agreements through the City purchasing division;
- Familiarize all personnel within your organization with their emergency responsibilities and procedures regularly;
- Upon request, report to the EOC or provide a representative(s) as a 24/7 liaison for your organization;
- Be prepared to provide for individual and organizational administrative and logistical support for operating out of the EOC;
- Coordinate, record, and report to the Emergency Management Coordinator on all missions assigned and subsequent actions taken, and actions remaining during a disaster incident;

- All accidents and injuries involving City personnel and volunteers should follow the City Safety Policy and be reported immediately to the City Risk Officer during emergency operations.
 - Inform the City Manager and Emergency Management Coordinator of any injuries or fatalities of City employees, volunteers, hired/temporary employees/contractors, and those that are unaccounted for, who are actively supporting City emergency operations, as soon as possible;
 - Department Safety Officers should submit a consolidated injury report of all City employees injured, died, or unaccounted to the City Manager, Emergency Management Coordinator, and Human Resource Director.
- Inform the appropriate Director of any damages or destruction to City property:
 - Public Services Director: critical infrastructure, buildings and grounds, and other facilities;
 - Responsible Department Head: vehicles damaged, destroyed, or missing;
 - Emergency Management: Radio communication equipment damaged, destroyed, or missing;
 - I&S Director: IT or multimedia equipment damaged, destroyed, or missing; and
 - Finance Department: property damaged, destroyed, or missing.
- During recovery, return all organizational equipment to pre-emergency conditions and replenish organizational supplies;
 - Participate in emergency management after-action reviews as requested by the Emergency Management Coordinator. And identify areas of improvement and modify plans, policies, guidelines, and procedures; and
- Annually review all plans, policies, procedures, and guidelines for changes or additions.

Elected Officials

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

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

Director of Emergency Management

As per the Code of Virginia §44-146.19, Powers and duties of political subdivisions, the City Manager is considered the Director of Emergency Management for the City. As such, this position declares and terminates local emergencies, authorizes emergency protective actions, determines the need to evacuate any endangered areas, exercises direction and control from the EOC during disaster operations, holds overall responsibility for maintaining and updating the EOP, manages and controls certain commodities and services, requests resources from other localities,

authorizes the use of City facilities for alternative functions, and amends or suspends specific human resources policies. In addition, the Director:

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

Emergency Management Coordinator

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

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

City Departments and Agencies

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

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

- Establish and maintain a line of succession of key emergency personnel within their respective agencies.

Nongovernmental and Volunteer Organizations

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

Private Sector

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

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

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

Citizen Involvement

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

Emergency Support Functions

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

ESF Title		Primary
	ESF-1 Transportation	Public Services - Transit
	ESF-2 Communications	Emergency Management
	ESF-3 Public Works and Engineering	Public Works and Engineering
	ESF-4 Firefighting	Fire and Rescue
	ESF-5 Emergency Management	Emergency Management
	ESF-6 Mass Care, Housing, and Human Services	Social Services
	ESF-7 Logistics Management and Resource Support	Finance/Purchasing
	ESF-8 Public Health and Medical Services	Fire and Rescue

ESF Title		Primary
	ESF-9 Search and Rescue	Police Department
	ESF-10 Oil and Hazardous Materials Response	Fire and Rescue
	ESF-11 Agriculture and Natural Resources	Emergency Management
	ESF-12 Energy	Public Services
	ESF-13 Public Safety and Security	Police Department
	ESF-14 Long-Term Safety and Security	Planning
	ESF-15 External Affairs	Communications

Primary Agency

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

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

Support Agency

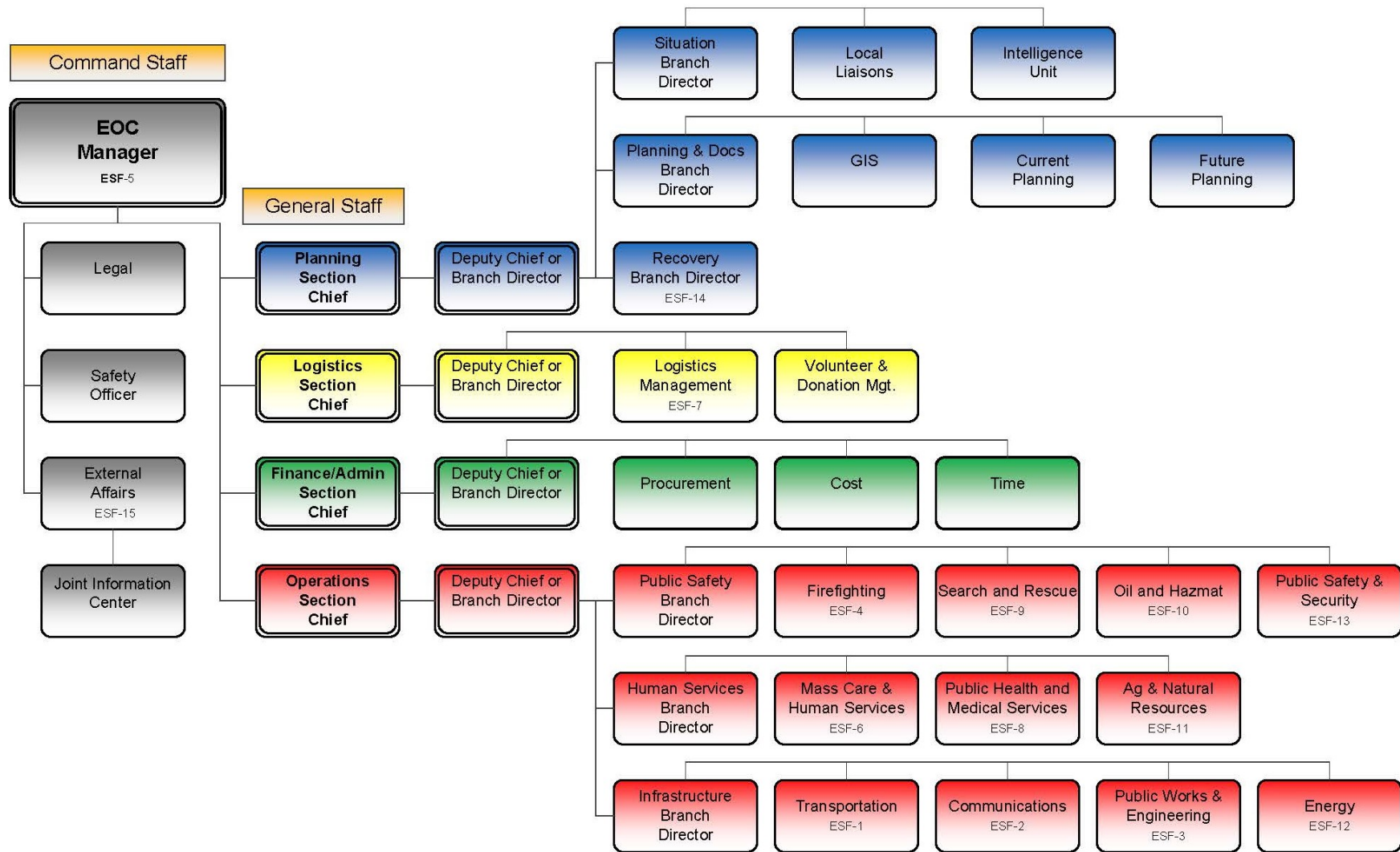
A support agency has specific capabilities and resources to support the lead agency in executing the ESF mission. Specific responsibilities are articulated in the individual Annexes, but the support agencies primary responsibilities are:

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

Emergency Support Function Responsibility Matrix

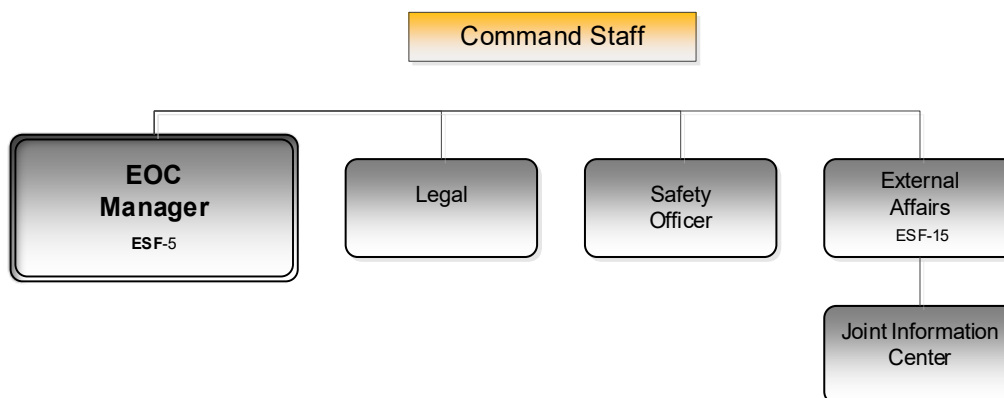
Legend: P – Primary Agency(s) S – Support Agency(s)	ESF-1 Transportation	ESF-2 Communications	ESF-3 Public Works and Engineering	ESF-4 Firefighting	ESF-5 Emergency Management	ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services	ESF-7 Logistics Management and Resource Support	ESF-8 Public Health and Medical Services	ESF-9 Search and Rescue	ESF-10 Oil and Hazardous Materials Response	ESF-11 Agriculture and Natural Resources	ESF-12 Energy	ESF-13 Public Safety and Security	ESF-14 Long-Term Community Recovery	ESF-15 External Affairs
City Attorney			S		S		S					S			
City Manager’s Office					S										
City Sheriff		S			S	S			S				S		S
Clerk of the Court					S										
Commissioner of Revenue					S										
Communications	S	S	S	S	S	S	S	S	S	S	S	S	S	S	P
Economic Development					S									S	
Elections and Voter Registrar					S										
Emergency Communications Center		S		S	S					S			S		
Emergency Management	S	P	S	S	P	S	S	S	S	S	P	S	S	S	S
Engineering	S		P		S										
Facility Maintenance	S		S		S	S						S			
Finance/Purchasing			S		S		P								
Fire and Rescue	S	S	S	P	S	S		P	S	P			S	S	S
Human Resources					S										
Innovation & Information Systems		S			S	S						S		S	S
Old Town Development Board					S										
Parking Authority					S										
Parks and Recreation	S		S		S	S									
Planning					S									P	
Police Department	S	S	S	S	S	S	S	S	P	S			P	S	S
Public Services	S											P			
Public Schools	S		S		S	S								S	S
Public Works	S		P	S	S			S	S	S			S	S	
Social Services	S				S	P	S		S						S
Tourism					S										
Transit	P			S	S	S									
Treasurer					S										
Utilities	S		P		S										
Zoning & Inspections	S		S		S			S					S	S	

Organizational Structure of the EOC



Command Staff

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



EOC Manager

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

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

- Assigning a Deputy EOC Manager, as needed;
- Evaluating situational information and directing EOC efforts;
- Prioritizing emergency efforts taking place across the State when limited resources are available;
- Approving Situation Reports and Incident Action Plans;
- Assigning a Liaison with State and Federal agencies participating in the response and recovery efforts;
- Coordinating with companies, agencies, non-governmental organizations, and any other entities involved in the incident.

Legal Advisor

The Legal Advisor provides guidance relating to the interpretation of local and state statutes, laws, and legal requirements for emergency legislation, in addition to other legal questions or issues that may arise. In addition, the Legal Advisor will advise the EOC Manager on legal matters pertaining to preparedness, response, and recovery activities and assist in preparing documentation to support local declarations of emergency or requests for a state disaster declaration.



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



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

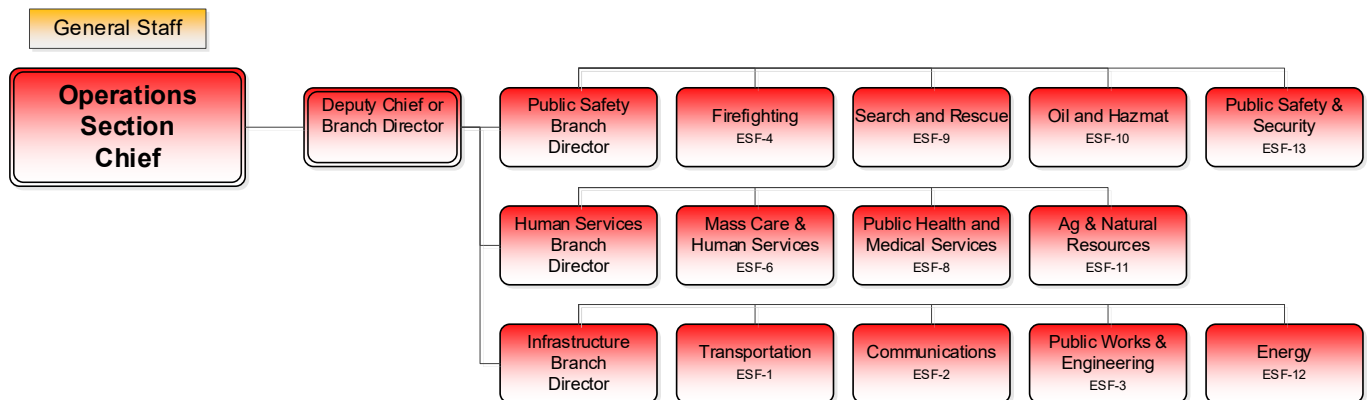
Joint Information System

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

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

Operations Section

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



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

- Coordinate with local responders, through the respective ESFs and Local Liaisons, to identify and meet unmet resource needs;
- Provide the Planning Section with updates for the Situation Report;
- Coordinate support for emergency response operations in conjunction with the ESFs, and following appropriate plans and procedures;

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

Operations Section Chief

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

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

Public Safety Branch Director

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



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



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



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



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

Health and Human Services Branch Director

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



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



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



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

Infrastructure Branch Director

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



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



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



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

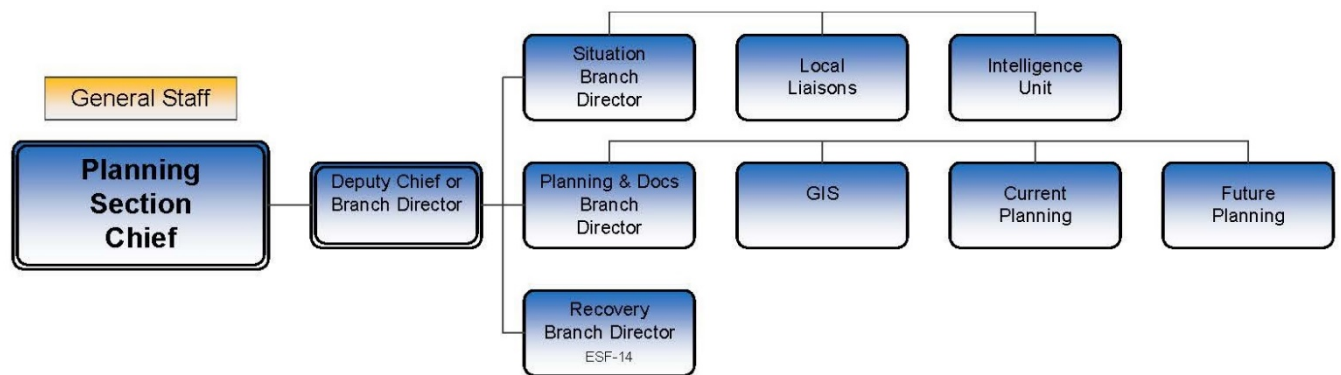
sustaining actions, damage mitigation, and recovery activities before, during, and after an emergency/disaster event.



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

Planning Section

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



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

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

Planning Section Chief

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

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

Situational Awareness Branch Director

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

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

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

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

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

- Identifying, prioritizing, and coordinating activities in support of the protection of critical assets, systems, and networks;
- Establishing and maintaining a comprehensive, multi-tiered, dynamic information-sharing network designed to provide timely and actionable threat information, assessments, and warnings to public and private sector security partners;
- Protecting sensitive information provided by the private sector and facilitating the development of sector-specific and cross-sector information sharing and analysis systems, mechanisms, and processes;

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

Planning and Documentation Branch Director

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

GIS supports the EOC in developing GIS products, maps, or other visuals to achieve a common operating picture.

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

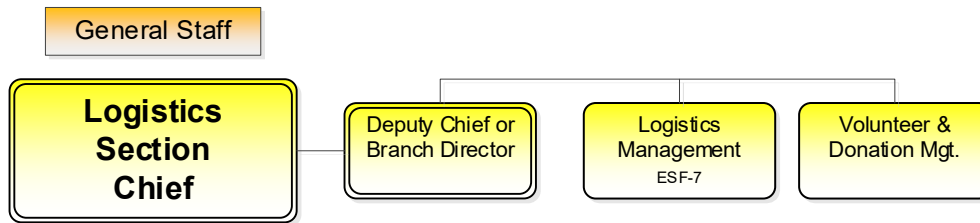
Future Planning Unit is responsible for developing the IAP and conducting future planning for response and recovery efforts. Recovery planning is coordinated with the Recovery Branch. Incident-specific contingency plans are developed in coordination with the Logistics Section. The Future Planning Unit is responsible for developing the EOC roster. In addition, the unit provides strategic guidance and recommendations to EOC staff, identifies intermediate and long-term objectives for the IAP, and oversees the development of the Demobilization Plan if required.

Recovery Branch Director

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

Logistics Section

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



Logistics Section Chief

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

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



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

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

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

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

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

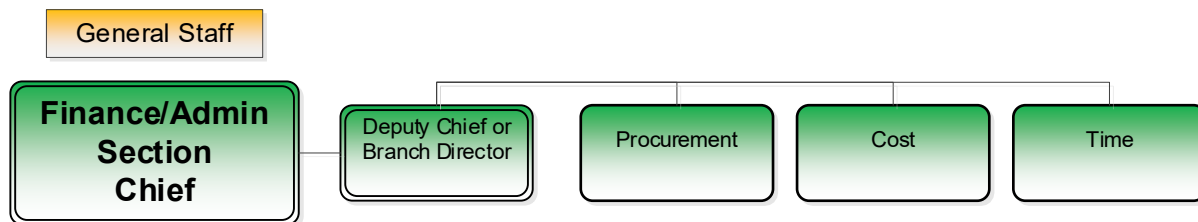
Primary and support agencies will maintain up-to-date agreements with various other agencies, regions, states, as appropriate. Support agencies should keep the primary agency informed of any such agreements that may affect resources or capabilities during an emergency. The EMD also maintains agreements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

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

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

Finance and Administration Section

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



Finance and Administration Section Chief

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

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

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

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

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

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

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

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

Plan Development, Maintenance, and Testing

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

Development

The Director of Emergency Management has the overall responsibility for emergency planning and coordinating state resources in incident operations. Each entity with emergency management responsibility is tasked with developing and maintaining appropriate planning documents that address responsibilities assigned in this plan, including SOPs, implementing procedures, or operational guidelines.

Coordination

The Emergency Management Coordinator will ensure compatibility between the City's EOP and the plans and procedures of critical facilities and private organizations within the City as appropriate. If an incident exceeds the City's emergency response capabilities, outside assistance may be requested, either through mutual aid support agreements with nearby jurisdictions, statewide mutual aid, volunteer emergency organizations, or through the VEOC. In the event of State and Federal resource requests, a local emergency must be declared, and local resources must already be fully committed. The Emergency Management Coordinator will facilitate and maintain MOU agreements with the various support agencies. Individual departments and agencies shall develop and maintain MOU agreements that can assist with their areas of responsibility.

Plan Adoption

The City will formally adopt the EOP by the City Council every four (4) years. This EOP shall be distributed electronically to all City departments and agencies in addition to being made available

in Adobe® PDF format and publicly posted on the City website. In addition, a hardcopy of the EOP and any associated planning documents will be made available in the EOC.

Maintenance

This plan is a living document and is the principal source of information concerning the City's Emergency Management Program. Designated components of the City government have responsibility for developing and maintaining portions of this plan and the overall implementation.

The Emergency Management Coordinator has the responsibility for maintaining and updating the EOP. It should be updated, improved based on lessons learned, and republished following an actual or threatened emergency. ESF agencies will be responsible for updating their respective ESF Annexes, facilitated by EMD. The EOP and ESF Annexes will be reviewed after an emergency and readopted by the City Council every four years. It should be updated annually in the absence of an emergency and preferably after a training exercise or drill, as needed. Reviews and updates will consider the following elements:

- Formal updates of planning guidance or standards;
- Change in elected/appointed officials;
- Changes in response resources (e.g., policies, personnel, organizational structures, leadership/management processes, facilities, equipment, jurisdictional demographics or hazards or threat profile);
- After-Action Reports and Improvement Plans from exercises, incidents, or events;
- Enactment of new or amended laws or Executive Orders;
- Changes in demographics or hazard profiles.

Training

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

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

All personnel will be provided the opportunity to receive the necessary training to execute those responsibilities in an effective and responsible manner. As per the City Council adopted NIMS Compliance Policy 2009 (see appendix 1-5), all personnel shall be trained to the following minimum levels of the NIMS:

Personnel

- IS-100: Introduction to Incident Command System (current version online);
- IS-200: Basic Incident Command System for Initial Response (current version online); and

- IS-700: An Introduction to the National Incident Management System (current version online).

Team Leaders, Department Heads, and Supervisors (in addition to the above)

- IS-800: National Response Framework, An Introduction (current version online);
- ICS-300: Intermediate ICS for Expanding Incidents (classroom); and
- ICS-400: Advanced ICS Command and General Staff (classroom).

Elected Officials

- IS-908: Emergency Management for Senior Officials.

The Emergency Management Coordinator will recommend additional training opportunities for position-specific needs and facilitate these courses into future training/exercise schedules.

Exercises

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

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

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

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

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

- **Full-Scale Exercises (FSE)** are multi-agency, multi-jurisdictional, multi-discipline exercises involving functional (e.g., joint field office, emergency operation centers, etc.) and "boots on the ground" response (e.g., firefighters decontaminating mock victims).

After Action Reports

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

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

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

Authorities and References

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

Federal

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended;
- Superfund Amendments and Reauthorization Act (SARA, Title III);
- National Response Framework (NRF);
- National Incident Management System (NIMS); and
- Comprehensive Preparedness Guide (CPG) 101.

Commonwealth of Virginia

- [Commonwealth of Virginia Emergency Services and Disaster Laws of 2000](#), as amended; and
- The Commonwealth of Virginia Emergency Operations Plan.

Local

- City of Winchester Code of Ordinances;
- [Northern Shenandoah Valley Region Multi-Jurisdictional Hazard Mitigation Plan](#);
- Local Emergency Planning Committee (LEPC) by-laws;
- SARA-Title III Emergency Response Plan of Winchester & Frederick County; and

- Mutual aid agreements with partner agencies.

CICF/DCJS Language and Contact Information

In an emergency when crime victims are involved as defined by the Code of Virginia, §19.2-11.01, Crime victim and witness rights, the Virginia Department of Criminal Justice Services (DCJS) and the Virginia Criminal Injuries Contact Fund (VCICF) shall be immediately contacted to deploy. Both entities will serve as the lead for coordinating services and assistance to the victims.

VA Department of Criminal Justice Services

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

Virginia Victims Fund (officially the Criminal Injuries Compensation Fund)

Kassandra Bullock, Director
During office hours: (804) 367-1018
Leigh Snellings, Assistant Director
During office hours: 1-800-552-4007

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

Appendix 1-1: Succession of Authority

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

Function	Lead Title	Successor 1 Title	Successor 2 Title	Successor 3 Title
City Manager's Office	City Manager	Program Manager	Chief Financial Officer	Mayor/Council President
City Attorney	Esquire	Esquire	Esquire	-
Communications (PIO)	Communications Director	Communications Manager	-	-
Constitutional Officers				
Clerk of the Circuit Court	Clerk			
Commissioner of the Revenue	Commissioner of the Revenue	Deputy Commissioner of the Revenue	Deputy Commissioner of the Revenue	Deputy Commissioner of the Revenue
Commonwealth's Attorney	Commonwealth's Attorney	Deputy Commonwealth's Attorney	Senior Assistant Commonwealth's Attorney	
City Sheriff	Sheriff	Chief Deputy Sheriff		
Elections	General Registrar			
Treasurer	Treasurer	Chief Deputy Treasurer	Deputy Treasurer	
Development Services				
Arts and Vitality	Community Arts and Vitality Manager	Business and Community Development Manager	Development Services Director	Development Services Assistant
Economic Development	Development Services Director	Business and Community Development Manager	Planning Director	Zoning Administrator
Planning	Planning Director	Development Services Director	Zoning Administrator	Planner II
Tourism	Tourism Executive Director	Visitor and Community Relations Specialist	Development Services Director	Communications Director
Zoning & Inspections	Zoning Administrator	Development Services Director	Planning Director	Senior Zoning Inspector
Emergency Management	Emergency Management Coordinator	Director of Emergency Management	Mayor/Council President	Radio System Manager
Fire and Rescue	Fire Chief	Assistant Fire Chief	Deputy Chief of Community Risk Reduction	Deputy Chief of Operations
Parks & Recreation	Park & Recreation Director	Assistant Director	Aquatics/Facilities Coordinator	
Police	Chief	Deputy Chief - Operations	Deputy Chief – Administration	Captain - Patrol

Emergency Communications Center	ECC Director	ECC Operations Supervisor	ECC Lead Communications Specialist	ECC Lead Communications Specialist
Public Services				
Engineering	City Engineer	Public Services Director	Public Property Coordinator	Capital Improvements and Infrastructure Division Manager
Facilities Maintenance & Parking	Facility and Parking Division Manager	Assistant Facilities Director	Facility Maintenance Tech III	Public Services Director
Public Works	Public Works Division Manager	Traffic Supervisor	Refuse and Recycling Coordinator	Streets Supervisor
Transit	Transportation Services Division Manager	Transit Supervisor	Public Services Director	Public Works Division Manager
Utilities	Public Services Director	Water and Wastewater Treatment Division Manager	Capital Improvements and Infrastructure Division Manager	City Engineer
Social Services	Director	Deputy Director	Deputy Director	Administrative Services Manager
Support Services				
Finance	Chief Financial Officer	Financial Services Director	Purchasing Agent	Accounting Manager
Human Resources	Human Resources Director	Chief Financial Officer	HR Operations Manager	-
Innovation & Information Services	I&S Director	Applications & Project Manager	Systems Operations Manager	Help Desk Operations Manager

**A RESOLUTION DECLARING A LOCAL STATE OF EMERGENCY
FOR THE CITY OF WINCHESTER, VIRGINIA AS A RESULT OF**

WHEREAS, the Common Council of the City of Winchester, Virginia considers the safety and welfare of the residents of the City to be of utmost importance; and,

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

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

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

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

WHEREAS, City Manager _____ has declared that a local state of emergency exists in the City of Winchester as a result of _____, effective on **DATE at Hours** and subsequently requests the consent of the Common Council to proceed with the declaration of emergency.

NOW THEREFORE BE IT RESOLVED, that the Common Council for the City of Winchester, Virginia hereby consents to the local Director of Emergency Management declaring a local state of emergency within the City of Winchester; and,

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

Resolution No. _____

ADOPTED by the Common Council of the City of Winchester on this day of.

**A RESOLUTION TERMINATING A LOCAL STATE OF EMERGENCY
FOR THE CITY OF WINCHESTER, VIRGINIA AS A RESULT OF**

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

[Describe the situation that occasioned the disaster declaration];

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

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

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

A RESOLUTION RESTRICTING, ALLOCATING, REGUALTING ACTIVITIES AND COMMODITIES DURING A LOCAL STATE OF EMERGENCY FOR THE CITY OF WINCHESTER, VIRGINIA AS A RESULT OF _____

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

[Briefly describe the situation]; and

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

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

1. CURFEW

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

2. MOVEMENT OF PEOPLE AND OCCUPANCY OF PREMISES

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

3. UTILITIES

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

4. FLAMMABLE PRODUCTS

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

5. EXPLOSIVES

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

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

6. ALCOHOLIC BEVERAGES

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

7. PRICE CONTROLS

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

8. SUSPENSION AND MODIFICATION OF ORDINANCES

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

9. PENALTIES

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

10. EMERGENCY

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



THE COMMON COUNCIL

Rouss City Hall
15 North Cameron Street
Winchester, VA 22601
540-667-1815
TDD 540-722-0782
www.ci.winchester.va.us

I, Kari J. Van Diest, Deputy Clerk of the Common Council, hereby certify on this 13th day of January, 2009, that the following Resolution is a true and exact copy of one and the same adopted by the Common Council of the City of Winchester, assembled in regular session on the 11th day of October, 2005.

**NATIONAL INCIDENT MANAGEMENT SYSTEM
RESOLUTION**

WHEREAS, the delivery of non-emergency and emergency services to the citizens of the City of Winchester are the responsibility of City Government; and

WHEREAS, the delivery of services is based on the ability of the City to perform in a unified and organized manner; and

WHEREAS, the City of Winchester is committed to providing optimum service delivery to the community; and

WHEREAS, the City coordinates with other jurisdictions and agencies during times of major emergency events: and

WHEREAS, continuity of government services must continue whether dealing with a minor or major event: and

WHEREAS, the adoption and utilization of an Incident Command System in coordination with the National Incident Management System is strategic in the delivery of services; and

WHEREAS, the City endorses the utilization of the National Incident Management System (NIMS);

NOW, THEREFORE, BE IT RESOLVED that the Common Council recognize the National Incident Management System, its principles and policies: and

BE IT FURTHER RESOLVED that the Common Council through this resolution incorporates the Incident Command System (ICS) and National Incident Management System (NIMS) within the response system of the City of Winchester.

Resolution No. 2005-51.

Witness my hand and the seal of the City of Winchester, Virginia.



Kari J. Van Diest
Kari J. Van Diest
Deputy Clerk of the Common Council

Appendix 1-6: List of Acronyms

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

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

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

Appendix 1-7: Glossary of Key Terms

Access and Functional Needs

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

Activation

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

Alternate Facility Location

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

Amateur Radio Emergency Services (ARES)

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

American Red Cross (ARC)

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

Business Impact Model

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

Capabilities-Based Planning

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

Checklist

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

Citizen Corps

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

Cold Site

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

Community

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

Command Section

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

Command Post (CP)

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

Comprehensive Resource Management

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

Consequence

An effect of an incident or occurrence.

Continuity of Government (COG)

Preservation of the institution of government

Continuity of Operations Coordinator

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

Continuity of Operations Plan (COOP)

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

Coordination

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

Critical Incident Stress Debriefing Team (CIST)

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

Dam

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

Damage Assessment

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

Decontamination

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

Delegations of Authorities

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

Devolution

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

Disability

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

Disaster

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

Earthquake

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

Emergency

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

Emergency Assistance

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

Emergency Alert System (EAS)

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

Emergency Medical Services (EMS)

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

Emergency Operations Center (EOC)

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

Emergency Operations Plan (EOP)

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

Emergency Management (EM)

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

Emergency Preparedness

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

Essential Functions

Activities necessary to maintain continuity of operation

Evacuation

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

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

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

Evacuees

Persons that are displaced due to a disaster event

Emergency Support Function (ESF)

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

Exercise

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

Facilities

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

Federal Coordinating Officer

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

Federal Disaster Assistance

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

Flood

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

Geographic Information System (GIS)

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

Governor Authorized Representative

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

Hazard

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

Hazardous Material (HAZMAT)

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

Hazardous Materials Emergency Response Plan

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

Hot Site

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

Homeland Security Exercise and Evaluation Program (HSEEP)

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

Household Pet

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

Hurricane

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

Implementation Procedure Checklist

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

Incident

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

Incident Command System (ICS)

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

Incident Commander (IC)

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

Incident Management Assistance Team (IMT)

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

Initial Damage Assessment Report

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

Integrated Communications Plan

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

Internal Call List

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

Joint Field Office (JFO)

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

Joint Information Center (JIC)

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

Jurisdiction

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

Key Personnel

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

Likelihood

Estimate of the potential for an incident's occurrence.

Limited English Proficiency

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

Line of Succession

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

Local Emergency

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

Local Emergency Planning Committee (LEPC)

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

Mass Care

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

Mitigation

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

Mutual aid Agreement

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

National Incident Management System (NIMS)

A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, non-governmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

National Response Framework (NRF)

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

National Weather Service (NWS)

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

Nongovernmental Organization (NGO)

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

Planning Assumptions

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

Preparedness

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

Prevention

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

Protected Group

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

Protection

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

Presidential Declaration

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

Primary Agency(s)

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

Reconstitution

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

Record Retention

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

Recovery

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

Resource Management

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

Response

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

Regional Information Coordination Center (RICC)

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

Risk

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

Risk Assessment

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

Risk Identification

The process of finding, recognizing, and describing potential risks

Risk Management

The process of managing identified risks

Scenario

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

Scenario-Based Planning

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

Senior Official

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

Service Animal

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

Situation Report (Sit-Rep)

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

Span of Control

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

Standard Operating Procedure/Guideline

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

State Coordinating Officer

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

State of Emergency

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

Statewide Mutual aid

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

Superfund Amendments and Reauthorization Act of 1986 (SARA)

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

Support Agency(s)

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

Terrorism

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

Tornado

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

Uncertainty

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

Unified Command (UC)

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

Vital Records, Systems, and Equipment

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

Vulnerability

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

Warm Site

An alternate processing site which is only partially equipped

Warning

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

Weapons of Mass Destruction

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



Emergency Operations Plan EOP

Section 2: Emergency Support Function Annex

Table of Contents

Section 2:.....	i
Emergency Support Function Annex.....	i
Table of Contents	ii
Annex 2-1: ESF-1 Transportation	1
Annex 2-2: ESF-2 Communications.....	5
Annex 2-3: ESF-3 Public Works and Engineering.....	9
Annex 2-4: ESF-4 Firefighting.....	16
Annex 2-5: ESF-5 Emergency Management.....	19
Annex 2-6: ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services.....	22
Annex 2-7: ESF-7 Logistics Management and Resource Support	28
Annex 2-8: ESF-8 Health and Medical Services	33
Annex 2-9: ESF-9 Search and Rescue	39
Annex 2-10: ESF-10 Oil and Hazardous Materials Response.....	42
Annex 2-11: ESF-11 Agriculture and Natural Resources	51
Annex 2-12: ESF-12 Energy	54
Annex 2-13: ESF-13 Public Safety and Security	58
Annex 2-14: ESF-14 Long-Term Community Recovery	61
Annex 2-15: ESF-15 External Affairs	68

Annex 2-1: ESF-1 Transportation



Primary Agency(s)
Transit

Support Agency(s)
Communications
Emergency Management
Fire and Rescue
Parks and Recreation
Police Department
Public Schools
Public Services
Social Services

EOC Section:
Operations

EOC Branch:
Infrastructure

Purpose

To address transportation requirements and other support functions in the performance of their respective missions during an emergency that accomplishes response, recovery, and evacuation assistance from an area at risk.

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 City transportation resources;
- Prioritization or allocation of all City government transportation resources;
- Processing all transportation requests from City agencies and emergency support functions. This ESF will coordinate evacuation transportation as its priority; and
- Facilitate movement of the public in coordination with other transportation agencies.

Policies

- This ESF lead will use the most effective means of transportation resources to carry out the necessary duties during an incident;
- Emergency Management will recognize State and Federal policies, regulations, and priorities used to control the movement of relief personnel, equipment, and supplies; and
- Facilitate the prompt deployment of resources and priorities for various incidents are developed and maintained through an interagency process led by the City before an incident. Each ESF is responsible for compiling, submitting, and updating information and requests for inclusion in the ESF-1 Transportation prioritized requests.

Concept of Operations

General

- The EOP 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 a lack of useable surface transportation infrastructure and resources;
- 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 challenging 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 EOC for coordination, validation, or action following this ESF;
- In conjunction with the Virginia Department of Transportation (VDOT), this ESF is responsible for coordinating resources needed to restore and maintain transportation routes necessary to protect lives and property during an emergency or disaster event;
- VDOT may provide a liaison and information on road closures, alternate routes, infrastructure damage, debris removal, as well as rail and bus transit and restoration activities; and
- The Department of Public Services (including the Divisions of Engineering, Facilities Maintenance, Utilities, Public Works, and Traffic), in conjunction with support agencies (VDOT), will assess the condition of highways, bridges, signals, rail, bus transit, and other components of the transportation infrastructure in conjunction with the City's on-call contracted engineering consultants as appropriate:
 - Close infrastructure determined to be unsafe;
 - Post signing and barricades; and
 - Maintain and restore critical transportation routes, facilities, and services.

Actions

- This ESF will develop, maintain, and update plans and procedures for use during an emergency. These plans should include but are not limited to:
 - Lists of evacuation routes;
 - Evacuation maps; and
 - Lists of designated pick-up sites.
- Public Services personnel will stay up-to-date with education and training that is required for a safe and efficient response to an incident;
- Alert local primary representatives of a possible incident, and begin preparations for mobilization of resources;
- If necessary, contact State or Federal agencies and alert support departments. Assess initial damage and work to decide on the priorities for reconstruction and restoration of critical transportation facilities in conjunction with the City's on-call contracted engineering consultants;
- Keep records of all expenses, and continue through the duration of the emergency;
- Prepare appropriate City facilities for possible use;
- Identify a City Transportation Officer (Public Services Director or their designee) to coordinate transportation issues, as needed;
- Ensure personnel coordinate 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(s)

- Public Services
 - Staff EOC as required to coordinate activities;
 - Partners with VDOT and Federal departments as well as local industry to assess damage and impact on transportation and infrastructure;
 - Coordinates and implements response and recovery functions as a primary agency in conjunction with the City's on-call contracted engineering consultants;
 - 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;
 - Ensures safe and open transportation routes;
 - Monitor traffic flows in and out of the City;
 - Identify acceptable City primary and secondary evacuation routes;
 - Maintenance and continued operation of infrastructure in the City right-of-way, including traffic engineering and street maintenance;
 - Relocation of essential equipment and supplies; and
 - Transit Division
 - Identify available transportation resources and maintain a transportation resource contact list;
 - Coordinate with Winchester Public Schools, other public agencies, and City of Winchester businesses regarding emergency use of their transportation assets and develop appropriate written agreements and procedures for notifying appropriate officials of emergencies;
 - Coordinate with public transportation authorities and commercial transportation providers to establish procedures for providing transportation resources during emergencies;
 - Coordinate with other emergency services to identify and prioritize the transportation of supplies, equipment, materials, and passengers necessary for response and recovery operations;
 - Coordinate with special facilities to determine their requirements for specialized transportation support during emergencies and the arrangements the facilities have made to provide such support;
 - Coordinate public transportation support for mass evacuations;
 - Coordinate with the ESF-13 Public Safety and Security on evacuation routes;
 - Coordinate with the ESF-5 Emergency Management on the location of transportation pickup points and staging areas;
 - Coordinate with local public transportation authorities' pickup points and times for citizens requiring public transportation; and
 - Provide the Public Information Officer timely information on emergency transportation arrangements that can be disseminated to the public.

Support Agency(s)

- General
 - Support the primary agency in the mission of ESF-1 Transportation;
 - Maintain resource roster, inventory, and standard operating procedures;
 - Forward prioritized emergency transportation requests and determine pickup points and staging areas in conjunction with the Transportation Officer; and
 - Provide current information on available transportation equipment and personnel to the Transportation Officer to update the transportation resource list.
- Communications
 - The City Public Information Officer will receive updates & reports from the Public Services EOC representative(s) after receiving information from the Transportation Officer or their designee; and

- After receiving updates, reports, and information, the City Public Information Officer will then disseminate information to the public, the media & The City Council, and other individuals as deemed appropriate.
- Emergency Management
 - Assist in identifying volunteer transportation resources;
 - Determine transportation pickup points and staging areas, in conjunction with the Transportation Officer; and
 - Coordinate situation reports and resource requests with the VEOC.
- Fire and Rescue
 - Coordinate transportation of disaster victims to area medical facilities by city and private medical transport units;
 - Identify/assist with the evacuation of individuals;
 - Assist Public Services efforts in mitigation, preparedness, response, and recovery; and
 - Assist with damage assessments of transportation routes.
- Parks and Recreation
 - Provide current information on available transportation equipment to the Transportation Officer for use in updating the transportation resource list;
 - Provide transportation and drivers for evacuation of the general public; and
 - Provide equipment and personnel to fulfill requirements for emergency transportation of cargo and passengers upon request of the Transportation Officer and to the extent possible.
- Police Department
 - Provide security, traffic control, and law enforcement at evacuation processing centers, shelters, evacuated areas, and vital facilities and supplies;
 - Evacuation and access control of threatened areas or damaged areas;
 - Assist in determining evacuation routes and provide traffic control for large-scale evacuations; and
 - Provide security at pickup points and staging areas as required.
- Public Schools
 - Assists with the coordination with outside agencies for support as needed (i.e., National Guard, Virginia Defense Force, Virginia State Police, etc.);
 - Provide current information on available transportation equipment to the Transportation Officer for use in updating the transportation resource list;
 - Provide and maintain equipment and personnel to fulfill requirements for emergency transportation of cargo and passengers, upon request of the Transportation Officer; and
 - Assist with damage assessments of transportation routes.
- Social Services
 - Coordinates transportation needs for mass care sheltering.

Annex 2-2: ESF-2 Communications



Primary Agency(s)
Emergency Management

Support Agency(s)
**Communications
Emergency Communications
Center
Fire and Rescue
Innovation & Information
Services
Police Department**

EOC Section:
Operations

EOC Branch:
Infrastructure

Purpose

To support City agencies and the public by maintaining continuity of information, telecommunication equipment, and other technical resources.

Scope

This ESF is responsible for keeping the public and City employees informed about an emergency, providing guidance when appropriate to help save lives and protect property, and supporting City agencies to restore and reconstruct telecommunications equipment, computers, and other technical resources. This section describes the City's emergency communications/notification and warning system.

The City will coordinate with the VEOC should outside assistance be required to accurately and efficiently transfer information during any disaster incident and for the technology associated with the representation, transfer, interpretation, and processing of data among people, places, and machines. Communications include transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.

Policies

- The ECC is a secure facility accessible to authorized personnel only and operates 24-hours a day, seven days a week and serves as the 911 center and the local warning point;
- The EOC will provide support personnel to assist with communications that include the Radio Communications Manager; and
- The EMD will maintain the City mass notification system and initiate warnings to the public and appropriate emergency personnel.

Concept of Operations

- The EOP provides guidance for managing emergency communications resources;
- The City ECC is the point of contact to receive all warnings and notifications of actual or impending emergencies or disasters. The dispatcher(s) on duty will notify other key personnel, chiefs, and department heads as required by the type of report and standard operating procedures (SOP);

- The ECC is accessible to authorized personnel only. The ECC is most often the first point of contact for the general public;
- The EMD and Communication Department can broadcast emergency alerts to the public via. These systems shall ensure information is available to individuals with access and functional needs as required by the Americans with disabilities act:
 - Everbridge mass alerting system; and
 - Federal Integrated Public Alerting and Warning (iPAWS) system.
- During a major disaster, additional telephone lines may be utilized in the EOC to coordinate emergency operations. The EMD, in conjunction with ESF-15 External Affairs, will coordinate an information call center locally and disseminate disaster specific information obtained from operational period briefings with Emergency Management Coordinator and EOC staff;
- Amateur radio operators may provide emergency backup radio communications between the EOC, VEOC, and regional partners should regular communications be disrupted. They may also provide communications with some in-field operators;
- Common terminology will be used so that multiple agencies are better able to interact and understand each other; and
- Should an evacuation become necessary, warning and evacuation instructions will be disseminated to the public. The City PIO or Joint Information Center (JIC) will develop and provide public information announcements and publications following ESF-15 External Affairs 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.

Organizational

- The ECC is dependent on a commercial telephone network. Technical failure or damage to telecommunications equipment could hamper communications with emergency personnel and the public throughout the locality. The local radio system 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;
- The City radio system will be maintained by a Radio Communication Manager and provides interoperability with neighboring jurisdictions through established radio frequencies and national disaster programming; and
- Amateur radio operators and other non-governmental volunteer groups used to assist with emergency radio communications support will be under the authority of the Director or Coordinator of Emergency Management. The amateur radio and other non-governmental volunteer operators will be required to be NIMS compliant and actively participate in regular training and exercises established by Emergency Management.

Actions

- The I&IS department will make available personnel to support the communications technologies incorporated into the ECC and EOC;
- The ECC will initiate notification and warning of appropriate personnel. The EMD will follow up with additional notifications and warnings as appropriate. Landline telephones, voice or 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 may be used to warn the general public using alert routing;
- The Emergency Management Director or their designee must authorize the use of the iPAWS;

- Pre-scripted emergency messages shall be prepared for use with warning systems that are capable of delivering a verbal or written message; and
- Emergency warnings may originate at the Federal, State, or City level of government. A timely warning requires dissemination to the public by all available means discussed previously and including:
 - Route Alerting and Door-to-Door Warning; and
 - NOAA Weather Radio messages through weather radios

Responsibilities

Primary Agency(s)

- Emergency Management
 - Initiate alert messages to the public, including those with access and functional needs;
 - Develop and maintain call-down lists for schools, nursing homes, and daycares;
 - Activate an EOC Call Center for disaster specific related callers;
 - Coordinate, provide, and maintain the necessary staff to handle call volume;
 - Collect and share information with the EOC;
 - Serve as Point of Contact with the VEOC;
 - Provide radio communications and interoperability with neighboring jurisdictions; and
 - Support and promote interoperability to any local public safety responders responding within the City.

Support Agency(s)

- General
 - Support the Primary Agency(s) in the mission of ESF-2 Communications; and
 - Maintain resource roster, inventory, and standard operating procedures;
- City Sheriff
 - Assist in the dissemination of warnings in coordination; and
 - Communicate using common terminology
- Communications Department
 - Coordinate all press releases, briefings, and information dissemination to the public; and
 - Function in a JIC as appropriate
- Emergency Communications Center
 - Develop and maintain primary and alternate communications systems for contact with local jurisdictions, State agencies, nongovernmental and private sector agencies required for mission support;
 - Provide additional staffing in the EOC (or off-site) to assist with communications functions;
 - Develop and maintain an emergency communications program and plan; and
 - Provide telephone service providers with a restoration priority list for telephone service before or following a major disaster.
- Fire and Rescue
 - Assist in the dissemination of warnings in coordination with the ECC, Emergency Management, and other departments;
 - Communicate using common terminology; and
 - Provide public information personnel to support a JIC as needed.
- Innovation & Information Services
 - Ensure the ability to provide continued service as the Public Safety Answering Point (PSAP)/local warning point for incoming emergency calls; and

- Ensure communication lines and equipment essential to emergency services are maintained by the appropriate vendor.
- Police Department
 - Assist in the dissemination of warnings in coordination with the ECC, Emergency Management, and other departments;
 - Communicate using common terminology; and
 - Provide public information personnel to support a JIC as needed.

Annex 2-3: ESF-3 Public Works and Engineering



Primary Agency(s)
**Public Works and
Engineering**

Support Agency(s)
**City Attorney
Communications
Emergency Management
Facility Maintenance
Finance/Purchasing
Fire and Rescue
Parks and Recreation
Police Department
Public Schools
VA Department of Health
Zoning and Inspections**

EOC Section:
Operations

EOC Branch:
Infrastructure

Purpose

To assess the overall damage to public and private property. In addition, this ESF will arrange necessary inspections to ensure the integrity of buildings, bridges, assist with debris removal, route clearance, and ensure that any rebuilding complies with existing zoning and land-use regulations as determined by the Zoning & Inspections Department. This function is also responsible for the restoration of potable and wastewater capabilities.

Scope

This ESF is structured to provide public works & 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 City water and wastewater systems, bridges, and critical infrastructure in conjunction with the City's on-call contracted engineering consultants and the Frederick-Winchester Service Authority;
- Coordinating primary and emergency route clearance for life safety and infrastructure support activities;
- Executing emergency contract support for life-saving and sustaining services;
- Conducting overall damage assessment to include private, business, and City-owned structures affected by the disaster;
- Providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; and
- Providing emergency repair of damaged City infrastructure and critical facilities.

Policies

- Public Services personnel will stay up to date with procedures through training and education;
- Public Services 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

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, including water and wastewater systems, may be partially or fully damaged or inoperable. Access to the disaster areas may depend on debris clearance and roadway repairs. Debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities. In addition, consideration shall be given to the timely restoration of critical human services for children, families, individuals with disabilities, and others with access and functional needs.

Prompt assessment of the disaster area is required to determine critical response times and potential workloads. Therefore, early damage assessment must be made rapidly and be general. Following an incident, a multitude of independent damage assessment activities will be conducted by various organizations, including Damage Assessment Teams, Insurance Companies, Virginia Department of Emergency Management, American Red Cross, Federal Emergency Management, and Utility Companies.

Organizational

To maintain a manageable span of control, the ESF-3 Group Supervisor (Public Services Director or their designee) may designate the following Unit Leaders for the following functions:

- **Route Clearance & Bridge Inspection Unit** – Public Services Divisions of Engineering, Traffic, Streets & in conjunction with the City on-call contracted engineering consultants;
- **Debris Removal Unit** – Public Services Division of Refuse-Recycling;
- **Water and Wastewater Systems Unit** – Public Services Divisions of Public Utilities & Engineering; and
- **Damage Assessment Unit** – Public Services (Engineering, Facilities, Public Works in conjunction with the City on-call contracted engineering consultants.

Route clearing and bridge inspections refer to the safety of roads and bridges following a disaster. This includes the physical removal of debris on roadways and other transportation routes for critical emergency vehicle passage, including the inspection of bridges to ensure they may continue to be used and have not suffered severe damage. Refer to Section 3: Support Annex, Annex 3-3: Debris Management for additional guidance regarding debris management.

The Streets and Traffic Divisions of the Public Services Department will serve as Unit Leaders for the route clearance and bridge inspection function. In addition, engineering will support, as required, in conjunction with the City on-call contracted engineering consultants.

Debris removal involves waste collection, separation, hauling, landfill disposal, incinerations, and recycling. Debris must be removed and properly managed and includes vegetative debris (e.g., trees, limbs, shrubs), municipal solid waste (e.g., common household garbage and personal belongings), construction and demolition debris (in some instances, entire residential structures, and all their contents), vehicles (e.g., cars, trucks, and boats), food waste, white goods (e.g., refrigerators, freezers, air conditioners), and household hazardous waste (e.g., cleaning agents, pesticides, pool chemicals).

The Refuse/Recycling Division of the Public Works Division will serve as the Unit Leader for the debris removal function. The City Parks and Recreation Department will support this function.

The Public Utilities Division is responsible for water and wastewater systems and will act as Unit Leader upon request of the ESF-3 Supervisor.

To minimize threats to public health and the environment, the City Public Services Director, or their Designee, will serve as Environmental Administrator. This person will liaison with the Virginia Department of Environmental Quality (DEQ) and the City Attorney to secure the necessary emergency environmental waivers and legal clearances to manage and dispose of emergency debris and materials from demolition activities.

The Division of Refuse/Recycling will coordinate with the DEQ and the Environmental Administrator, or their Designee, to monitor the disposal of debris materials.

The City departments identified as primary and support will inspect all City for structural, electrical, gas, plumbing, and mechanical damage following a disaster. In addition, they will ensure that any repairs or rebuilding that occurs following the incident will comply with the City building codes, zoning, land-use regulations, and comprehensive plan.

The City Building Inspector or their designee is responsible for determining the state of a building and placing a notification on the facility. The building owner retains responsibility for deciding whether to demolish or restore the structure. During the recovery phase, the Building Inspector is responsible for facilitating the building permit issuance process and reviewing and approving the site-related and construction plans submitted for the rebuilding/restoration of residential and commercial buildings.

A designated person within the Finance Department or the City Assessor will act as Unit Leader for Damage Assessment and report to the ESF-3 Group Supervisor. See Damage Assessment Annex for this process.

Real Estate Valuation, along with all supporting agencies, will participate and support with damage assessments.

The VA Department of Health may assist the Damage Assessment Unit with assessments related to health hazards that the disrupted disposal of sanitary wastes may cause.

The ESF Group Supervisor or Damage Assessment Unit Leader will be responsible for deploying damage assessment teams, consolidating damage data, and compiling reports. At the Incident Commander's request, the Damage Assessment Teams' priority will assess the City infrastructure damage.

An Initial Damage Assessment Report will be completed by the Emergency Management Coordinator and submitted to VDEM within 72-hours of the event, outlining the severity of the problems and determining the need for further assistance. Federal/State-supported damage assessment precedes the delivery of a Presidential Disaster Declaration and defines the specific needs for long-term recovery.

Actions

- Alert Designated Public Services personnel to report to the Winchester EOC;
- Review plans;
- Begin keeping a record of expenses and continue for the duration of the emergency;
- Prepare to make an initial damage assessment;
- Activate the necessary equipment and resources to address the emergency; and
- Coordinate response with local, state, federal departments and agencies.

Responsibilities

Primary Agency(s)

- Public Services
 - Coordinate activities to reduce the vulnerability of local facilities and other infrastructure to known hazards;
 - Assist in conducting initial damage assessment and compiling information to be sent forward to the State EOC;
 - Assist in coordinating response and recovery;
 - Develop and maintain lists of City utility providers, including emergency contact information;
 - Develop and maintain lists of employee call-up rosters for use in manpower management;
 - Prioritize debris removal;
 - Inspect buildings (Facilities Maintenance, Zoning & Inspections) and bridges (Engineering in conjunction with the City's on-call contracted engineering consultants for structural damage);
 - Ensure all repairs comply with local building codes, zoning, land-use regulations, and comprehensive plan;
 - Develop procedures for coordinating efforts of local departments and that may perform the public works or engineering functions and ensure appropriate emergency training for personnel;
 - Serve as liaison with the DEQ to secure the necessary emergency environmental waivers and legal clearances;
 - Identify heavy and specialized equipment contractors before emergencies, including the City on-call contracted utility repairs & equipment providers that may be willing to lend equipment during emergencies;
 - Provide ESF-7 Logistics Management and Resource Support a current list of Public Services resources; and
 - Assist in maintaining this ESF #3 annex.
- Engineering Division
 - Assess damage to bridges, streets, City buildings, dams, and containment ponds in conjunction with the City's on-call contracted engineering consultants;
 - Provide specialized equipment to support emergency operations;
 - Assist I&IS with GIS mapping support;
 - Provide engineering services and advice to the Incident Commander and EOC staff; and
 - Safeguard vital engineering records.
- Traffic Division
 - Carry out pre-disaster protective actions for impending hazards, including identifying possible facilities for debris storage and reduction;
 - Repair damaged government facilities or protect such facilities from further damage;
 - Maintain emergency contracts to ensure timely delivery of disaster supplies such as sandbags, plastic sheeting, and plywood;
 - Serve as the Unit leader for the route clearance and bridge inspection function and supervise debris clearance from the public right-of-way & support debris removal operations;
 - Provide heavy equipment support for protective actions taken before an emergency and for response and recovery operations;
 - Assist in repairs to City-owned utilities and drainage systems;
 - Assist and support with debris clearance and removal;
 - Make emergency repairs to City roads, bridges, culverts, and drainage systems; and
 - Place barricades where needed for safety.
- Refuse/Recycling

- Serve as the Unit Leader for debris removal;
- Collect and properly dispose of refuse as needed during disaster operations; and
- Support emergency public works, engineering, and parks and recreation operations with available resources.
- **Public Utilities Division**
 - Assist Public Services' efforts in mitigation, preparedness, response, and recovery;
 - Maintain/repair transmission lines for potable water and sanitary sewer services;
 - Serve as Water and Wastewater Systems Unit Leader upon request of the ESF-3 Supervisor;
 - Assist in identifying essential facilities;
 - Provide potable water and coordinate with the VA Department of Health on the condition of potable water following a disaster;
 - Provide sanitary sewer service;
 - Assist with providing minimum essential sanitation service;
 - Assist with damage assessment;
 - Assist with hazardous materials clean-up;
 - Provide earth moving services for establishment of dikes;
 - Assist with debris removal operations;
 - Identify emergency water supplies for activated shelters and disaster relief centers;
 - Ensure dam safety; and
 - Assist in assessing chemical releases which may affect water supplies or sewage treatment facilities.

Support Agency(s)

- **General**
 - Support Primary Agency in the mission of ESF-1 Transportation;
 - Maintain resource roster, inventory, and standard operating procedures;
 - All-City departments will participate and support with assessment; and
 - Assist Public Services efforts in mitigation, preparedness, response, and recovery.
- **City Attorney**
 - Provide legal support in the EOC if requested;
 - Advise the City concerning legal responsibilities, powers, and liabilities regarding emergency operations and post-disaster assistance;
 - Assist the City Manager and Winchester Common Council with maintaining continuity of government; and
 - Develop any declarations or resolutions related to emergencies.
- **Communications**
 - The City PIO will receive updates & reports from the Public Services Emergency Operations Center Representative(s) after receiving information from the respective Public Services Division Managers; and
 - The City PIO will then disseminate information to the public and City personnel as deemed appropriate.
- **Emergency Management**
 - Coordinate damage assessment with ESF Group Supervisor or Damage Assessment Unit leader;
 - Coordinate with Unit Leaders or ESF Group Supervisors in compiling damage assessment, debris removal, and other reports to submit to the VEOC;
 - Assist with Public Services effort in mitigation, preparedness, response, and recovery;
 - Ensure essential functions are performed through coordination with ESF Supervisor, Branch Directors, or Unit Leaders; and
 - Assist Debris Removal Unit Leader to ensure compliance with State and Federal regulations.

- Facilities Maintenance Division
 - Participates in damage assessment of City-owned and maintained facilities;
 - Repairs damaged City government facilities and protect such facilities from further damage;
 - Maintains stockpiles of disaster supplies such as sandbags, plastic sheeting, and plywood for critical City facilities;
 - Perform ongoing maintenance and operations of emergency generators in critical facilities;
 - Ensure that Public Services equipment is maintained and perform emergency repairs as necessary;
 - Coordinate and assist with Emergency Purchasing orders and contracts on debris removal and emergency issues;
 - Repair or contract to repair Public Services equipment;
 - Maintain current listing of vendors for procurement of necessary emergency items; and
 - Advise of appropriate procurement regulations during emergencies.
- Finance (Real Estate Valuation/Assessor's Office)
 - Assist Public Services efforts in mitigation, preparedness, response, and recovery;
 - A designated representative will serve as Unit Leader for Damage Assessment (See Damage Assessment Support Annex);
 - Responsible for deploying damage assessment teams, consolidating damage data, and compiling reports;
 - Coordinate damage assessment services for City private homes and businesses; and
 - Evaluate structural damages in cooperation with Building/Inspection Services.
- Fire and Rescue
 - Coordinate search and rescue operations of damaged structures and adequately mark/indicate findings on structures;
 - Assist with damage assessment; and
 - Assist Public Services efforts in mitigation, preparedness, response, and recovery.
- Frederick-Winchester Service Authority
 - The City is contracted by the Frederick-Winchester Service Authority to operate The Opequon Water Reclamation Facility; and
 - The City Public Utilities Division will work with the Frederick-Winchester Service Authority in any mitigation, preparedness, response, and recovery event.
- Parks and Recreation Department
 - Provide support for the debris removal function;
 - Assess damage to City parks and recreation facilities and assist in assessing damage to other facilities;
 - Provide personnel and light equipment support for public works and engineering operations; and
 - Establish and staff a facility to receive, document, and separate disaster debris.
- Police Department
 - Provide security and traffic control for law enforcement evacuated areas and vital facilities and supplies;
 - Evacuation and access control of threatened areas or damaged areas; and
 - Assist public works efforts in mitigation, preparedness, response, and recovery.
- Public Schools
 - Provide damage assessment report on all school property; and
 - Provide vehicle and building maintenance support personnel to city departments, if requested.
- VA Department of Health
 - Support testing and evaluation for the restoration of potable and wastewater capabilities;

- Support City Environmental Administrator and the DEQ in monitoring and identifying guidelines for environmental public health for debris removal and emergency clearance and temporary housing of debris; and
- Assist the Damage Assessment Unit with assessments related to health hazards that the disrupted disposal of sanitary wastes may cause.
- Zoning & Inspections
 - Assist Public Services efforts in mitigation, preparedness, response, and recovery;
 - As requested, provide staff for EOC to coordinate business community needs;
 - Support City departments ensuring all repairs comply with all Winchester building codes, zoning, land-use regulations, and comprehensive plan;
 - Determine if access to damaged structures should be restricted or if they should be condemned and demolished;
 - Inspect expedient shelter and mass care facilities for safety;
 - Assist with the identification and acquisition of resources;
 - Maintain the lead for damage assessment surveys;
 - Assist with reports and records;
 - Assist in the identification of facilities for use during recovery periods; and
 - Assist with GIS support, as necessary.

Annex 2-4: ESF-4 Firefighting



Primary Agency(s)
Fire and Rescue

Support Agency(s)
Communications
Emergency Communications Center
Emergency Management
Police Department
Public Works
Transit
VA Dept. of Fire Programs
VA Dept. of Forestry
Mutual Aid Agencies

EOC Section:
Operations

EOC Branch:
Public Safety

Purpose

To direct and control operations regarding fire prevention, fire detection, fire suppression, rescue, and hazardous materials incidents and assist with warning and alerting, communications, evacuation, and other operations required during an emergency.

Scope

This ESF manages and coordinates fire and rescue activities, including detecting and suppressing fires, and provides personnel, equipment, and supplies to support the firefighting and rescue operations agencies.

Policies

- Priority is given to life safety, incident stabilization, and property conservation;
- For efficient and effective fire suppression, mutual aid may be required from various regional firefighting agencies;
- Requires the use of the Incident Command System together with compatible equipment and communications; and
- Personnel shall remain updated with department-specific procedures through education and training following department standard operating procedures.

Concept of Operations

- The Fire and Rescue Department shall be prepared to assume primary operational control in fire prevention strategies, fire suppression, emergency medical services, and hazardous material incidents. In addition, 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 necessary and appropriate during an emergency;
- The Director of Emergency Management or designee will determine the need to evacuate large areas and issue orders for evacuation or other protective action as needed. The incident commander (Fire and Rescue Officer on the scene) may order an immediate evacuation before requesting or obtaining approval if this action is necessary to safeguard

lives and preserve property in the IC's judgment. Methods to evacuate will include Mass Notification activation of the City alerting system, through the City website or other social media outlets, use of Law Enforcement with mobile loudspeakers, and canvassing door to door to ensure that all affected residents have received the warning;

- During an evacuation in which many citizens are displaced, Fire and Rescue may coordinate the positioning of an on-site EMS unit to support the evacuation shelter operation; and
- The EOC staff shall consider long-term sheltering of citizens and coordinate through ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services.

Organizational

- A fire representative will be assigned to the EOC to coordinate the fire service response. The fire representative will be a part of the EOC staff and assist with the overall direction and control of emergency operations;
- Fire and Rescue will implement evacuations, and the Police Department will assist and provide security for the evacuated area. In a hazardous materials incident, the Incident Commander should implement immediate protective actions to include evacuation as appropriate; and
- The Fire and Rescue Department has a complement of career and volunteer firefighters and EMS personnel to support incident operations. Mutual aid support may be requested to supplement shortfalls in incident needs.

Actions

- Develop and maintain plans and procedures to provide fire, rescue, and EMS services in times of emergency;
- Develop and maintain lists of resources available to the jurisdiction;
- Document expenses and continue for the duration of the emergency;
- Check firefighting and communications equipment;
- Fire and Rescue representatives should report to the EOC to assist with operations;
- Fire and Rescue personnel may be asked to assist with warning and alerting, evacuating, communications, and emergency medical transport;
- Follow established procedures in responding to fires and hazardous materials incidents and in providing rescue services; and
- Requests mutual aid from neighboring jurisdictions as necessary.

Responsibilities

Primary Agency(s)

- Fire and Rescue
 - Fire prevention and suppression;
 - Emergency medical treatment;
 - Hazardous materials incident response and training;
 - Radiological monitoring and decontamination;
 - Assist with evacuation;
 - Search and rescue;
 - Coordinate and communicate the support for evacuees;
 - Assist in an initial warning and alerting;
 - Provide a qualified representative to assist in the EOC;
 - Requests assistance from supporting agencies when needed;
 - Arranges direct liaison with fire chiefs in the area; and
 - Implements Mutual Aid.

Support Agency(s)

- Communications
 - Communicate emergency information to the public to support the incident
- Emergency Communications Center
 - Provide communications to on-scene personnel for effective incident management
- Emergency Management
 - Open the EOC as dictated by the incident needs; and
 - Coordinate resources as requested by on-scene personnel
- Police Department
 - Provide traffic and citizen control on-scene; and
 - Assist with evacuation of citizens as defined by the incident commander
- Public Works
 - Provide resources requested by the incident command, such as barricades, road salt, sand, etc.
- Transit
 - When requested, provide transportation services to move evacuees or provide warming/cooling refuge areas for personnel or citizens.
- Mutual Aid Agencies
 - Provide suppression and logistical support as requested.

Annex 2-5: ESF-5 Emergency Management



Primary Agency(s)
Emergency Management

Support Agency(s)
**All-City Departments and Divisions
VA Department of Emergency Management**

EOC Section:
Command

EOC Branch:
N/A

Purpose

To direct, control, and coordinate emergency operations from the City EOC utilizing the National Incident Command System (NIMS).

Scope

This ESF ensures the implementation of actions as called for in this plan, coordinates emergency information to the public through ESF-2 Communications, and coordinates with the VEOC should outside assistance be required. In addition, this ESF serves as the support for all local departments and agencies across the spectrum of incident management. ESF-5 facilitates information flow in the prevention phase to place assets on alert or pre-position assets for quick response. During the response phase, activities include critical functions to support and facilitate multi-agency planning and coordination. Included are alert and notification, deployment of response teams, incident action planning, coordination of operations, 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

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

Concept of Operations

The Emergency Management Coordinator will ensure the development and maintenance of SOPs on each major emergency support service. Generally, each service should maintain current

notification rosters, staff the EOC, establish procedures for reporting appropriate emergency information, develop mutual aid agreements with like services, 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 most significant 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 Emergency Management Coordinator will ensure that all actions are completed as scheduled.

The EOC support staff will include support personnel as required to relieve the decision-making group of handling messages, maintaining logs, placing maps, etc. Procedures for these support operations should be established and maintained.

The Planning Section will produce situation reports distributed to the EOC, on-scene incident command, and the VEOC. The staff of the EOC will support short-term and long-term planning activities. Plans will be short and to the point. The EOC 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).

Organizational

Emergency operations will be directed and controlled from the EOC. The EOC will consist of the Emergency Management Director and Coordinator and key agency/department heads or their designated representatives. The succession of authority within these key departments/divisions should be available in the EOP. The list should include information on 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 Emergency Management Director or their designee will be available for decision-making as required. They are also responsible for coordinating the development and implementation of hazard mitigation plans. The directors of regulatory agencies or designees enforce compliance with rules, codes, regulations, and ordinances.

The Incident Commander will utilize ICS. Depending on the nature and scope of the incident, it may be handled solely by the Incident Commander or require coordination with the 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 essential 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 can perform these duties in 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 City Council, in coordination with the Emergency Management Coordinator.

The Emergency Management Coordinator will assure the development and maintenance of established procedures on 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 Emergency Management Coordinator will ensure that all actions are completed as scheduled. In addition, the City Manager may close facilities, programs, and activities so that

employees who are not designated "emergency service personnel" are not unnecessarily placed in harm's way.

The Emergency Management Coordinator 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 EOP.
 - Make individual assignments of duties and responsibilities to the EOC and implement operations;
 - Maintain a notification roster of EOC personnel and their alternates;
 - Establish a system and procedure for notifying EOC personnel;
 - Identify adequate facilities and resources to conduct emergency operations at the EOC;
 - Coordinate Emergency Management mutual aid agreements dealing with adjacent jurisdictions and relief organizations, such as the American Red Cross;
 - Develop plans and procedures for providing timely information and guidance to the public in time of emergency through ESF-2 Communications;
 - Identify and maintain a list of essential services and facilities, which must continue to operate and may need to be protected;
 - Test and exercise plans and procedures; and
 - Conduct community outreach/mitigation programs.
- Ensure compatibility between this plan and the emergency plans and procedures of critical 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 the disaster or reduce its effects;
- Provide periodic staff briefings as required;
- Prepare to provide emergency information to the public in coordination with ESF-2 Communications;
- Provide logistical support to on-scene emergency response personnel;
- Maintain essential emergency communications through established networks in coordination with ESF-2 Communications;
- Provide reports and requests for assistance to the VEOC;
- Compile and initial damage assessment report and send to the VEOC; and
- Coordinate requests for non-mutual aid assistance.

Responsibilities

Primary Agency(s)

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

Annex 2-6: ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services



Primary Agency(s)
Department of Social Services

Support Agency(s)
City Sheriff
Communications
Emergency Management
Facilities Maintenance
Fire and Rescue
Innovation & Information Systems
Parks and Recreation
Police Department
Public Schools
Public Works
Transit
American Red Cross
Salvation Army
Sinclair Health Clinic
United Way
VA Department of Health
VA Department of Emergency Management

EOC Section:
Operations

EOC Branch:
Human Services

Purpose

Receive and care for persons who have been evacuated from high-risk areas in anticipation or response to an emergency.

Scope

This ESF promotes the delivery of services and the implementation of programs to assist individuals, households, and families impacted by potential or actual incidents. This service delivery includes immediate relief, short-term housing and assistance, and other services associated with four primary functions: Mass Care, Emergency Assistance, Housing, and Human Services within the jurisdiction of the City of Winchester.

Policies

All agencies assigned responsibilities with this ESF shall develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and contracts to accomplish their tasks.

Medical care, nursing facilities, assisted living facilities, mental health and residential facilities are responsible for developing and implementing plans for their patients/residents in an evacuation. Facility managers should consult with the Emergency Management Department in the development of plans.

Local, regional, and state human services organizations may be requested to assist with ESF-6 Mass Care functions. In addition, these organizations are represented in Support Annex 3-7 Volunteer and Donations Management to coordinate resources.

ESF-6 Mass Care will coordinate with ESF-8 Public Health and Medical Services to develop partnerships and written agreements with the health care community to provide health care services for those sheltered and who do not require hospital admission.

Special needs resources shall be coordinated to assist with providing for citizens with special or functional needs.

Plans should make reasonable accommodations for evacuation and sheltering of diverse populations as listed below:

- Populations with communication or mobility limitations (deaf, blind, non-English speaking, wheelchair-bound);
- Populations with conditions that may require assistance with daily activities but do not require hospital admission;
- Populations that are transportation dependent or have no means to evacuate themselves out of harm's way; and
- Populations who present themselves accompanied by pets or service animals.

Concept of Operations

This ESF shall coordinate sheltering, feeding, emergency first aid, emergency relief supplies, and other essential human services provided by the government and non-governmental organizations. The four primary functions of ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services, are outlined below:

- **Mass Care** involves coordinating non-medical mass care services to include sheltering victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating the bulk distribution of emergency relief items;
- **Emergency Assistance** addresses immediate needs beyond the scope of the traditional mass care provided at the local level to include: activation of local managed shelters to include the registration and tracking of shelter occupants, reunification services to help families reunite with other family members impacted by disaster;
- **Housing** involves the provision of assistance for the short and long-term housing needs of victims. Housing is a coordinated effort with other City agencies, private entities, and Non-Governmental Organizations (NGOs) such as the American Red Cross (ARC); and
- **Human Services** includes providing victim-related recovery efforts such as counseling, identifying support for persons with special needs, expediting the processing of new benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.

As early as practical, the Emergency Management Coordinator, the Director of Social Services or their designees shall be notified by on-scene incident commanders (if the command is established), or the ARC to determine if a mass shelter necessitates being opened. The following guidelines shall be followed to make this determination.

- Evaluation of need to include the number of families and people to shelter, special needs, pets, and any language barriers;
- Selection of a shelter location(s) will be in coordination with the Department of Social Services and the agency(s) of the potential shelter location(s);
- The Director of Social Services or their designee shall contact the Director of Parks and Recreation, Superintendent of Schools, Fire Station Leadership, and the primary contact

for the ARC as appropriate for the shelter location(s) that have been designated to be opened;

- The Active Living Center in Jim Barnett Park shall be designated as the primary shelter location if it is not affected by the emergency;
- Additional shelter locations that may be utilized when the Active Living Center is not available or when multiple shelter openings are needed (see chart below);
- All government/volunteer/private sector resources shall be utilized as necessary;
- Logistics staging of equipment and supplies may take place in anticipation of an event by Emergency Management and Public Services;
- The Department of Social Services will coordinate with the ARC, the registration and record-keeping of all shelter victims;
- The ARC shall be responsible for managing the designated shelter(s) with assistance from the Department of Social Services;
- Sheltering, feeding, and emergency first aid activities shall begin immediately after the incident is identified; and
- The City recognizes that sheltering may exist in various forms ranging from the need for short-term sheltering for one individual to mass sheltering involving multiple individuals. Based on this understanding, the Departments of Emergency Management and the Social Services, in concert with partner agencies, have established a Tiered approach regarding sheltering as follow:
 - **Tier I** – When an event requires sheltering individuals or families, the first course of action will be coordinated with the ARC following their policies and procedures.
 - The ARC will be responsible for sheltering individuals in hotel/motel rooms. Each incident will be addressed on a case-by-case basis and the number of individuals sheltered. Hotel rooms will be dependent on the relationship between those needing shelter;
 - The ARC is responsible for all registration requirements during the Tier 1 phase of the plan;
 - The ARC shall authorize lodging duration;
 - The incident commander in charge shall notify the ARC through the Emergency Communications Center (ECC). Upon notification, the ARC shall respond to the scene and institute sheltering procedures;
 - The incident commander in charge shall be responsible for having the Departments of Emergency Management and Social Services notified of the event to provide a situation report if further escalation is necessary;
 - The ARC will advise the City when it would be in the best interest to open a mass care shelter; and
 - If a shelter is open at any time during the lodging process in Tier I, the individuals/families will finish their current overnight stay and then be moved to the open shelter, when practical, the next day. The EOC will organize this movement with ESF-1 Transportation and ESF-6 Mass Care representatives and the shelter manager receiving the individuals.
 - **Tier II** – When it is determined to open a mass care shelter, It will be the responsibility of the Departments of Emergency Management and Social Services to coordinate efforts with the ARC and implement Mass Care:
 - The opening of shelter(s) will be dependent upon the extent of the event, the number of individuals requiring sheltering, and the length of time sheltering may be required;
 - Upon activation of a shelter, the Department of Emergency Management shall coordinate the movement of the City shelter trailer and any additional supplies to the shelter location;
 - Additional shelter equipment may be requested through the ARC;
 - Logistics staging of equipment and supplies may take place in anticipation of an event;

- The Department of Social Services shall have a staff person(s) available to operate in the EOC and execute this ESF;
 - It shall be incumbent upon the Departments of Emergency Management and Social Services and the ARC to coordinate sheltering operations and provide necessary resources to ensure the safety of those individuals being sheltered as well as those staffing the shelters;
 - The Emergency Management Coordinator and the Department of Social Services shall coordinate with ESF 15 - External Affairs to establish the dissemination of information to the public that identifies the location of the shelter(s) and items evacuees should consider bringing with them;
 - Evacuees shall be advised to bring the following items with them if time and circumstances permit:
 - One change of clothing;
 - Medications;
 - Baby food and supplies; and
 - Sleeping bags or blankets.
 - Upon arrival, registration forms shall be completed for each individual/family and then reviewed by the Shelter Staff;
 - Records shall be maintained on the whereabouts of all evacuees throughout the entire sheltering operations;
 - The ARC may provide food and clothing and assist in shelter operations following the Memorandum of Understanding with the City of Winchester;
 - Should crisis-counseling services be required, trained mental health professionals shall be provided by Northwestern Community Services Board, in conjunction with the Department of Behavioral Health and Developmental Services;
 - The ARC or the Department of Social Services shall supply daily situation reports to the Winchester Emergency Operations Center (EOC) regarding the status of evacuees and operations at the shelter center(s);
 - The EOC shall relay this information to the Virginia EOC and make resource requests as appropriate;
 - The ARC and the Department of Social Services shall implement adequate record-keeping for all costs incurred to be eligible for post-disaster assistance;
 - 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; and
 - Efforts will be made to coordinate among agencies providing information to minimize the number of inquiry points for families.
- Mass Sheltering Alternatives
 - If the ARC cannot implement mass care sheltering, the Emergency Management Coordinator and the Department of Social Services shall be responsible to execute this task;
 - If a significant emergency or disaster situation impacts major portions of the City or neighborhoods, the ARC, and Departments of Emergency Management and Social Services may immediately establish a Tier II shelter by-passing Tier I; and
 - Demobilization from Tier II may be scaled back to Tier I if the EOC and the ARC do not find it economically or practically feasible to maintain a mass shelter.

Organizational

The Department of Social Services is designated the primary agency for executing ESF-6 and maintains an overview of activities, resolves conflicts, and responds to inquiries. Through written agreement, mass care sheltering responsibilities are shared with the Department of Social Services and the ARC.

Shelter Locations/Addresses/Capacities

Shelter Name	Address	Capacities			Remarks
		Evacuation	Congregate	Non-Congregate	
Active Living Center/War Memorial Building	1001 E. Cork St.	545	143	98	Primary Shelter, Pet Shelter
Virginia Avenue – Charlotte DeHart Elementary School	550 Virginia Ave.	234	67	42	
Daniel Morgan Middle School	48 Purcell Ave.	754	200	133	Pet Shelter
Frederick Douglas Elementary School	100 Cedarmeade Ave.	185	60	38	
John Handley High School	425 Handley Blvd.	1300	262	169	
Quarles Elementary School	1310 S. Loudoun St.	234	65	44	
John Kerr Elementary School	427 Meadow Branch Ave.	238	50	30	
Shawnee Fire Company	2210 Valor Dr.	450	105	76	
Friendship Fire Company	627 N. Pleasant Valley Rd.	262	72	45	
TOTALS		4,202	1,024	675	

Responsibilities

Primary Agency(s)

- Department of Social Services, assisted by the ARC
 - Staff EOC as required to coordinate activities;
 - Responsible for the reception and care of shelter evacuees; and
 - Makes requests for resources to the EOC.

Support Agency(s)

- City Sheriff
 - Provides security at shelter locations and coordinates services with the DSS.
- Communications
 - Disseminates shelter information to the public through available media platforms.
- Emergency Management
 - Communicates with incident commanders regarding sheltering needs;
 - Coordinates resources through the EOC Logistic Section Chief; and
 - Coordinates transportation to the shelter site with City Transit through ESF-1.
- Facilities Maintenance
 - Provides staff to assist in the setup and maintenance of shelter locations; and
 - Moves logistics from central PODs to designated locations.
- Fire and Rescue
 - Provides Emergency medical support as needed; and

- Coordinates medical services with Sinclair Health Clinic.
- Innovation & Information Systems
 - Provides ongoing IT support for DSS operations.
- Parks and Recreation
 - Provide shelter location at the Active Living Center; and
 - Parks staff will be utilized to support the DSS in establishing maintaining the shelter location.
- Police Department
 - Assist the Sheriff's Department as needed.
- Public Schools
 - Staff the EOC, as requested;
 - Provide pre-designated Winchester Public School buildings for use as shelters for the reception and care of evacuees;
 - Provide facility management and staff support (kitchen, janitorial, and others) to activate school shelters;
 - Provide school buses/drivers for evacuation of the general public; and
 - Provide special school buses and drivers for the evacuation of the special needs population, if requested.
- Public Works
 - Provides staff to assist in the setup and maintenance of Pet sheltering needs.
- Transit
 - Provides transportation resources to transport special needs or isolated populations to shelters as needed.
- American Red Cross
 - Coordinates ARC services with DSS into the overall ESF-6 plan.
- Salvation Army
 - Responsible for shelter feeding; and
 - Makes requests for resource needs.
- Sinclair Health Clinic
 - Responsible for shelter population medical support; and
 - Coordinates with Fire and Rescue for emergency medical care.
- United Way
 - Coordinates with City agencies to ensure goods and resources are used effectively;
 - Manage monetary and physical donations through established networks; and
 - Work in partnership with the American Red Cross to identify and manage volunteer needs.
- VA Department of Health
 - Conducts the planning and operation of special needs and communal disease sheltering; and
 - Through ESF-8 and in coordination with the Shelter Manager, shall develop a process to identify, screen, and handle evacuees who have been exposed to hazards such as infectious waste, polluted floodwaters, or chemical hazards.
- VA Dept. of Emergency Management
 - Receive and respond to requests from the City EOC for shelter activities.

Annex 2-7: ESF-7 Logistics Management and Resource Support



Primary Agency(s)
Finance/Purchasing

Support Agency(s)
All Departments and Divisions

EOC Section:
Finance

EOC Branch:
N/A

Purpose

To implement procedures for purchasing, receiving, and distributing critical resources for operational, tactical, and humanitarian functions during all phases of a disaster and coordinate with other local, State, Federal, private industry, and volunteer organizations.

Scope

This ESF must coordinate with state and federal officials to obtain needed manpower and equipment resources during the response phase of a disaster when such assistance can save lives and protect property and during the post-disaster recovery period to help the victims recover.

This ESF identifies the components of local, State, and Federal logistics delivery structure provides an overview of the receiving Points and Distribution Centers (PODs), provides a concept of operations for logistics management in support of the EOP, and describes how the City coordinates logistics management with State and Federal governments and the private sector.

Policies

Coordinate personnel for managing the control and accountability for supplies and equipment; resource procurement and tracking; delivery of equipment, supplies, and services; facility location and operations; transportation coordination; information technology systems services, and other administrative services. Coordinates closely with ESF-5 Emergency Management and the EOC.

- City departments will use their resources and equipment during incidents and will have control over the management of the resources as needed to respond to the situation;
- Identified public and private sector resources will be available when needed for emergency response;
- If local resources are depleted, assistance may be requested through the VEOC;
- The Emergency Management Coordinator will initiate the commitment of resources from outside governments with operational control being exercised by the on-scene incident commander of the service requiring that resource;
- All resource expenditures will be recorded and maintained, following proper procedures;
- Materials/Supplies Management:
 - Logistics personnel find appropriate, time-sensitive, and cost-effective ways to fill resource requests from the various departments/divisions;
 - Equipment and supplies will be provided from current stocks and supplies or, if necessary, procured from commercial sources; and
 - Handle all procurement actions following current laws and regulations.

- Personal Property Management
 - All departments and agencies acting within incident response and recovery account for the personal property following existing agency property management policies. This occurs whether the property is acquired from an agency's stock or available state or federal excess, or purchased with money allocated from other resources; and
 - The process for requesting reimbursement will follow the Financial Management Support Annex.
- Facility Management
 - All facilities and related support necessary for operations are sourced through the following ESFs when they are activated and requested to do so:
 - ESF-3 Public Works and Engineering provides operational support for mobilization centers, staging areas, and distribution sites for all infrastructure and engineering service commodities (supplies and equipment) required to support assigned and direct-support missions;
 - ESF-2 Communications supports emergency telecommunications and information technology services for Local, State, and Federal incident managers, as needed; and
 - ESF-5 Emergency Management will support portable emergency communications through an agreement with Amateur Radio Emergency Services.
- Transportation Management
 - ESF-1 Transportation serves as the point of contact for requesting transportation assistance and determines the mode and carrier for all transportation requests. Other ESF representatives coordinate transportation requirements with ESF-1 Transportation;
 - The Transportation Unit Leader/Officer will maintain a comprehensive resource directory as well as various transportation contracts capable of providing assets; and
 - If necessary, ESF-1 Transportation or its support agencies can contract additional resources. If commercial transportation is not available, requests for National Guard resources will be made through the EOC.

Concept of Operations

- Logistics support is provided for prevention, preparedness, response, and recovery actions during all phases of incident management. Effective logistics management contributes to mission success while ensuring all functions are unified to reduce costs, ensure appropriate support actions, and increase response capability. Logistics Management 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;
- Critical resources will be in short supply or unavailable in the disaster-stricken area. To fulfill the immediate needs of the stricken population, as well as to fulfill local and regional recovery priorities, resources will have to be brought in from outside the disaster area;
- Resource needs will be met through a variety of sources and means to include local, state, and federal governments, private industry/contractors, mutual aid agreements, and donated goods;
- Each City department has the responsibility for managing its resources under their control. This ESF may activate and allow for a centralized approach in obtaining, tracking, storing, and deploying resources during large-scale emergencies and disasters. This function will be administered from the EOC;

- This ESF will identify sites and facilities used to receive, process, and coordinate the movement of resources, equipment, supplies, and other properties that will be sent to the disaster area. The necessary equipment, staff to track, package, load, and transport, communications, and security support to these facilities and sites will be provided by the City, State, Federal governments, volunteer organizations, or private security as required. Therefore, this process must be closely coordinated with State and Federal emergency management officials, other local governments in the region, and the media;
- The Finance Department will be responsible for securing and providing the necessary resource material and expertise in their respective areas, through public and private means, to efficiently and effectively perform duties in the event of an emergency. Resource lists will be developed and maintained to detail the identified resources' type, location, contact arrangements, and acquisition procedures. In addition, 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;
- This ESF will assist departments in procuring the necessary resources, including contracting specialized services and hiring additional personnel, effectively responding to and recovering, and maintaining all expenditures relating to the emergency/disaster. In addition, this function will make arrangements to purchase needed resources if it is determined the City does not have the resources to supply a requirement in the field. Finally, the payment of debts and other encumbrances generated as a result of the emergency is handled by this group as well; and
- Potential sites for local and regional POD centers will be identified, if necessary, and strategically located to facilitate recovery efforts. In addition, priorities will be set regarding the allocation and use of available resources.

Organizational

- 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 the jurisdiction. All departments will coordinate additional resource needs with Purchasing or their ESF Group Supervisor;
- The Director of Public Works or their designee will be responsible for the physical recovery and debris removal resource coordination. The Director will be assisted by and work in conjunction with a variety of City departments, State and Federal agencies, private utility companies, contractors, heavy equipment operators, and waste management firms;
- A resource directory will be electronically maintained with EMD. Each department will develop and maintain detailed resource lists that detail the type, location, contact arrangements, and acquisition procedures of the resources identified as critical. Resources shall be categorized alphabetically by response action. Redundancy will be built into the provider lists to ensure the resource's availability when needed. Memorandums of Understanding, Mutual Aid Agreements, and emergency contracts will be developed before the disaster to facilitate access and delivery of critical resources;
- Potential sites for local and regional resource collection, storage, and distribution centers must be identified and strategically located to facilitate recovery efforts. SOPs will be developed to manage the processing, use, inspection, and return of resources coming into the area. Priorities will have to be set regarding the allocation and use of the available resources, and training will be provided, as required, in the use of the specialized equipment;
- In responding to major emergencies and disasters, the Director of Emergency Management or their designee, with the consent of City Council, may declare that a local emergency exists and invoke certain emergency powers to protect public health and safety and preserve property;

- When a disaster declaration has been issued, the Director of Emergency Management or their designee may use all available local government resources to respond to the disaster and temporarily suspend statutes and rules, including those relating to purchasing and contracting, if compliance would hinder or delay actions necessary to cope with the disaster. The City Attorney will provide advice regarding the legality of any proposed suspension of statutes or rules. When purchasing and contracting rules are suspended, it is incumbent on the City Purchasing Officer to formulate and advise employees of the rules that are in effect for emergency purchasing and contracting; and
- When a disaster declaration has been issued, the City may commandeer public or private property, if necessary, to cope with a disaster, subject to compensation. v This procedure should be used as a last resort and only after obtaining the advice of the City Attorney.

Actions

- Identify essential resources to carry out the mission in each functional area and to support the operation of critical facilities during the disaster;
- Designate department(s) responsible for resource management;
- Work with ESF-3 Public Works and Engineering to 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 carry out missions effectively;
- Develop resource lists that detail kind, 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, 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);
- Work with ESF-5 Emergency Management to develop training/exercises to test plans and to ensure maximum use of available resources;
- Coordinate and develop prescript announcements with the City PIO regarding potential resource issues and instructions (e.g., types of resources required, the status of critical resource reserves, recommended contingency actions, etc.); and
- Contract with federal and state agencies and private industry for additional resources, equipment, and personnel, if necessary.

Responsibilities

Primary Agency(s)

- Finance/Purchasing
 - Locate, procure, and issue resources to other agencies to support the emergency response or to promote public safety;
 - Work with ESF-5 Emergency Management to pre-identify POD sites and develop capabilities and procedures to open, staff, and demobilize, as needed;
 - Identify Staging areas and assign qualified personnel as Staging Area managers, as needed;
 - Coordinate with ESF-5 Emergency Management on maintaining an inventory of City-owned and essential private resources;
 - Ensure cost centers are established to sustain resource requests;

- When purchasing and contracting rules are suspended, the Purchasing Division must advise all employees of rules that are in effect for emergency purchasing and contracting;
- Coordinate and determine the availability and provision of consumable supplies;
- Develop procedures and SOPs for the purchasing commodities and services, leasing of buildings and warehouses;
- Develop procedures for the temporary loan and return of private, city, and state equipment;
- Develop methods and procedures for responding to and complying with a request for supplies;
- Develop procedures for reimbursing private vendors for services rendered;
- Develop a list of private vendors and suppliers and their available resources;
- Consider establishing pre-planned contracts as necessary to ensure prompt support from vendors during emergencies; and
- Train personnel on purchasing procedures for acquiring supplies, resources, and equipment.

Support Agency(s)

- General Responsibilities- All Departments
 - All departments will maintain a current resource directory.
 - Develop and maintain mutual aid agreements with local jurisdictions, private and non-profit organizations for resource support;
 - All departments will coordinate additional resource needs with ESF-7 or their designated ESF Group Supervisor;
 - Consideration shall be given to the transporting of resources through restricted areas, quarantine zones, and law enforcement checkpoints; and
 - All departments will utilize and submit the ICS-213 RR form to request resources.
- City Attorney
 - Provide advice regarding the legality of any proposed suspension of statutes or rules.
- Communications
 - Disseminate coordinated prescript announcements regarding potential resource issues and instructions through identified outlets.
- Police Department
 - Provides escort and security as appropriate for the delivery, storage, and Receiving/Distribution of resources.

Annex 2-8: ESF-8 Health and Medical Services



Primary Agency(s)
Fire and Rescue
VA Department of Health

Support Agency(s)
Communications
Emergency Management
Police Department
Lord Fairfax EMS Council
Office of the Chief Medical Examiner
Public Works
VA Department of Mental Health
Winchester Medical Center
Zoning and Inspections

EOC Section:
Operations

EOC Branch:
Human Services

Purpose

To provide 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 or animal health issues when appropriate.

Scope

This ESF meets the public health and medical needs of victims affected by an incident and are categorized in the following way:

- Assessment of public health/medical needs;
- Emergency Medical Services;
- 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.

Policies

- Each ESF-8 organization listed is responsible for managing its respective response assets after receiving coordinating instructions;
- The VA Department of Health:
 - Coordinates all ESF-8 response actions using its internal policies and procedures;
 - The City PIO or JIC is authorized to release general medical and public health response information to the public after consultation;
 - Determines the appropriateness of all requests for public health and medical information; and
 - Responsible for consulting with and organizing public health and subject matter experts as needed.
- The EOC will request regional CISM and victim's services assistance to the local contact or through the VEOC;
- Fire and Rescue:
 - Coordinates all pre-hospital emergency medical services for the City following OEMS protocols;

- Executes MCI strategies and tactics as necessary during a mass casualty event; and
- Maintains mutual-aid support for emergency medical services.

Concept of Operations

During a threatened or actual emergency, the Director of Health or their designated representative will direct joint health, medical, and rescue services from the EOC. Coordination will be in conjunction with adjacent jurisdictions as required. Services include:

- Essential public health services, such as food and water inspections, will be provided by the Health Department and augmented by state resources and manpower. Public health advisories will be issued only after coordination/notification with the EOC;
- During an evacuation in which a large number of evacuees are sheltered, the Social Service Department will establish a shelter following guidance from ESF-6 Mass Care, Emergency Assistance, Housing, and Human Services;
- The Lord Fairfax Emergency Medical Services CISM is established to assist emergency service personnel who have experienced critical incidents such as line of duty deaths, mass casualties, multiple fatalities, and local disasters. CISM teams are available upon request on a 24/7 basis regardless of whether a state or federal disaster has been declared. **Activation of the Team is conducted through the Frederick County Emergency Communications Center at (540) 665-5645; and**
- In disasters involving significant fatalities, the EOC will execute Support Annex 3-6 Fatality Management of this document in conjunction with the VA Department of Health established procedures.

Organizational

- A Fire and Rescue representative will be assigned to the EOC to coordinate EMS response and will assist with the overall direction and control of emergency operations;
- Ground transport vehicle assets will be assessed by the Fire and Rescue representative in the EOC with consideration to mutual aid support and VEOC request;
- All emergency medical service vehicles will be dispatched through the ECC; and
- Helicopter assistance can be made available to respond quickly to emergencies and provide rapid evacuation of seriously injured. The Fire and Rescue Department will provide ground support for helicopter operations following internal policies and procedures;

Actions

- Designate an individual to coordinate medical, health, and rescue services;
- Develop and maintain procedures for providing a coordinated response;
- Develop rosters of available resources on a regional level of support;
- 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 VA Department of Health representative will report to the EOC or will be immediately available;
- Coordinate medical, public health, and mental health services;
- Coordination of decontaminating persons and animals with on-scene personnel and resources and with the assistance of medical care facilities; and

- 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 status of persons injured during the emergency;
- Identify and secure medical records to enable children with disabilities or other special health care needs, as well as individuals with disabilities and others with access and functional needs, to receive health care and sustained rehabilitation in advance of, during, and following an emergency;
- Assist the Office of Chief Medical Examiner's in the identification and disposition of the deceased;
- Coordinate with cemetery entities for gravesite destruction from disaster-related incidents;
- Provide animal care services with the support of the local SPCA;
- Consolidate and submit a record of disaster-related expenses incurred by the VA Department of Health personnel; and
- Assist with the damage assessment of water and sewage facilities, as required.

Responsibilities

Primary Agency(s)

- Fire and Rescue
 - Respond to the scene with appropriate emergency medical personnel and equipment;
 - Assume an appropriate role in the ICS. If ICS has not been established, initiate it and report to the Emergency Operations Center;
 - Request through additional resources as required for the emergency;
 - Triage, treat and transport the injured;
 - If necessary, establish an onsite treatment area;
 - Coordinate with the Regional Healthcare Coordination Center (RHCC) at (855) 469-7422 to ensure casualties are transported to the appropriate facilities;
 - Establish and maintain interoperability communications and coordination with other responding emergency teams (medical, fire, police, public works, etc.) and radio or telephone communications with hospitals, as appropriate;
 - Coordinate the activities of private, volunteer, and other emergency medical units, and bystander volunteers, as needed;
 - Assist in the evacuation of patients from affected facilities and residences, if needed;
 - Provide medical support for special operation teams (e.g., Haz-mat, Swiftwater Rescue);
 - Provide decontamination assistance to hospitals and medical facilities, as needed; and
 - Support health and medical functions when not dedicated to emergency operations.
- VA Department of Health
 - Provide personnel, equipment, supplies, and other resources necessary to coordinate plans and programs for public health activities during an incident;
 - Establish communications with ESF-5 Emergency Management to report and receive assessments and status information;
 - Coordinate through ESF-15 External Affairs for dissemination of disaster-related public health information;
 - Coordinate with hospitals and other health providers on response to health needs;
 - Provide coordination of laboratory services;

- Assess behavioral health needs following an incident, considering both the immediate and cumulative stress resulting from the incident;
- Coordinate with ESF-6 Mass Care to identify shelter occupants that may require assistance;
- Coordinate emergency health and medical activities from the Public Health EOC when that facility is activated or from the local EOC;
- Oversee and coordinate the efforts of local health and medical organizations activated for an emergency, assess their needs, help them obtain additional resources, and ensure that necessary services are provided;
- Coordinate with regional health and medical organizations on matters related to assistance from other jurisdictions;
- Coordinate with incoming response units, such as Federal Disaster Medical Assistance Teams (DMATs);
- Work with Medical Reserve Corps and coordinate and screen individual health and medical volunteers;
- Coordinate the location, procurement, screening, and allocation of health and medical supplies and resources, including human resources, required to support health and medical operations;
- Coordinate the control and distribution of supplies from state and federal agencies for the general population as well as emergency response personnel;
- Coordinate the provision of laboratory services required in support of emergency health and medical services;
- Coordinate immunization campaigns or quarantines, if required;
- Coordinate inspection of food, water, drugs, and other consumables that were exposed to the hazard;
- Coordinate inspection of damaged buildings for health hazards;
- Coordinate the implementation of measures to prevent or control disease vectors such as flies, mosquitoes, and rodents;
- Establish preventive health services, including control of infectious diseases such as influenza;
- Monitor food handling and sanitation in emergency facilities;
- Assist in expanding medical and mortuary services to other facilities, as needed;
- Assist with the identification of the deceased; and
- Coordinate efforts with physician offices, health clinics, and related areas for the possible treatment of disaster victims.

Support Agency(s)

- **Communications**
 - Disseminate emergency public information provided by health and medical officials to all media;
 - A Joint Information Center may be established to assure accurate and coordinated information is assembled for release to the media; and
 - Coordinate disseminating information to the media on casualties and instructions to the public on dealing with public health problems.
- **Emergency Management**
 - Coordinate EOC operations;
 - Request resources through the VEOC.
- **Police Department**
 - Upon request, provide security for medical facilities, shelters, temporary facilities, and operations;
 - Provide security for evacuation routes and staging areas;
 - Provide guidance for evidence preservation in respect to treating victims;
 - Activate plan for maintaining order and security for citizens;

- Deputize Hospital Security/Police as needed to provide security and traffic control in/around Hospitals;
- Conduct investigations of deaths not due to natural causes;
- Locate and notify next of kin; and
- Coordinate with Mortuary Services and Medical Examiner to secure evidence and victim belongings, and arrange transport of the deceased.
- Lord Fairfax EMS Council
 - Serve as a conduit through the Office of EMS for additional supplies and resources as needed for the region; and
 - Assist with the coordination and distribution of EMS resources as requested through the EOC.
- Office of Chief Medical Examiner
 - Conduct inquests for the deceased and prepare death certificates;
 - Order or conduct autopsies if necessary, to determine the cause of death;
 - Order or conduct forensic investigations to identify unidentified bodies;
 - Authorize removal of bodies from incident to the mortuary facilities;
 - Provide information through ESF-15 External Affairs to the news media for the dissemination of public advisories, as needed; and
 - Coordinate with the VA Department of Health in establishing temporary morgue facilities and transport.
- Public Works
 - Support Utilities in the restoration of utility service to critical medical facilities;
 - Install temporary services as requested or permitted;
 - Repair streets and maintain road egress and ingress;
 - Provide barricades streets to limit access; and
 - Coordinate with other departments for debris removal.
- VA Department of Mental Health
 - Ensure that appropriate mental health services are available for disaster victims, survivors, bystanders, responders, and their families, and other community caregivers during response and recovery operations;
 - Provide outreach to serve identified behavioral health needs;
 - Coordinate behavioral health activities among response agencies; and
 - Coordinate through ESF-15 External Affairs the dissemination of public education on critical incident stress and stress management techniques.
- Winchester Medical Center
 - Implement internal or external disaster plans;
 - Update the NWRHCC, which will streamline patient destination determination;
 - Establish and maintain field and inter-facility medical communications;
 - Provide medical guidance, as needed, to EMS;
 - Coordinate with local emergency responders to isolate and decontaminate incoming patients, if needed, to avoid the spread of chemical or bacterial agents to other patients and staff;
 - Coordinate with other hospitals and with EMS on the evacuation of affected hospitals, if necessary. Evacuation provisions should specify where the patients are to be taken;
 - Depending on the situation, deploy medical personnel, supplies, and equipment to the disaster site(s) or retain them at the hospital for incoming patients;
 - Provide decontamination facilities for incoming patients not previously decontaminated;
 - Support pharmaceutical caches for treatment of victims that may not be transported to the hospital;
 - Coordinate with the American Red Cross to develop procedures and establish and staff a reception and support area for the relatives and friends of disaster victims who may converge there in search of loved ones;

- Provide patient identification information to the American Red Cross upon request as legally permitted;
 - Provide for the collection and care of human remains;
 - Establish temporary holding facilities and morgue sites; and
 - Coordinate, as necessary, with emergency health and medical services and law enforcement.
- Zoning and Inspections
 - Inspect damaged medical facilities as necessary; and
 - Make recommendations for occupancy.

Annex 2-9: ESF-9 Search and Rescue



Primary Agency(s)
Police Department

Support Agency(s)
Communications
City Sheriff
Emergency Management
Fire and Rescue
Public Works
Social Services
VA Department of Emergency
Management
VA Department of Health
Virginia Search and Rescue
Council

EOC Section:
Operations

EOC Branch:
Public Safety

Purpose

To provide a coordinated response of personnel and equipment for the Search and Rescue (SAR) of people that may be lost.

Scope

SAR resources must be prepared to respond to emergency events and provide special lifesaving assistance for the array of potential threats. Their operational activities include: locating, missing persons, extricating, and providing on-site medical treatment to victims trapped in collapsed structures; locating and stabilizing missing, disoriented, traumatized, or injured persons in urban or flood/swift water incidents. SAR agencies must be prepared to respond to these incidents and implement tactics to assist those who are or are believed to be in distress or imminent danger.

Policies

- The Police Department will be the Primary Agency to execute the coordination of SAR missions;
- Fire and Rescue will take the lead for Urban Search and Rescue (USAR). This will include maintaining a list of mutual support USAR resources to contact during an incident that exceeds the City capabilities;
- If activated, all requests for SAR and USAR mission will be submitted to the EOC for coordination, validation, or action following this ESF;
- Communications will be established and maintained with ESF-2 Communications Radio interoperability) and ESF-5 Emergency Management to report and receive assessments and status information;
- Coordinate with local, state, and federal agencies as necessary;
- Personnel will maintain a level of understanding with procedures through training and education; and
- The EOC will make resource requests through the VEOC.

Concept of Operations

The Police Department is primarily responsible for providing incident management for SAR operations involving lost persons or criminal searches defined in ESF-13 Public Safety and Security. The Fire and Rescue Department will be the primary agency for search and rescue disasters in urban and swift water incidents. In a secondary role, the Police Department will assist with perimeter security, communications, and assistance as required for a USAR event. Public Works, Engineering, and Zoning and Inspections may assist when required for structural evaluation and safety of buildings and structures. The Health Department will advise search and rescue teams on industrial hygiene issues as they become apparent. Public Works will assist with any equipment, maps, personnel, and vehicles. Fire and Rescue will provide medical resources, equipment, and expertise. Communications will be established and maintained with ESF-5 Emergency Management to report and receive assessments and status information. Additional SAR resources include:

- Frederick County Sheriff Department (local SAR team);
- Frederick County Fire and Rescue; and
- VA Dept. of Emergency Management (SAR Coordinators)

Actions

- Develop and maintain plans and procedures to implement USAR 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;
- Designate representatives to report to the EOC;
- Implement and utilize ICS;
- Maintain interoperability communication with all assisting agencies;
- Follow established procedures in responding to SAR incidents; and
- Record disaster-related expenses.

Responsibilities

Primary Agency(s)

- Police Department
 - Develop and maintain standard operating procedures for SAR missions;
 - Assist with perimeter security, communications, and assistance as required for USAR incidents; and
 - Request assistance through the EOC (if established) or directly from the VEOC.

Support Agency(s)

- Communications
 - Collect and disseminate information on search and rescue operations;
 - Request communications assets through the VEOC;
 - Develop and maintain alerting and communication procedures that will ensure timely notification; and
 - Prepare press releases on situation status as needed.
- City Sheriff
 - Provide personnel and equipment; and
 - Provide incident site security as needed.
- Emergency Management
 - Coordinate resource requests through the VEOC;

- Collect and disseminate situation status reports;
- Serve as technical specialist as needed;
- Provide administrative and logistical support; and
- Provide sUAS resources as requested.
- Fire and Rescue
 - Provide personnel, medical resources, equipment, and expertise;
 - Serve as the primary agency in any USAR disaster operation;
 - Manages USAR deployment to, employment in, and redeployment from the affected area;
 - Coordinates logistical support for USAR resources during field operations;
 - Develop and maintain standard operating procedures for practical use and coordination of USAR resources;
 - Provide status reports on USAR operations throughout the affected area; and
 - Request assistance through the EOC (if established) or directly from the VEOC.
- Public Works
 - Provide personnel and equipment as requested;
 - Assist with structural evaluation and safety of buildings and structures;
 - Provide heavy equipment support for SAR operations; and
 - Coordinate electricity termination to collapsed structures
- Social Services
 - Provide shelter resources for evacuees as necessary.
- VA Department of Health
 - Advise search and rescue teams on industrial hygiene issues as needed.
- VA Department of Emergency Management
 - Receive and respond to requests for personnel and resources;
 - Provide technical training and response expertise for SAR events; and
 - Provide response coordination with volunteer SAR agencies.
- Mutual-Aid
 - Request the Frederick County SAR team for assistance;
 - Provide personnel and equipment; and
 - Provide USAR assets as requested.

Annex 2-10: ESF-10 Oil and Hazardous Materials Response



Primary Agency(s)
Fire and Rescue

Support Agency(s)
Communications
Emergency Communications Center
Emergency Management
Police Department
Public Works
VA Department of Emergency Management
VA Department of Environmental Quality

EOC Section:
Operations

EOC Branch:
Public Safety

Purpose

To coordinate the technical response to hazardous materials incidents. Provide environmental compliance and oversight with overall disaster response. Support the Local Emergency Planning Committee (LEPC) in meeting its requirements under the Emergency Planning and Community Right to Know Act – SARA Title III.

Scope

A hazardous materials incident is any human-caused or natural incident, including terrorism, that results in a release of dangerous materials that could have extraordinary levels of mass casualties, damage, or disruptions severely affecting the population, infrastructure, environment, economy, or continuity of government functions. In addition, a hazardous materials incident could result in sustained impacts over a prolonged period. These incidents may occur without warning and require immediate response when the threat of an incident escalates due to a release into the environment. 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 waterways; and
- Abandoned hazardous waste sites; and
- Terrorism incidents involving Weapons of Mass Destruction.

Evacuation or sheltering in place may be required to protect portions of the City. If contamination occurs, victims may require special medical treatment. The release of hazardous materials may have short or long health, environmental and economic effects depending upon the type of product.

Policies

- The strategies in this plan are consistent with NIMS and the NRF;
- Incident Commanders may need to request assistance from state and federal authorities. These resources will be provided through Regional Coordination Centers or staging areas.
- Personnel will be adequately trained;
- Fixed Facilities will report to the LEPC annually under the provisions of SARA Title III;

- The Fire Chief or designee will assume primary operational control of all hazardous materials incidents;
- Determine the need to evacuate or shelter in place;
- Maintain the VDEM regional contract team with Frederick County Fire and Rescue;
- Mutual aid agreements will be implemented; and
- Establish communications with ESF # 5 (Emergency Management).

Concept of Operations

The Winchester/Frederick County LEPC maintains the Emergency Response Plan following guidance from SARA Title III. The EOP and the Emergency Response Plan only provide general guidance. The Fire and Rescue Department will provide specific guidance for managing hazardous materials incidents. During a disaster, all requests for hazardous materials support will be submitted to the EOC for coordination, validation, or action following this ESF. Otherwise, Hazardous Materials incidents will be coordinated by the Fire and Rescue Department through the Emergency Communications Center.

Mitigation

Hazardous materials mitigation is undertaken to reduce the threat to lives and property during a hazmat incident. The hazardous materials mitigation activities include:

- The fire department has identified the types and quantities of chemicals at certain fixed facilities and transportation routes that may pose a potential hazardous materials release;
- Through the Local Emergency Planning Committee (LEPC), the City receives Tier II and Tier III reports and maintains data on the hazmat inventories at local facilities for use in emergency planning;
- The City Fire Marshal performs periodic inspection of facilities that make, use, or store hazardous materials; and
- The Fire and Rescue Chief monitors land/use zoning, building or expanding facilities that make, use, or store hazardous materials to minimize the potential impact of such a facility.

Preparedness

To enhance the preparedness of the emergency responders, businesses, and public.

- The City Hazardous Materials Officer will coordinate the VDEM Hazmat Officer (HMO) assigned to the Winchester/Frederick Hazardous Materials Team;
- Trained emergency personnel respond to a level commensurate with hazmat response duties and provide appropriate detection and monitoring and personal protective equipment;
- Identify emergency response resources for hazmat incidents;
- Developed standard operating procedures for hazmat response and recovery;
- Continuous training on hazmat emergencies that exceed VDEM requirements for a Level III hazardous materials team; and
- Train and meet periodically with regulated facilities to ensure that company and local emergency plans are coordinated.

Response

Incident Classification. A three-level incident classification scheme will be used. The initial classification will be made by responders on scene and updated by the Incident Commander.

- **Level I:** An incident is a situation that is limited in scope and potential effects; involves a

limited area or limited population and has no effects on the environment, and can be handled by the initial responding personnel with no assistance from local or outside agencies or contractors;

- **Level II:** An emergency that is larger in scope and more severe in actual or potential effects than a Level I incident. It could include a large area, a limited or significant population, or critical facilities. In addition, an emergency requiring evacuation or in-place sheltering, medical care operations, and any environmental impact. It requires the activation of the City hazardous materials team or a request made to VDEM to activate the Winchester/Frederick Regional Hazardous Materials Team and limited external assistance from state or federal agencies along with private contractors. In situations deemed necessary, a state of emergency may be declared at the state /federal level;
- **Level III:** A disaster involving the occurrence or threat of significant casualties or widespread property damage beyond the local government's capabilities with its resources. It involves a large area, sizeable population, and severe environmental impact may require large-scale evacuation or in-place sheltering. The situation requires significant external assistance from other local agencies, contractors, and extensive state or federal assistance. In a disaster, a state of emergency will be declared at the state/federal levels;
- **Initial Reporting**
 - It is anticipated that a citizen who discovers a hazardous materials incident will immediately notify 911 and provide information on the incident;
 - Any employee of the City discovering an incident involving a potential or an actual release of hazardous materials should immediately notify the ECC;
 - Operators of regulated facilities and hazmat transportation systems must report certain types of hazmat releases. For hazmat incidents occurring at regulated facilities, a facilities representative at a regulated site is expected to notify the City through the 9-1-1 system and provide information for a hazardous materials incident; and
 - In cases where the initial report is made to the state EOC, the state HMO will notify the City HMO to report the incident and provide additional information.
- **Notification**
 - When the ECC receives a hazardous materials report, they will notify the initial responders through established protocols. If the incident warrants, they may also notify the Emergency Management Coordinator and the City HMO.
- **Response Activities**
 - The Incident Commander at the scene will initiate ICS and begin to take actions as defined in Fire and Rescue SOPs. If the situation is characterized as a Level II or III incident, the VEOC, State HMO, and City HMO will be notified immediately;
 - The Incident Commander should immediately take actions to isolate the site and evacuate nearby residents if the situation requires; and
 - The EOC may be activated for a Level II response and will be activated for a Level III response.
- **EOC Interface**
 - If the EOC is activated, the State HMO, City HMO, Incident Commandeer, and the EOC will communicate to ensure that critical actions are not overlooked.
- **Determining Affected Areas and Protective Actions**
 - The on-scene HMO shall estimate the affected areas and the population affected by the hazmat release, aids for determining affected areas may include:
 - ERG- Emergency Response Guidebook;
 - Computerized release models and guides;
 - Assistance from responsible parties;
 - Assistance from subject matter experts; and
 - Assistance from local, state, and federal agencies
 - On-scene personnel will determine the required protective actions for the proper protection for the emergency responders and the public; and
 - The on-scene HMO and Incident Commander will warn and implement protective

actions for the public near the incident site. The EOC will oversee the dissemination of warnings and protective measures for the public beyond the immediate incident site.

- Release Containment
 - The responsibility for selecting and implementing appropriate measures to contain the release of hazardous materials is assigned to the on-scene HMO, who may obtain advice from the responsible party, state and federal agencies, and appropriate technical experts; and
 - Containment methods may include berms, dikes, trenches, booms, and other deployable barriers, stream diversion drain installations, catch basins, patching or plugging leaking containers, reorientation, and freezing valves, or repackaging.
- Evacuation
 - The on-scene HMO shall determine the severity of the hazmat release and determine the need to shelter citizens in place or conduct evacuations of the population;
 - The Police Department shall be utilized to assist in the safe evacuation of people; and
 - The City PIO will disseminate evacuation notices to the public.

Recovery

When the initial response to an incident has ended, an additional effort may be required to control access to contaminated areas, clean up and dispose of spilled materials, decontaminate and restore areas that have been affected, and recover response costs from the responsible party. As a result, the recovery process may continue for an extended period.

- The spiller is, by common law, responsible for all cleanup activities. However, most cleanup activities will be performed by contractors, paid for by the responsible party, and overseen by local, state, and federal authorities. Methods of cleanup may include excavating, pump and treating, dredging, skimming dispersion, vacuuming, and biological remediation; and
- The Hazardous Materials Coordinator will oversee recovery efforts and serve as the local government contact with the responsible party, cleanup contractor, and state and federal agencies.

Responsibilities

- Establish that a hazardous materials incident has occurred;
- Notify all departments and agencies;
- Activate and deploy or prepare to deploy teams, equipment caches, and other resources;
- Identify, prepare, and operationalize facilities critical to supporting the movement and reception of State and Federal resources; and
 - Establish and maintain communications with the incident commander to ensure a common and current operating picture regarding critical resource requirements.

Organizational

- The Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) requires the development of detailed procedures for identifying facilities with highly hazardous materials and assuring an adequate emergency response capability by these facilities and local emergency services. As a result, a separately published Emergency Response Plan has been developed for the Winchester/Frederick County area by the Winchester/Frederick County LEPC. This plan is considered a part of the City's Emergency Operations Plan (EOP);

- Mutual aid agreements will be implemented should the incident demand more significant resources than are immediately available. The VDEM Regional Hazardous Materials Officer and a contract Hazardous Materials Response Team may be requested through the VEOC;
- The Emergency Management Coordinator, Fire Chief, and the 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 before requesting or obtaining approval. Fire and Rescue and the Police Department will coordinate the evacuation of the area, and ESF-13 Public Safety and Security will be responsible for providing security for the evacuated area; and
- Should an evacuation become necessary, directions for evacuation or shelter-in-place will be disseminated in conjunction with ESF-2 Communications and ESF-15 External Affairs. Achievement of this will include all appropriate means to include, but not limited to, canvassing, route-alerting, loud-speakers, the City mass notification system, and EAS broadcast messages to ensure that residents in the threatened areas have received evacuation warnings.

Actions

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

Responsibilities

Primary Agency(s)

- Fire and Rescue
 - Follow established procedures in responding to hazardous materials incidents;
 - Develop procedures to protect life and property aimed at minimizing the impact of an unplanned release of hazardous materials;
 - Conduct training for personnel in hazardous materials response and mitigation;
 - Provide technical information to others;
 - Coordinate control/mitigation efforts with other local, state, and federal agencies;
 - Perform the duties necessary to reduce, remove or eliminate the threat of a hazardous materials spill or release;
 - Provide emergency medical treatment and transport to medical facilities for further treatment;
 - Request and utilize assistance or support from the Winchester/Frederick Regional Hazardous Materials Team or state or federal agencies; and
 - Record all expenses and seek reimbursement of costs associated with the response.

Support Agency(s)

- Communications
 - Collect and disseminate information about hazardous materials operations;
 - Develop and maintain alerting and communication procedures that will ensure timely notification; and
 - Prepare press releases on situation status as needed.

- Emergency Communications Center
 - Maintain interoperability communications with all agencies as needed;
 - Develop procedures for paging personnel and contacting the state VEOC; and
 - Provide sUAS resources as requested.
- Emergency Management
 - Coordinates with the Incident Commander based upon the incident classification and provide recommendations that can initiate the activation of the EOC;
 - Coordinates with regional/state/federal agencies when support is provided to augment response and recovery operations;
 - Coordinate with the LEPC on hazmat issues, as required by the EPCRA (Emergency Planning, Community Right-to-Know Act of 1986);
 - Assist in the maintenance of the Emergency Response Plan for the LEPC;
 - Declare a State of Emergency to the proper state or federal agencies;
 - Seek state and federal funds for reimbursement of costs associated with the incident; and
 - Maintains an accurate and up-to-date hazmat emergency contact roster that provides 24-hour contact information for state, federal, and private contractors.
- Police Department
 - Provide security and traffic control at the scene of a hazardous materials incident;
 - Control access to the immediate incident site for safety and limit entry to authorized personnel only;
 - Assist with the evacuation of citizens when requested by the Incident Commander;
 - Provide access control to evacuated areas to prevent theft; and
 - Assist in determining the number and identity of casualties.
- Public Works
 - Provide heavy equipment and materials for spill containment;
 - When requested, provide barricades to isolate the incident site;
 - Cooperate with law enforcement to detour traffic around the incident site;
 - Coordinate with Water Authority on:
 - Potential impact to water or sewer systems and take preventive actions to prevent damage to those systems;
 - If a hazmat incident impacted the water or sewer systems, check systems for damage and restore service; and
 - Provide input for protective actions for the public relating to water and sewer systems.
- Regulated Facilities/Hazmat Transportation Companies
 - Provide current emergency contact numbers to local authorities;
 - Upon request, provide planning support for accidental release contingency planning by local emergency responders;
 - Immediately make notification of the incident to local officials and other agencies required by state and federal law;
 - Provide information about the incident to emergency responders;
 - Make recommendations to responders for containing the release; and
 - Assist with specialized equipment, if available, used with the hazardous materials problem;
 - Regulated facilities are also required to:
 - Report hazmat inventories to the LEPC, and the Fire and Rescue Department, as required by federal and state statutes and regulations;
 - Provide MSDS (Material Safety Data Sheets);
 - Designate a facility emergency coordinator; and
 - Develop an on-site emergency plan that specifies notification and emergency response procedures and recovery actions.
- VA Dept. of Emergency Management and Environmental Quality
 - The point of contact for a hazardous materials incident will be the VEOC;

- If requested, assistance from the VDEM Hazardous Materials Officer will be provided;
- Notify the Virginia Department of Environmental Quality (VDEQ) for any release of hazardous materials into the environment;
- The VDEQ is the lead State agency for response to any soil spill or spill affecting the waters, storm drains, and lands of the Commonwealth following abatements of public safety concerns;
- Provides support to emergency response operations and serves as technical adviser to City or State emergency responders with regards to environmental threats affecting public health and safety as well as threats to critical systems; and
- Coordinate any cleanups if the responsible party cannot be identified or provide cleanup of the spill through the Virginia Petroleum Storage Tank Fund (VPSTF).

Tab 1 for ESF-10

Protective Actions for the Public

Factors to Consider in Selecting Protective Actions

Among the factors to be considered in determining protective actions for the public are the following:

- Characteristics of the hazardous material
 - Degree of health hazard;
 - Amount of material that has been released or is expected to be released;
 - Time of release; and
 - Rate of spread.
- Weather conditions, particularly wind direction and speed for airborne hazards
- Population at risk
 - Location;
 - Number;
 - Special facilities or populations; and
 - Evacuation routes.
- Estimated warning and evacuation times; and
- Ability to predict the behavior of hazmat release (typically from release modeling software).

Primary Protective Strategies

- The two primary protective strategies used during hazmat incidents are sheltering in place and evacuation:
 - Shelter in place involves having people shelter in a building and take steps to reduce the infiltration of contaminated outside air. Shelter in place can protect people for limited periods by using the shielding provided by a building's structure to decrease the amount or concentration of hazmat to which they are exposed. However, with a continuous release, the indoor concentration of hazmat for buildings within the hazmat plume will eventually equal the average outdoor concentration, limiting the effectiveness of this strategy in long-term releases;
 - Evacuation protects people by relocating them from an area of known danger or potential risk to a safer area or a place where the risk to health and safety is considered acceptable. While evacuation can be very effective in protecting the public, large-scale evacuation can be difficult to manage, time-consuming, and resource-intensive; and
 - Shelter in place and evacuation are not mutually exclusive protective strategies. Each strategy may be appropriate for different geographic areas at risk in the same incident. For example, residents within a mile downwind of an incident site may be advised to shelter in place because there is insufficient time to evacuate them. In contrast, residents of areas further downwind may be advised to evacuate.
- Determining Protective Actions: The following information is intended to weigh suitable protective actions for the public and unique facilities:
 - Shelter in place may be appropriate when:
 - Public education on shelter-in-place techniques has been conducted;
 - Sufficient buildings are available in the potential impact area to shelter the population at risk;
 - In the initial stages of an incident, when the area of impact is uncertain;
 - A hazmat release is impacting or will shortly impact the area of concern;
 - A hazmat release is a short term (instantaneous or puff release), and the wind is moving vapor cloud rapidly downwind;

- Evacuation routes are unusable due to weather or damage or because they pass through a likely hazmat impact area; and
- Specialized equipment and personnel needed to evacuate institutions such as schools, nursing homes, and jails are unavailable.
- Evacuation may be appropriate when:
 - A hazmat release threatens the area of concern but has not yet reached it;
 - A hazmat release is uncontrolled or likely to be long-term;
 - There is adequate time to warn and instruct the public and to carry out an evacuation;
 - Suitable evacuation routes are available and open to traffic;
 - Adequate transportation is available or can be provided within the time available;
 - Specialized equipment and personnel needed to evacuate institutions are available;
 - The hazmat released is or will be deposited on the ground or structures and remain a persistent hazard; and
 - The likely impact area includes a large outdoor population and insufficient structures for sheltering that population.

Other Protection Strategies

- **Protection of Water Systems:** A hazmat incident may contaminate groundwater supplies and water treatment and distribution systems. Threats to the drinking water supply must be identified quickly, and water system operators must be notified promptly to implement protective actions. If water supplies are affected, the public must be warned and advised of appropriate protective actions, and alternative water sources will have to be provided;
- **Protection of Sewer Systems:** A hazardous chemical entering the sanitary sewer system can cause damage to a sewage treatment plant. If sewer systems are threatened, facility operators must be notified promptly to implement protective actions. If systems are damaged, the public must be warned and advised what to do. It will likely be necessary to provide portable toilets in affected areas; and
- **Relocation:** Some hazardous material incidents may contaminate the soil or water of an area and pose a chronic threat to people living there. People may need to move out of the area for a substantial period until the area is decontaminated or until natural weathering or decay reduces the hazard.

Annex 2-11: ESF-11 Agriculture and Natural Resources



Primary Agency(s)
Emergency Management
VA Department of Health

Support Agency(s)
VA Department of Agriculture
and Consumer Services
VA Tech Extension Office

EOC Section:
Operations

EOC Branch:
Human Services

Purpose

To coordinate through the VA Department of Health in providing nutrition assistance; control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infective 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.

Scope

The Health Department, with assistance from other agencies, will:

- 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, infective exotic plant disease, or an economically devastating plant pest infestation;
- Coordinate with Public Health and Medical Services 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; and
- 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 Health;
- 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 congregated meal service;
- Volunteer organizations may arrange transportation and distribution;

- Priority is given to moving supplies into areas of critical need and then to areas of moderate need;
- Animal culling and disposal will be conducted as humanely as possible; and
- Ensure food safety.

Concept of Operations

The Health Department will assume the coordinator's role of the ESF. The coordinator will organize staff based on the four functional areas:

- Organizes and coordinates resources and capabilities to facilitate the delivery of services, assistance, and expertise;
- 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;
- Ensures the safety and security of the commercial supply of food (meat, poultry, and egg products) following an incident; and
- Identifies, secures, and arranges for the transportation of food to areas.

Organizational

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 Health Department provides overall direction;
- Once the ESF is activated, the coordinator will contact appropriate support agencies to assess the situation and determine appropriate actions;
- The City of Winchester may activate its Emergency Operations Center, and a local emergency may need to be declared to initiate response activities; and
- The Virginia Department of Agriculture and Consumer Services and the Health Department coordinate the field response for food supply safety and security.

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; and
- Provide inspection, fumigation, disinfection, sanitation, pest termination, and destruction of animals or articles found to be contaminated or infected.

Responsibilities

Primary Agency(s)

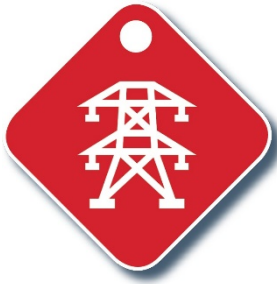
- VA Department of Health
 - Provides guidance to unaffected areas as to precautions that may be taken to ensure animal and plant health;
 - Ensure proper handling and packing of any samples and shipments to the appropriate research laboratory;

- 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; and
- Establish the need for replacement food products;

Support Agency(s)

- Establish logistical links with organizations involved in long-term congregate meal service;
- Implement pet sheltering with the assistance of the City and their plan;
- Work closely with the Health department on all City responsibilities; and
- Work with ESF-7 Resource Management to organize and coordinate resources and capabilities to facilitate the delivery of services, assistance, and expertise.

Annex 2-12: ESF-12 Energy



Primary Agency(s)
Public Services

Support Agency(s)
City Attorney
Communications
Emergency Management
Facility Maintenance
Innovation & Information
Systems
Utility Companies

EOC Section:
Operations

EOC Branch:
Infrastructure

Purpose

To coordinate the restoration of energy sources for critical infrastructure and the public during disaster events.

Scope

This ESF is to 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 Plan, the term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems. Additionally, the ESF will provide information concerning the energy restoration process, such as projected schedules, percent completion of the restoration, and other information as appropriate.

Policies

- Will work to provide fuel, power, and other essential resources to the City;
- 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

Electric power supply to customers may be cut off due to either generation capacity shortages or transmission/distribution limitations. Generation capacity shortfalls are more likely to result from extremely hot weather conditions 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, labor strikes, international embargoes, disruption of pipeline systems, or terrorism. In addition, the suddenness and devastation of a catastrophic disaster or another significant event can sever critical energy lifelines, constrain supply in the impacted areas, affect transportation, communications, and other lifelines needed for public health and safety. As a result, there may be widespread and prolonged electric power failures. Without electric power, communications will be interrupted, traffic signals will not operate, and surface movement will 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.

Organizational

- In the wake of such a major disaster, the EOC may be assisted with the region and 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; and
 - The EOC will send requests to the VEOC for fuel and power assistance;
- The private sector will be relied upon to independently manage until it can no longer do so or citizens' health, safety, and welfare are no longer at risk. The industries will be expected to establish their emergency plans and procedures and to implement them through their proprietary systems;
- The State Corporation Commission (SCC) is designated the commodity manager for natural gas and electric power. The Virginia Department of Energy (VDE) is the commodity manager for petroleum products and solid fuels;
- Additional supporting information, such as key contacts, recommended conservation measures, and pre-scripted press releases, can be found in the "Electric Power and Natural Gas Energy Emergency Handbook," maintained by the SCC, and in the "Petroleum and Solid Fuels Energy Emergency Handbook," maintained by the VDE; and
- Following a catastrophic disaster, the VEOC, with staff support from SCC and VDE, will coordinate emergency power and fuel to affected jurisdictions to support immediate response operations. In addition, they will work closely with Federal energy officials, other Commonwealth support agencies, and energy suppliers and distributors. The City has identified and will work with the providers for each of their energy resources.

Actions

- Identify, quantify, and prioritize the minimum essential supply of fuel and resources required to ensure continued operation of critical facilities such as public utilities and schools;
- Develop plans of action for continued power generation for critical facilities and timelines for self-sustainment;
- Develop and maintain lists of all utility providers to the City, including emergency contact information;
- Monitor the status of all essential resources to anticipate shortages;
- Develop minimum levels of fuel to maintain and establish sustainment timelines;
- Maintain contact with fuel distributors and local utility representatives;
- Implement emergency primary and secondary procurement contracts with fuel supply vendors that receive products from different locations;
- 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

Primary Agency(s)

- Public Services
 - Designate a Utilities Unit Leader to act as the primary point of contact to all Utility Companies affecting the City;
 - Coordinate press releases with ESF-2 Communications to 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;
 - Coordinate emergency assistance to individuals as required;
 - Enforce state and local government conservation programs;
 - Identify resources needed to restore energy systems; and
 - Responsibilities include:
 - Identify all utilities that may affect the continuity of operations for public businesses and private residents in the City;
 - Maintain a list of emergency contacts for all utility operators;
 - Identify a liaison for each utility operator that will be available to report to EOC, as needed;
 - Coordinate with ESF-5 Emergency Management on a list of critical facilities that shall have priority for utility restoration; and
 - Request, receive, and summarize damage situation reports from affected utilities to include:
 - Operational status;
 - Number of customers affected;
 - Geographic areas affected;
 - Estimated time to restoration; and
 - Coordinate recovery plans and actions with all utility providers.

Support Agency(s)

- General
 - In the event of a fuel shortage, establish procedures for local fuel suppliers/distributors to serve customers referred to them by local government;
 - Identify, quantify, and prioritize the minimum essential supply of fuel and resources required to ensure continued operation of critical facilities, including support to public utilities and schools;
 - Identify resources needed to restore energy systems; and
 - Ensure continuity of fuel availability for emergency city operations (vehicles, generators, etc.).
- City Attorney
 - Advise officials on emergency powers and procedures for invoking commodity control measures; and
 - Prepare or recommend legislation/ordinance to implement the emergency powers that may be required during the emergency.
- Communications
 - Coordinate with the Emergency Management Coordinator, Utility and Energy providers to provide timely, accurate, and consistent information to the public regarding utility outages and energy shortages, including communicating;
 - Protective measures, such as boil water orders;
 - Coordinate with Support Annex 3-7 Volunteer and Donation Management on information regarding where to obtain water, ice, and other essentials; and

- Coordinate press releases with ESF Group or Utilities Unit Leader to 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.
- Emergency Management
 - Request all other assistance relating to petroleum shortages from the State EOC; and
 - Liaison with state and federal entities.
- Facility Maintenance
 - Coordinate with ESF Group Supervisor or Utilities Unit Leader on general guidance and recommendations regarding the utility response to emergencies;
 - Maintain this annex in cooperation with City, public and privately-owned utilities, and energy providers;
 - Identify critical facilities requiring uninterrupted power or priority restoration during emergencies/disasters; and
 - Maintain and share information on existing emergency generators and potential generator requirements, as necessary.
- Innovation and Information Services
 - Identify resources needed to restore telecommunication systems;
 - Ensure continuity of communications capabilities; and
 - Coordinate activities with local providers.
- Utility Companies
 - Provide an emergency point of contact and provide emergency information to the Emergency Management Coordinator and EOC;
 - During emergencies, respond promptly to restore utility service;
 - Maintain the Utility Restoration Priorities for Critical Facilities and share with Utility Unit Leader;
 - In coordination with the Emergency Management, update utility restoration priorities for critical facilities in the aftermath of an emergency if required;
 - Where it appears that outages or shortages will be long term and have a significant impact on the City, coordinate with the Utilities Unit Leader on action that should be taken to obtain support for missing services or identify locations so the City can act to relocate people who cannot be provided substitute services;
 - Coordinate with the EOC to respond to requests for assistance in facilitating utility repair and reconstruction activities;
 - Ensure utility emergency plans are current and comply with state regulations;
 - Coordinate information regarding utility status, number of customers affected, and areas affected to the ESF Group Supervisor or Utilities Unit Leader regularly;
 - Have utility personnel participate in periodic local emergency exercises to determine the adequacy of plans, training, equipment, and coordination procedures;
 - Maintain adequate stocks of needed emergency supplies and identify sources of timely re-supply of such supplies during an emergency;
 - Develop mutual aid agreements to obtain an external response and recovery assistance and identify contractors that could assist in the restoration of utilities for major disasters;
 - Ensure utility maps, engineering records, and other materials needed to conduct emergency operations are available during emergencies; and
 - Take appropriate measures to protect and preserve utility equipment, personnel, and infrastructure, including increasing security when there is a threat of terrorism directed against utility facilities.

Annex 2-13: ESF-13 Public Safety and Security



Primary Agency(s)
Police Department

Support Agency(s)
City Attorney
City Sheriff
Communications
Emergency Management
Emergency Communications
Center
Fire and Rescue
Public Works
Northwestern Regional Adult
Detention Center

EOC Section:
Operations

EOC Branch:
Public Safety

Purpose

To maintain law and order and provide public warning, security of critical facilities and supplies, safe traffic control, evacuations of people, conduct search and rescue operations and assist with identifying the deceased.

Scope

This ESF is designed to respond during a time of emergency using existing procedures. These procedures are in the form of department directives covering 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 a state or federally declared disaster, the Governor can provide National Guard personnel and equipment to support local law enforcement operations.

Policies

- The Police Department will retain operational control;
- The Incident Commander will determine the need for security at the scene;
- The Police Department EOC Representative, in coordination with the Emergency Management Coordinator, will identify areas of potential evacuation;
- The concentration of large numbers of people in shelters during an evacuation will necessitate law enforcement presence to maintain orderly conduct (City Sheriff); and
- Law enforcement will be needed in evacuated areas to prevent looting and protect property;

Concept of Operations

- Existing procedures in the form of department directives 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 Emergency Communications Center is the contact for receiving all warnings and notifications of actual or impending emergencies or disasters;

- Should the National Guard be called in for a State or federally declared disaster, they may only be used for low-risk duties such as security and traffic control; and
- A hazard or potential hazard situation could justify the need for evacuation for a few hours to several days or weeks, depending on the hazard and its severity. Limiting 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;
 - Accurate communications to personnel within and outside the secured area;
 - Traffic 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.

Organizational

Law Enforcement will utilize their usual communications networks during disasters. In coordination with law enforcement and Fire & Rescue departments, the Emergency Management Coordinator should delineate areas that may need to be evacuated. Law Enforcement will set up control points and detours to expedite traffic to reception centers or shelters and prevent reentry of evacuated areas. They will also provide traffic control and security at the damaged public property, shelter facilities, and donations/ distribution centers. Should an evacuation become necessary, warning and evacuation instructions will be sent via radio, Winchester’s mass notification system, social media platforms, and television. Also, law enforcement and the Fire & Rescue departments will use mobile loudspeakers to ensure that all residents in the threatened areas have received the evacuation warning.

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 and maintain lists of available resources for all law enforcement agencies in the City that includes vehicles and equipment;
- Develop procedures and provide training for the search and rescue of missing persons;
- Develop strategies to effectively address emergencies 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 security, traffic, and crowd control as required;
- Implement existing mutual aid agreements, if necessary; and
- Document expenses.

Responsibilities

Primary Agency(s)

- Police Department
 - Prepare law enforcement mutual aid agreements;
 - Maintain law and order during emergencies;
 - Direct and control evacuations;

- Assist ESF-5 Emergency Management in the pre-planning of emergency evacuations;
- Protect property in evacuated areas;
- Provide access control to damaged areas;
- Establish and coordinate traffic control points as needed;
- Provide crowd control as needed;
- Participate in the local warning system;
- Conduct counter-terrorism and anti-terrorist operations;
- Support search and rescue operations;
- Assist in hazardous materials incidents;
- Assist in the evacuation of prisoners from the jail by providing perimeter security;
- Provide qualified individuals to staff the EOC and other critical facilities when activated;
- Assist the Office of Chief Medical Examiner with identification of the dead.
- Support other emergency functions as necessary;
- Coordinate security for critical facilities; and
- Coordinate security for shelter and mass care operations.

Support Agency(s)

- General
 - Support Primary Department in the mission of the ESF; and
 - Maintain resource roster, inventory, and standard operating procedures;
- City Attorney
 - Upon request, advise law enforcement agencies regarding the emergency powers of local government and their potential impact on law enforcement requirements during emergencies.
- City Sheriff
 - Coordinate the evacuation prisoners from the jail by providing perimeter security;
 - Assist with law enforcement mutual aid agreements;
 - Maintain law and order during emergencies;
 - Direct and control evacuations;
 - Assist in the protection of private property in evacuated areas;
 - Assist in fulfilling traffic control points;
 - Support other emergency functions as necessary;
 - Assist in crowd control measures; and
 - Provide Security for Mass Care Shelters.
- Communications
 - Provide communication services to the public.
- Emergency Management
 - Work together to plan and manage ESF requirements; and
 - Provide sUAS resources as requested.
- Emergency Communications Center
 - Coordinate emergency communications for internal and external agencies.
- Fire and Rescue
 - Coordinate emergency response efforts for efficiency.
- Northwestern Regional Adult Detention Center
 - Assist with law and order during emergencies;
 - Assist in transportation of suspects during law enforcement activities; and
 - Support other emergency functions as necessary.
- Public Works
 - Assist in keeping evacuation routes open;
 - Upon request, provide barricades and barriers to restrict entry to evacuated and damaged areas; and
 - Provide fleet maintenance support as needed.

Annex 2-14: ESF-14 Long-Term Community Recovery



Primary Agency(s)
Planning

Support Agency(s)
Communications
Economic Development
Emergency Management
Fire and Rescue
Innovation & Information Services
Police Department
Public Works
VA Dept. of Health
Zoning and Inspections

EOC Section:
Planning

EOC Branch:
Situation, Planning & Documentation, Recovery

Purpose

Develops a comprehensive and coordinated recovery process that will prompt and orderly restoration of community facilities and services, infrastructure, and economic base while providing for the population's health, welfare, and safety.

- Recognizes the importance of affected governments and the private sector in defining and addressing risk reduction and long-term community recovery priorities;
- Support is tailored based on the event's type, extent, duration, and long-term recovery period, and the availability of local, state, and federal resources;
- Long-term community recovery and mitigation efforts are forward-looking and market-based, focusing on permanent restoration of infrastructure, housing, and the economy, with attention to mitigation of future impacts of a similar nature, when feasible;
- The Federal Government uses the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts; and
- Facilitates applying loss-reduction building science to rebuilding critical infrastructure (e.g., repairing hospitals or emergency operation centers to mitigate future tornado risk).

Scope

This ESF support may vary depending on the magnitude and type of incident and the potential for long-term and severe consequences. It will coordinate during large-scale or catastrophic incidents that require assistance to address significant long-term impacts in the affected area. Activities within the scope of this function include:

- Advise on the long-term recovery implications of response activities and coordinate the transition from response to recovery in field operations;
- Work with City Departments, other local governments; non-governmental organizations; and private-sector organizations to conduct comprehensive market disruption and loss analysis and develop a comprehensive long-term recovery plan for the community;
- Identify appropriate State and Federal programs and agencies to support the implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available;

- Determine/identify responsibilities for recovery activities, and provide a vehicle to maintain continuity in program delivery among departments and agencies and other involved parties to ensure recovery and hazard mitigation efforts;
- Develop procedures to identify needs and requirements for populations with special needs and how these needs will be incorporated into recovery strategies;
- Develop coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes;
- Establish procedures for integration of pre-incident planning and risk assessment with post-incident recovery and mitigation efforts; and
- Facilitate recovery decision-making across ESFs. Also, facilitate awareness of post-incident digital mapping and pre-incident hazard mitigation and recovery planning across ESFs.

Policies

- Long term community recovery and mitigation efforts are forward-looking and 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

The recovery phase is characterized by two components:

- The emergency recovery phase deals primarily with lifesaving and emergency relief efforts (i.e., clearing roads, restoring power, and securing structures for search and rescue); and
- The broader recovery and reconstruction component deals with more permanent and long-term recovery and redevelopment issues. Although all City departments are involved in both components, the emphasis and focus change among departments as they shift from one component to another. In the emergency recovery component, the primary departments involved include Fire and Rescue, Police, Health, Social Services, Public Works departments, and City Schools; whereas in the recovery and reconstruction component, the emphasis shifts to departments and agencies dealing with housing and redevelopment, public works, economic development, land use, zoning, and government financing. The two components will coincide with the emergency recovery component taking precedence in the initial stages of recovery. The recovery and reconstruction component will receive greater attention as the recovery process matures.

Emergency Management will be the lead coordinating department for the lifesaving and emergency recovery component of the recovery process. Planning and Development Services will be the ESF Group Supervisor and will work closely with Public Works (Engineering), Housing and Neighborhood Services, and Emergency Management during the reconstruction phase.

The recovery analysis process is comprised of the following phases:

- Re-entry;
- Needs assessment;
- Damage assessment;
- Formulation of short- and long-term priorities within the context of basic needs and available resources, and

- Identify and implement appropriate restoration and development strategies to fulfill priorities established and bring about an effective recovery program.

The damage assessment process for the City 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 are included within the support annex. Although damage assessment is primarily a local government responsibility, assistance is provided by State and Federal agencies and private industries that have expertise in specific functional areas such as transportation, agriculture, forestry, water quality, housing, etc.

The process to request and receives federal assistance will be the same as all other natural or human-caused disasters. VDEM will be the coordinating state agency in the recovery process, and FEMA will be the federal coordinating agency. First, short-term and long-term priorities are established using the preliminary damage assessment information. Then, recovery strategies are 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 (DRC) and Joint Field Office (JFO) for 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 the City in the long-term planning and redevelopment process. Economic aid will be provided to assist in rebuilding the economic base, replacing and restoring the housing inventory, and ensuring that all construction and development complies with building codes and plans. Regional cooperation and coordination shall be stressed and promoted at all levels to achieve the priorities established and facilitate recovery efforts. The City will develop strategies in coordination with other local governments and Economic Planning Councils. 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 infrastructure;
 - Repairing/rebuilding of private homes and businesses; and
 - Hazard Mitigation projects.

Organizational

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

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

- The President will appoint a Federal Coordinating Officer to coordinate the federal efforts;
- The Governor will appoint a State Coordinating Officer to coordinate state efforts;
- A JFO will be established within the state (central to the damaged area) from which the disaster assistance programs will be coordinated; and
- A DRC will be established in the affected areas to accommodate persons needing individual assistance after registering 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; and
- Public Assistance – Supplementary Federal Assistance provided under the Stafford Act to State and Local governments or specific 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 local officials who must bear the agony of losing life and property when disaster strikes. The Emergency Management Director/Coordinator will coordinate with Engineering to determine mitigation projects needed following a disaster and apply 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 (See Damage Assessment Annex);
- 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 of issues among agencies and ESFs;
- Facilitate recovery decision making across ESFs; and
- Facilitate awareness of post-incident digital mapping and pre-incident hazard mitigation and recovery planning.

Responsibilities

Primary Agency(s)

- Planning
 - Implement plans that address critical issues such as temporary and permanent housing, debris removal, decontamination, and environmental restoration, restoration of public facilities and infrastructure, restoration of the agricultural sector, and short and long-term economic recovery;
 - Notify supporting agencies upon EOC activation, as needed;

- Review mitigation plans for the early identification of mitigation projects to reduce socio-economic consequences;
- Support Real Estate Evaluation in the development of damage assessment teams and develop plans to obtain and analyze damage assessment data;
- Coordinate the identification of federal and state programs to support the implementation of long-term recovery plans;
- Provide technical assistance in City and municipal planning;
- In conjunction with Public Works, coordinate the National Flood Insurance Program;
- Support Engineering on conducting outreach activities on floodplain management and insurance as deemed appropriate based on the event;
- Assist Public Works in the development of flood recovery maps as necessary;
- Develop plans for post-incident assessment that can be scaled to incidents of varying types and magnitudes;
- Develop action plans identifying appropriate agency participation and resources available, taking into account the differing technical needs for risk assessment and statutory responsibilities by hazards;
- Ensure participation from primary and support agencies;
- Lead post-incident assistance efforts;
- Identify areas of collaboration with support agencies and facilitate interagency integration; and
- The ESF-3 Public Works and Engineering Group Supervisor or Debris Management Unit Leader supports debris management.

Support Agency(s)

- Communications
 - Approve all press releases from all departments before releasing them to the media;
 - Ensure that procedures are in place so that timely and accurate information is provided to the public regarding;
 - Status of emergency conditions within the affected areas;
 - The availability of emergency services;
 - Additional measures necessary to protect public health and safety;
 - Availability of relief supplies and donated goods;
 - Status of power and telecommunications services being restored;
 - Availability and safety of water through the City's water service and Sewer Authority;
 - Establish the City Joint Information Center and ensure it is staffed appropriately; and
 - Coordinate and conduct tours for the media and VIPs in the affected areas.
- Economic Development
 - Develop long-term strategies that strive to restore and reconstruct the post-disaster environment to pre-existing conditions;
 - Coordinate the identification of federal and state programs to support the implementation of long-term recovery plans;
 - Conduct outreach activities on floodplain management and insurance as deemed appropriate based on the event; and
 - Work to develop strategies in coordination with local governments and Economic Planning Councils.
- Emergency Management
 - Document damage assessment information received in the EOC to determine the priority areas for the damage assessment teams to survey;
 - As soon as the magnitude of the disaster is determined, request that VDEM deploy the State Assessment Team;

- Request a damage assessment team or support from the Red Cross;
- Notify all supporting agencies upon EOC activation; and
- Establish a disaster recovery center and joint field office as needed.
- Public Works
 - In conjunction with ESF #1 (Transportation);
 - Determine the transportation requirements necessary to conduct debris removal operations;
 - Determine the priority for clearing the road system in the City;
 - Determine the capability of the landfill to accept disaster debris or establish burn sites for disaster debris;
 - Contract with local vendors to conduct immediate debris removal operations and when the debris removal capacity exceeds local capabilities, coordinate with companies to conduct debris removal;
 - Confirm that the Water Authority conducts the appropriate tests to ensure that water quality is maintained following the disaster;
 - Assign staff to identify and document the economic impact and losses avoided due to previous mitigation projects and determine new priorities for mitigation in the affected areas; and
 - Assist in the development of flood recovery maps as necessary.
- Fire and Rescue
 - Conduct an immediate assessment on the capability and availability of firefighting resources in the City;
 - Determine the immediate need for firefighting services with ongoing fires as a result of the disaster;
 - In conjunction with ESF-8 Public Health and Medical Services and ESF-13 Public Safety and Security, coordinate ESF-9 Search and Rescue and ESF-10 Oil and Hazardous Material Response operations in the City;
 - Coordinate mutual aid requests and any resource requests through the EOC;
 - Determine if hazardous materials operations are required following the disaster;
 - Determine if assistance is needed for the Region II VDEM Hazardous Materials Team, submit the request through the EOC;
 - Support Damage Assessment and share information gathered; and
 - Provide trained CERT members to participate in long-term recovery programs as needed.
- Police Department
 - Enforce curfews as imposed;
 - Establish traffic control around areas where homes, businesses, and critical infrastructure has been damaged;
 - Establish traffic control points as necessary to establish security around disaster areas;
 - Verify that personnel attempting to enter restricted, or disaster areas are residents or response personnel who can display approved access passes before entry;
 - Submit all requests for law enforcement assistance through the EOC; and
 - Establish assembly areas for law enforcement assistance arriving from other counties across the state.
- Public Works
 - Plan for and provide technical assistance in transportation planning and engineering;
 - Coordinate damage assessment of the City's road system, including Engineering performing structural evaluations of all bridges; and
 - Assist in obtaining transportation assistance as needed in the removal and disposal of disaster debris.
- Innovation & Information Services
 - Ensure continuity of Communications Networks;

- Use hazard predictive modeling and loss estimation methodology to ascertain vulnerable critical facilities as a basis for identifying recovery priorities; and
 - Assist in the development of flood recovery maps as necessary.
- VA Department of Health
 - Conduct an immediate assessment of the availability and capability of area hospitals and medical facilities to provide patient care;
 - Provide technical assistance in the removal and management of contaminated debris and environmental remediation;
 - Coordinate requests and activation of the state and federal mass fatality plans, NDMS, and DMORT activities; and
 - Coordinate vector control programs.
- Zoning and Inspections
 - Conduct support services for short- and long-term infrastructure; and
 - Provide manpower and conduct damage assessments using provided damage assessment tools.

Annex 2-15: ESF-15 External Affairs



Primary Agency(s)
Communications

Support Agency(s)
**Emergency Management
Fire & Rescue
Innovation & Information
Services
Police Department
Public Schools
Social Services
VA Dept. of Health**

EOC Section:
Command

EOC Branch:
N/A

Purpose

To keep the public informed concerning a threatened or actual emergency and provide protective action guidance as appropriate to save lives and protect property.

Scope

This ESF coordinates the resources necessary to manage information during a significant incident so that accurate and current information is used to inform the public. Activities within the scope of this ESF functions include developing and disseminating public messages; providing accurate and authorized information to the public and making it accessible; coordinating all official briefings and news conferences; and establishing a Joint Information Center (JIC) as needed. In addition, the ESF will 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; and
- Rumor Control.

The scope of this annex is to provide concepts for developing a unified crisis management plan. The objectives of this plan are to:

- Prepare City staff in effectively managing crisis communications;
- Help staff respond in a unified, professional manner that reinforces leadership, transparency, and responsive government;
- Manage the distribution of critical, often sensitive, information to the various audiences served by the City, including the media; and
- A crisis is defined as a significant incident or threat to operations that can have negative consequences if not handled properly.

Policies

The following outlines the City of Winchester's policy on communications with the media in the event of a crisis:

- Any staff member alerted to a potential crisis should immediately report the information to their supervisor and the City Communications Director (PIO). This “single source” of information reinforces the messages and helps correct misinformation;
- Only the City PIO and others outlined in this plan can release information to the media and the public. All other staff and representatives of the City, such as council members, are asked to be professional and helpful to the media by providing them with contact information for the City PIO;
- The City Manager is responsible for coordinating all aspects of the organization’s response, including messages. These messages should be developed in coordination with the PIO. There may be cases where the same person fills these roles;
- All messages should be developed with professionalism and transparency in mind. Messages should be written to communicate information, reduce uncertainty, maintain morale, collaborate, inform and educate audiences, and build credibility. When possible, responses should be proactive, responsive, and action-oriented;
- “No comment” is never an acceptable response. If an answer is unknown or is not immediately available, the questions should be noted, and the inquirer told there would be a follow-up. If the question cannot be answered due to a policy, the reason should be explained, and additional policy/procedural information provided. Personnel matters are to remain confidential; and
- Only the City PIO is permitted to represent the City on social media channels. The Police Department PIO is permitted to represent the Winchester Police Department on social media. Employees responsible for city-related social media accounts are not permitted to disclose information about an event before the release of information from the PIO. Additionally, all employees are not permitted to disclose confidential information related to other employees or members of the public they serve via city-related or personal social media pages.

During an emergency, the Public Information Officer (PIO) will:

- Disseminate information by appropriate means to include news releases, email, website updates, social media, government access TV channels, news conferences, voice and texting alerting systems, and the Integrated Public Alert and Warning System (iPAWS);
- Clear news releases with the Emergency Management Director or Incident Command before distribution to the media or public, when appropriate;
- Coordinate all official briefings and press conferences;
- Encourage news media to publish articles to increase public awareness;
- Answer questions from the media or public;
- Set up media interviews with appropriate personnel;
- Monitor news coverage to ensure accuracy;
- Create talking points for elected officials and City leadership;
- Notify City Manager and City Council members of the incident and provide status updates;
- Ensure information disseminated is accurate, up-to-date, and released promptly; and
- Send updates or coordinate site visits from legislative representatives.

Concept of Operations

- Establish a working arrangement between regional PIOs, the City Emergency Operations Center, local radio stations, television stations, and newspapers;
- Encourage local media outlets to periodically publish general information about those specific hazards most likely to occur, such as flooding, severe weather, and hazardous materials accidents;
- Activate staff and coordinate a Joint Information Center as needed;

- Prepare and provide general information appropriate to special groups such as the visually impaired, the elderly, etc.;
- If activated by the EOC, coordinate with and provide information to the community call center to help with citizen inquiries, rumor control, and information dissemination;
- Assist the Health Department in disseminating public health notices;
- Arrange regular press briefings;
- Establish communications with State Joint Information Center if needed;
- Coordinate the release of information through public broadcast channels, online resources, and written documents;
- Maintain an up-to-date telephone, email, and fax number list for all local news organizations; and
- Follow the City's Crisis Communications Plan and other Standard Operating Procedures (SOP).

Organizational

Public Affairs

- Coordinates messages from the various agencies involved in the incident;
- Establishes a Joint Information Center when needed;
- Gathers information on the incident and provides information to the public directly and through media outlets and other sources;
- Monitors the news coverage to ensure the accuracy of the information being disseminated; and
- Handles appropriate special projects such as news conferences and press operations for incident area tours.

Community Relations

- Prepares an initial action plan with incident-specific guidance and objectives to address community issues at the beginning of an actual or potential incident; and
- Identifies and coordinates with the community leaders and neighborhood groups to assist in rapidly disseminating information, identifies unmet needs, and establishes an ongoing dialogue and information exchange.

Legislative Affairs

- Establishes contact with the state legislative and congressional offices representing the affected areas to provide information on the incident;
- Prepares to arrange an incident site visit for legislators and their staff; and
- Responds to legislative and congressional inquiries.

International Affairs

- Works with the Department of State to coordinate all matters requiring international involvement, if needed.

Rumor Control

- All information will be verified before being released to the public. The verification can be returned by telephone calls to the information source or by having another agency or department verify the authenticity of the information. If the information cannot be verified through at least one additional source, it will not be released to the general public; and

- Media reports and social media posts will be monitored during and after the incident for misinformation. Corrections will be sent or posted as necessary to reduce the spread of rumors or incorrect information.

Actions

- Evaluate the situation and gather information;
- Monitor national, state, and local news coverage of the situation;
- After coordination with the Emergency Operations Center (time permitting), disseminate emergency public information via communications channels to the public and news media (local or regional);
- Content should be coordinated with adjacent jurisdictions and the State EOC if the incident affects multiple jurisdictions;
- Establish a JIC/media center with all entities involved and coordinate timely information dissemination as one unified voice;
- 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;
- Pre-develop templates for press releases;
- Develop and maintain lists of the various media outlets, including after-hour contact information; and
- Document expenses and actions taken.

Responsibilities

Primary Agency(s)

- Communications
 - Act as the primary information source and spokesperson, communicating information to the City leadership and council before or as it is being communicated to the media and public;
 - Develop policies that support crisis communications to include expanding operations into a JIC;
 - Ensure that information released is timely and accurate. If a subject matter expert must be interviewed, the PIO will sit in on all interviews to ensure consistent messaging and information is being provided;
 - Write and distribute press releases and messaging via e-mail, website, and social media platforms;
 - Interact with media by responding to their questions, interview requests and by providing information via e-mail, phone, or social media;
 - Communicate with the public and internal staff via the City of Winchester's website, social media, e-mail blasts, Winchester Alerts, and postings on the internal website of the City of Winchester;
 - Attend pertinent meetings and provide advice and counsel on the best routes of action from a public relation perspective;
 - Staffing the Emergency Operations Center when activated as outlined in the EOP;
 - Communicate with management and provide key messages and talking points for City officials, employees and their families, clients, client family members, media, regulatory officials, emergency response officials, and any additional audiences;

- Coordinate media interviews and briefing subject matter experts for potential media interviews;
 - Provides updates for employees, as well as provides talking points for employees asked about the situation and for the receptionist or call center;
 - Rumor & misinformation control;
 - Storing equipment, supplies, etc. that will assist in the performance of their duties at alternate relocation facilities, should they become necessary; and
 - Conduct a post-crisis communications evaluation.
- Communications
 - Six major goals:
 - Make the public aware of potential emergencies and appropriate protective actions;
 - Quickly relay critical and potentially life-saving information to the public;
 - Provide timely, consistent information on the status of an ongoing emergency or disaster situation;
 - Keep public officials, including elected officials, informed of the processes of coordinating the response to and facilitating the recovery from emergencies and disasters;
 - Provide ongoing and helpful information regarding recovery activities; and
 - Track and correct rumors and misinformation.

Support Agency(s)

- City Manager
 - Responsible for coordinating all aspects of the organization's response, including messages. These messages should be developed in coordination with the PIO, who is responsible for delivering messages to the various audiences. However, there may be cases where the same person fills these roles.
- Emergency Management
 - The Emergency Management Director has the authority to approve all press releases;
 - The Emergency Management Director provides situation reports to the Mayor and City Council, as requested;
 - The Emergency Management Director is responsible for all legislative updates and congressional inquiries and may delegate as needed;
 - The Emergency Management Coordinator activates an information call center to handle citizen inquiries, as needed depending on the severity of the disaster, and coordinates, schedules, and maintains the necessary staff to handle the call volume; and
 - The Emergency Management Coordinator collects and shares information with the Emergency Operations Center.
- Fire and Rescue
 - Maintains and keeps resources and situation status reports available; and
 - Provides public information personnel to support Joint Information Center and as needed.
- Police Department
 - Maintains and keeps resources and situation status reports available;
 - Provides information regarding jail and inmates, as requested;
 - Provides security for media staging areas as needed;
 - Provides security for Joint Information Center as needed; and
 - Assigns public information personnel to support Joint Information Center and as needed.
- Public Schools
 - Maintains and keeps resources and situation status reports available;

- Maintains detailed school, student, and operation conditions available; and
 - Assigns public information personnel to support Joint Information Center and as needed.
- Innovation & Information Services
 - Maintains and keeps resource and situation status reports available;
 - Provides technical equipment, GIS services, support, and supplies as needed; and
 - Assigns public information personnel to support Joint Information Center and as needed.
- VA Dept. of Health
 - Maintains and keeps resource and situation status reports available; and
 - Assigns Public information personnel to support the JIC as needed.
- Social Services
 - Maintains and keeps resource and situation status reports available; and
 - Assigns public information personnel to support Joint Information Center and as needed.



Emergency Operations Plan EOP

Section 3: Support Annex

Table of Contents

Section 3:.....	i
Support Annex	i
Table of Contents	ii
Purpose	1
Scope	1
Roles and Responsibilities.....	1
Primary Agency(s).....	1
Support Agency(s).....	2
Annex 3-1: Continuity of Government	3
Annex 3-2: Damage Assessment	10
Annex 3-3: Debris Management	24
Annex 3-4: Fatality Management	41
Annex 3-5: Financial Management	46
Annex 3-6: Information Technology	49
Annex 3-7: Volunteer and Donations Management.....	51
Annex 3-8: Worker Safety and Health.....	55

Purpose

To provide areas of operational guidance that can be applied to any type of disaster when executing the EOP.

Scope

The Support Annex describes the framework through which local departments and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient incident management. During an incident, numerous procedures and administrative functions are required to support incident management. Therefore, the actions described in the Support Annex are not limited to particular types of events but are overarching and applicable to nearly every type of incident. In addition, they may support several ESFs.

The following section includes a series of annexes describing the roles and responsibilities, when appropriate, of local departments and agencies, nongovernmental organizations, and the private sector for those common activities that support most incidents. This annex addresses the following areas:

- Continuity of Government;
- Damage Assessment;
- Debris Management;
- Fatality Management;
- Financial Management;
- Information Technology;
- Volunteer and Donations Management; and
- Worker Safety & Health.

Roles and Responsibilities

Each Support Annex identifies a primary coordinating agency and supporting agencies. In some instances, the responsibility of a primary agency is a joint endeavor between two agencies. The overarching nature of functions described in this annex frequently involves supporting or cooperating with all the departments and agencies involved in incident management efforts. In some cases, actions detailed in the annex also incorporate various components of emergency management and other departments and agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.

Primary Agency(s)

Primary coordinating agencies described in this annex support the incident management mission by providing the leadership, expertise, and authority to implement critical and specific aspects of the response. The City EMD provides for overall incident coordination and collaboration between all entities involved with an incident. When the functions of a particular Support Annex are required to assist in the management of an incident, the agency serving as the coordinator is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex;
- Providing staff for the operations function at fixed and field facilities;
- Notifying and sub-tasking cooperating agencies;

- Managing any tasks with cooperating agencies, as well as appropriate State and Federal agencies;
- Working with appropriate private sector organizations to maximize the use of all available resources;
- Supporting and keeping ESFs and other organizational elements informed of ongoing annex activities;
- Planning for short-term and long-term support to incident management and recovery operations; and
- Maintaining trained personnel to execute their appropriate support responsibilities.

Support Agency(s)

When the procedures within a Support Annex are needed to support elements of an incident, the coordinating agency will notify cooperating agencies of the circumstances. Support agencies are responsible for:

- Conducting operations, when requested by the primary coordinating agency or emergency management, using their own authorities, subject-matter experts, capabilities, or resources;
- Participating in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids, in concert with existing first-responder standards;
- Furnishing available personnel, equipment, or other resource support as requested by emergency management;
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
- Implementing new technologies or procedures that have the potential to improve performance within or across functional areas for review and evaluation.

Annex 3-1: Continuity of Government



Primary Agency(s)
Emergency Management

Support Agency(s)
All Departments and Divisions

Purpose

To provide guidance for City departments in determining essential functions in an emergency or disaster that affects Citywide or individual department operations through an overarching Continuity of Government (COG) plan.

Scope

Local government does not stop for a disaster as essential functions and services still need to be provided in an emergency. Depending on the size and severity of the emergency, several departments or the entire City government may be involved. Therefore, it is essential to have a plan that is flexible and takes an all-hazards approach. Each department should develop, maintain, and be prepared to relocate or operate in a virtual setting to perform essential functions within 12-hours of activation. The majority of the City's COG plan lies within each department's developed COOP as emergencies have varying degrees of severity. Therefore, all departments may not be involved in the response and recovery. Instead, each department will be in charge of determining what is needed to continue providing essential functions and services in time of an emergency. Continuity of Operations Planning (COOP) is considered good business practice and includes the following objectives:

- Ensuring the continuous performance of any agency's essential functions, operations, and services during an emergency;
- Protect essential facilities, equipment, vital records, and other assets;
- Reduce or mitigate disruptions to operations; and
- Achieve a timely and orderly recovery from an emergency and resumption of full-service to customers.

This document establishes the guidelines for addressing three types of disruptions:

- Loss of use to a facility;
- Loss of services due to a reduced workforce; and
- Loss of services due to equipment or systems failure.

Policies

- The COG plan will be the responding policy of the City for all levels of natural and human-caused threats, emergencies, or disasters, to continue essential internal operations and continue to provide services to the citizens;
- COG capabilities must be maintained at a high level of readiness regardless of the type of emergency, capable of being activated both with and without warning, achieving

operational status no later than 12-hours after activation, and sustaining operations for up to 30-days or until termination; and

- Departments should be aware of the transitioning or expanding roles depending on the type of emergency and plan to provide applicable service to other departments and citizens as necessary. Departments are to maintain and operate individual COOP plans as part of the overall City's COG plan.

COOP vs. COG

COOP is a planning strategy created within individual departments to ensure their ability to continue its essential functions during a wide range of potential disruptions. Essentially, it is capable of maintaining its department's core operations and essential functions under all eventualities. This is accomplished by developing plans, procedures, and provisions for leadership succession, essential functions, alternative facilities, personnel, resources, interoperable communications, and vital records/databases.

Each of these plans is uniquely specific to the organization's structure and operations and has been tailored to address the following critical elements of the department's continuity planning requirements:

- Essential Functions (Ranked by Priority);
- Vital Records / Vital Resources;
- Succession of Authority;
- Delegations of Authority;
- Alternate Facilities;
- COOP Teams and Responsibilities;
- Communications;
- Alert Notification (as outlined within the COG); and
- Testing, Training, and Exercises (as outlined within the COG).

COG is a Citywide plan that summarizes the most critical and significant elements of each department's COOPs highlighted above. The COG plan supports a higher level of planning which serves as the framework for the preservation, maintenance, or reconstitution of the institution of the overall City government.

Planning Assumptions and Considerations

The COG plan assumes that all City organizations have COOPs and locations necessary to maintain or recover essential functions. Organizations are expected to understand their space allocation needs and communicate that to the proper continuity team when they can't organize their alternate site plan.

This plan assumes that the City will form specific Continuity Teams designed to address the situation and meet the needs and requirements of the City during continuity events. At a minimum, Continuity Teams will consist of leadership, management, and critical decision-makers responsible for implementing the COG plan and its actions as required.

The assumptions listed below serve as a scope of an incident that could occur and what other situations may exist that will need to be considered in each department COOP document:

- An incident or operational disruption has occurred within the City which impacts the ability to perform or deliver one or more organization's essential functions;
- Whatever the incident, the consequences can be summarized to manageable situations that the City, its organizations, and their private partners can manage;

- One or more City organizations are becoming overwhelmed in their ability to recover from the incident independently;
- Services provided by private enterprise, local government(s), or the federal government may be impacted; and
- Power, fuel, water, food, medical, power, and telecommunications sources and supply chains may be impacted.

The COG planning strategy is based on four basic scenarios that may disrupt normal business activities.

- Level 1: Part of a City-owned building/s are affected;
- Level 2: Entire City-owned building/s affected;
- Level 3: City-owned building/s and surrounding area affected; and
- Level 4: City of Winchester affected.

Risk Analysis Considerations

- Government Operations
 - Funding constraints;
 - Budget;
 - Government accountability;
 - Facilities, both primary and alternate;
 - Employees and family support planning;
 - Risk, Safety, and Health of employees;
 - Transportation and parking;
 - Waste management;
 - Security; and
 - Operating infrastructure (water, sewer, power, communications).
- Technical or technology changes
 - The rapid cycle of change or duration between initiation and obsolescence;
 - Telecommunications;
 - Cable systems and media; and
 - Bandwidth requirements.
- Information systems (hardware and software)
 - Computer migration from mainframe (centralized) to LAN;
 - Connectivity;
 - The complexity of network environment;
 - Dependence on software and reliability of systems; and
 - Internet and Intranet applications and agreements.

Essential Functions

Functions stated or implied are required to be performed to provide vital services, exercise civil authority, maintain the safety and well-being of the general populace, sustain the industrial and economic base in an emergency, or other functions deemed essential by the heads of principal organizational elements.

Standard definitions of essential function priority level have been developed to maintain consistency across City government.

- Low priority: helping facilitate smooth operations, but not always immediately required;
- Medium priority: pertinent to operations but may be performed on time as needed; and
- High priority: vital to the function of the department or local government and must be done on time.

Department essential functions include the priority level relating to the duration of the incident and what personnel is needed to perform the specified function.

Payroll

Payroll will not need to be issued at the department level unless the emergency extends beyond 2-weeks and the department has the means to do so. The Finance Department will use the last submitted payroll for departments that cannot enter current information. After the emergency, any overages or shortages will be taken care of on an individual basis.

Employees not working during COOP activation, Personal Time Off (PTO) will need to be used. If none is available, the employee will enter a no-pay status that will not affect their anniversary date.

Identification of Essential Personnel

All City job descriptions identify essential vs. non-essential personnel. Department COOPs should identify the various types of functions as applicable to essential and non-essential personnel. The focus of the COG plan will be the continuation of the identified essential function activities in a transition phase until they can be resumed in the original facility or other long-term accommodations can be made available.

Delegation of Authority

Delegations of authority ensure that qualified personnel has been identified to carry out each essential function. They specify who is authorized to make decisions or act on behalf of key department personnel. Two types of authority may be delegated:

- **Emergency Authority:** the ability to make decisions related to an emergency (i.e., COOP plan activation, evacuation of primary facility, or determining which personnel should report to duty and where). Typically, this authority expires once the emergency has expired; and
- **Administrative Authority:** the ability to make decisions that affect beyond the duration of the emergency (i.e., hiring, firing, drafting policy, or fiscal encumbrances). Statutory or constitutional law may limit the delegation of this kind of authority, and it may be necessary to consult with the City Attorney when considering delegation of administrative authority.

Succession of Authority

Succession planning ensures that critical positions that are suddenly vacant can be continued effectively by making appropriate provisions. Lines of succession should be completed for each essential function. The Basic Plan of the EOP identifies these positions based upon job title.

Building Evacuation Plan

Evacuation plans ensure that personnel, visitors, contractors, and others are safely evacuated at the time of an emergency event. In contrast, the COG Plan provides the continuation of essential government activities and functions if the buildings or parts of the buildings cannot be quickly reoccupied after an evacuation.

Concepts of Operations

The City Manager or their designee may activate the City COG plan. Each department COOP Manager will perform an assessment based on the information gathered by the PIO of the emergency and recommend individual COOP activation based on the findings. The affected

department heads or their designee will take such actions necessary to continue operations within 12 hours of the event. Based on the guidance in this plan:

- Individual departments may activate their COOP if they are forced to operate from home or an alternate facility;
- The severity of the event determines how long the COG will remain activated; and
- The COG will phase out and transition essential functions as normal operations resume.

The activation and implementation of the COG plan are performed in conjunction with the details of the City EOP. Policy support and executive leadership are a vital part of any response, and the EOP guidelines set forth the roles and responsibilities as part of the overall Incident Command System (ICS). For the City to successfully manage and execute the actions contained within this COG plan, it may be necessary to develop specific Continuity Teams responsible in their various areas to oversee the design, strategy, and ongoing development and coordination of the COG plan as a whole. In addition, Continuity Team members will serve a significant role in the response and decision-making process of the COG plan when disruptions occur.

The COG Plan is based upon the following scenarios and will be used for descriptive purposes to provide detail about the severity of the activation. The level will be designated by the City Manager, who will consult the City of Winchester members of Council.

- **Level 1 City-Owned Building/s Affected:** A building housing critical local government functions are operational, but regular business operations are suspended in a room, floor, level, or section because of fire, explosion, water damage, or other localized incidents;
- **Level 2 Entire City-Owned Building/s Affected:** A building is closed for regular business activities, but the cause of the disruption has not affected surrounding buildings, utilities, or transportation systems. The likely cause of disruption of business is structural fire; system/mechanical failure; loss of utilities, including water or steam; or an explosion that causes no significant damage to surrounding buildings or utility systems;
- **Level 3 City-Owned Building and Surrounding Area Affected:** At least one City building and surrounding buildings and area are closed to regular business activities due to widespread damage. In addition, under this level of emergency, there could be uncertainty regarding whether additional events such as secondary explosions, after shocks, or cascading utility failures could occur; and
- **Level 4 City of Winchester Affected:** The City area is closed to regular business activities due to a widespread disaster or emergency, including natural disasters, technological failures, and terrorist threats or incidents. Under this level of emergency, the City Manager will declare a Local State of Emergency and likely request the Governor to declare a State of Emergency. Many, if not all, local department/agency COOP plans will be activated.

The members of the Council or their designee may implement the City COG plan. The implementation notification will be done through the City PIO, which will first notify all department heads. The affected departments will then activate their COOP procedures and be responsible for notifying their employees. The PIO will release information about the COG activation to include the affected departments, what services will be provided, where they are located, and what personnel will be working. The COG is implemented based on known or anticipated threats and emergencies with or without warning. The City will use a time-phased approach for implementation where critical resources are deployed early, and other resources will follow as needed.

- Known threats and emergencies (with a warning):

- Some threats to operations may provide warnings that will permit the orderly alert, notification, evacuation, and, if necessary, the relocation of employees. Situations that might provide such warning include a tornado, a transportation accident threatening to release Hazardous Materials (HAZMAT), or a terrorist incident.
- Unanticipated threats and emergencies (no warning):
 - During Non-Duty Hours: Incidents may not be preceded by a warning, e.g., earthquakes, arson, HAZMAT, or terrorist incidents, or may occur while the most on-site staff is not at work. In these circumstances, while our operations from the home site may be impossible, most of our employees will still be able to respond to instructions, including the requirement to relocate following proper notification; and
 - During Duty Hours: Incidents may also occur with no warning during regular office hours. In these circumstances, execution of the COG, if indicated by the event circumstances, would begin by executing the respective Evacuation Plans to move employees out of the building expeditiously.

The distinction between a widespread versus a localized event is based on assessing the impact of an event on an agency, department, and business unit or facility operations. Typically, if an event impacts a significant number of employees or could force the relocation of many employees, the event is considered widespread. Conversely, localized events are usually limited to smaller or isolated areas of a facility, such as a department or business unit.

In either case, there is a need to account for all employees. Either case may trigger activation of the COG and result in the automatic implementation of specific COG procedures. However, depending upon the scope of the impact of the emergency, the actions taken to continue operations may vary.

As part of the planning process, it is suggested that pre-planning and possible pre-positioning of items should be considered. The items selected will support the organization's business requirements and personnel needs for an event that could demand relocation or isolation for an extended period. Go kits are packages of records, information, communication and computer equipment, and other items or material related to an emergency operation. The kits are used by persons supporting an external or internal response or are deployed to relocation sites/alternate facilities. The kits contain primary and backup sources of information and respective agencies/departments. Password-protected flash drives may be an excellent tool for document backup assistance. Any kit containing unclassified, sensitive, and classified documents must be handled and protected following Local, State, and Federal regulations. Security measures should encompass the spectrum of considerations:

- Personnel (access, control);
- Physical (storage, transportation);
- Operational (validation); and
- Information (integrity, protection).

The COOP of each department will identify and document proper handling procedures for its vital records. Departments with vital records not residing on the City computer network are encouraged to duplicate the information to be included as part of their Go Kits at an offsite location. It is the individual department's responsibility to identify and secure all vital records for their area. Electronic information and systems that reside on the City network are backed up daily. If the City data center becomes unavailable, special arrangements have been made to provide alternate access to the financial systems.

Alternate facilities provide a means of accomplishing the COG mission essential functions in an emergency or threat when the primary location cannot be occupied. A thorough understanding

of the agency mission, essential functions, communications connectivity requirements, and the resources allotted are essential for alternate facility considerations. Any alternate facility must be reevaluated for sustainability and functionality on an annual basis. Departments with personnel not providing essential functions or services may be deployed to alternate locations to assist. The personnel will receive notification of their activation from their department head.

Reconstitution planning will begin at the onset of the emergency. The EOC will coordinate the transition of departments back to their primary facility and resumption of normal operations. It will notify departments of the expected timeframe for the transition.

During an emergency or disaster, all forms of communication will be impacted directly or indirectly. Interagency and intra-agency communications will become crucial. Accurate and timely information must be communicated according to specific policies that support essential activities as the event or situation evolves.

The PIO will work with the news media as the primary method for the agency to communicate initially with all employees and the local community regarding any crisis impact on the City, changes in working hours and conditions, and any special instructions. This information will also adequately explain what employees and the community can expect, provide a clear understanding of what is being done to protect public health and safety, and what is being done to mitigate the event's impact and recover and restore operations of the community facility. The PIO is responsible for developing, providing, and ensuring orderly and accurate information through the local media. Department heads are also responsible for briefing the City Manager and keeping internal and external communications channels open and transparent.

Personnel training is essential to improving the capability of agencies to execute their COOP plans and familiarize their members with the essential functions they might have to perform in an emergency. The continued viability of a COG is mainly dependent on training and evaluating the results of the training programs. Therefore, Emergency Management will develop training programs for departments and tailor them to their individual department's COOP plan. This will allow departments to train their personnel on the responsibilities they are expected to carry out during COOP activation.

Annex 3-2: Damage Assessment



Primary Agency(s)
Zoning and Inspections

Support Agency(s)
**Emergency Management
Finance/Purchasing
Fire and Rescue
Innovation & Information
Systems
Police Department
Public Works and Engineering
Planning**

Purpose

To provide guidance for agencies to follow during a disaster in identifying and assessing damage to public and private property, thereby providing a basis for an emergency declaration or disaster assistance. In addition, the timely evaluation, collation, and dissemination of specific information using designated forms and computer software are required to be eligible for post-disaster assistance.

Scope

Damage assessment activities evaluate (in dollars) the estimated cost for damage or loss to agriculture, infrastructure, property (City, State, and private), and equipment. This Support Annex will cover a broad scope of responsibilities, assignments, and standard forms used in the overall process.

An Initial Damage Assessment Report will be completed by the Emergency Management Coordinator and submitted to the Virginia Department of Emergency Management within 72-hours of the event, outlining the severity of the problems and determining the need for further assistance. Federal/State-supported damage assessment precedes a Presidential Disaster Declaration delivery and defines the specific needs for long-term recovery.

A catastrophic emergency will require the expenditure of large sums of local funds. Financial Operations will be carried out under compressed schedules and intense political pressures, which will require expeditious pressures that meet sound financial management and accountability requirements.

Policies

- Initial Damage Assessment reports will be made to the State EOC within seventy-two (72) hours after the disaster occurs;
- An estimate of expenditure and obligated expenditures will be submitted to both the City and State EOCs before a Presidential Declaration is requested;
- Additional reports will be required when requested by the Emergency Management Coordinator depending on the type and magnitude of the disaster;
- Initial Damage Assessments data collection will be conducted by the City Development Services Inspections Division utilizing the online Crisis Track software;
- Other departments and agencies may assist with damage assessments as necessary and dependent on the size and scope of the disaster;
- Supplies, equipment, and transportation specific to each organization will be utilized by that organization in the accomplishment of its assigned responsibility or mission;
- Additional supplies, equipment, and transportation essential to the continued operation

of each organization will be requested through ESF-7 Logistics Management and Resource Support in the EOC; and

- The EOC Finance Section will approve to expend funds for response and recovery operations.

Concept of Operations

A damage assessment program is essential in a disaster situation to evaluate the estimated cost of damages or loss to infrastructure, property (government, business, and private), and equipment. In addition, damage assessment provides the basis for the Governor to proclaim an emergency or disaster or request Federal assistance. Therefore, the objective of this annex is to ensure a detailed appraisal of any damage sustained to the City is documented in a timely fashion and forwarded to all necessary entities.

Designated teams will assess the damage within the limits of their capability. For example, damage to state-owned roads and bridges will be assessed by the Public Services Department. If the nature of the emergency is such that local resources are incapable of assessing the damage, state assistance will be requested by the Emergency Management Coordinator to the VEOC. The Emergency Management Coordinator or designee will complete a situation report on the first day of EOC operations and daily after that. An incident needs assessment report will be prepared as soon as possible following the emergency with daily updates or situation changes.

An Initial Damage Assessment Report will be compiled and submitted to the State EOC within 72-hours following any disaster or emergency which causes damage to public or private property of such magnitude, which requires the expenditure of local government funds or which might be eligible for or require a request for state or federal assistance. Based upon the local damage assessment reports, the Governor may request a Presidential declaration of a "major disaster," "major emergency," or a specific federal agency disaster declaration (Small Business Administration, Department of Agriculture, Corps of Engineers, etc.) to augment state/local/private disaster relief efforts. Under a "major emergency" declaration, the President may authorize federal equipment, personnel, and other resources. In addition, the President, under a "major disaster" declaration, may authorize two basic types of disaster relief assistance:

- Individual Assistance (IA)
 - Temporary housing;
 - Individual and family grants (IFG);
 - Disaster unemployment assistance;
 - Disaster loans to individuals, businesses, and farmers;
 - Agricultural assistance;
 - Legal services to low-income families and individuals;
 - Consumer counseling and assistance in obtaining insurance benefits;
 - Social security assistance;
 - Veteran's assistance; and
 - Casualty loss tax assistance.
- Public Assistance (PA)
 - Debris removal;
 - Emergency protective measures; and
 - Permanent work to repair, restore or replace road systems, water control facilities, public buildings and equipment, public utilities, public recreational facilities, etc.

Organizational

- The Building Official has overall responsibility for the compilation of all damage assessment reports. A designated person within the Zoning office will act as Damage

Assessment Unit Leader and report to the ESF-3 Public Works and Engineering Group Supervisor;

- As appropriate, the Building Official will coordinate notification of damage assessment personnel;
- Damage assessment personnel will comprise representatives from building inspections, public works, schools, emergency services, Red Cross, and, if needed, amateur radio emergency services (See Tab 1 Assignments). This personnel will report to the affected areas to conduct the Individual Damage Assessment in pre- identified teams;
- The Building Official will organize, equip, and assign teams to the affected areas to conduct the initial damage assessment;
- Through the use of the online Crisis Track software, the Building Official will coordinate the compilation of damage survey data, prepare damage assessment reports for the Emergency Management Coordinator, and locate damaged areas on local maps;
- The Building Official or their designee is responsible for determining the state of a building and placing notification/placards on the facility. The building owner retains responsibility for deciding whether to demolish or restore the structure. During the recovery phase, the Building Inspector is responsible for the facilitation of the building permit issuance process and the review and approval of the site-related and construction plans submitted for the rebuilding/restoration of residential and commercial buildings;
- The VA Department of Health may assist the damage assessment teams with assessments related to health hazards that the disrupted disposal of sanitary wastes may cause;
- Damage assessment priority will be to assess City structural/infrastructure damage; and
- After a disaster, technical specialists will inspect all buildings for structural, electrical, gas, plumbing, and mechanical damage. In addition, they will ensure that any repairs or rebuilding that occurs following the incident will comply with the City building codes, zoning, land-use regulations, and comprehensive plan.

In the event a major disaster or emergency is declared:

- The President will appoint a Federal Coordinating Officer (FCO) to coordinate the federal efforts;
- A State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR) may be appointed by the Governor to coordinate the state efforts;
- A Joint Field Office (JFO) will be established within the state (central to the damaged areas) from which the disaster assistance programs will be administered;
- For Individual Assistance only, Disaster Application Centers (DACs) will be established central to the affected areas where individuals may apply for assistance;
- If the area is declared eligible for Public Assistance programs, an Applicant's Briefing will be conducted for officials of counties, cities, Indian tribes, and private non-profit (PNP) organizations to explain eligibility criteria. The Emergency Management Coordinator will be requested to assist with identifying and notifying eligible applicants;
- At the applicant's briefing, each eligible entity will submit a Notice of Interest (NOI); and
- Each PA applicant (including government entities) will appoint an "Applicant's Agent" to coordinate the collection of documentation and submission of information to the JFO.

Responsibilities

Primary Agency(s)

- Inspections
 - The ESF Group Supervisor or Damage Assessment Unit Leader will be responsible for contacting, identifying a staging area, and deploying damage assessment teams, consolidating damage data, and compiling reports;

- Implement SOPs for gathering damage assessment information, for reporting the information to the EOC, and for conducting building safety inspections;
- At the Incident Commander's request, the Damage Assessment Teams' priority will be to assess City structural/infrastructure damage;
- Develop mutual-aid agreements with other state and local agencies, as appropriate;
- Identify and pre-designate potential debris storage sites for the type and quantity of debris anticipated following a catastrophic event;
- Pre-identify and triage damage assessment routes and critical infrastructure; and
- Coordinate with ESF-5 Emergency Management, Planning, Zoning, and Economic Development in compiling damage assessment data for submittal to the VEOC. Documentation will be entered into Crisis Track and referenced in WEBEOC emergency management software.

Support Agency(s)

- All Support Departments
 - Conduct a thorough damage assessment of the areas of the City that are assigned to each field assessor;
 - Document findings on the forms provided in this annex which may be reproduced as necessary;
 - Use photos to provide additional documentation of the damages found in assigned areas;
 - Follow tabbed sections for determining and collecting damage information; and
 - Each agency should create and maintain detailed records for cost recovery efforts.
- Communications
 - Approve all press releases from all City agencies before releasing them to the media; and
 - Ensure that procedures are in place to ensure that timely and accurate information is provided to the public regarding:
 - Status of emergency conditions within the affected areas;
 - The availability of emergency services;
 - Additional measures necessary to protect public health and safety;
 - Availability of relief supplies and donated goods;
 - Status of power and telecommunications services being restored;
 - Availability and safety of water;
 - Establish the City's JIC and ensure that it is staffed appropriately; and
 - Coordinate and conduct tours for the media and VIPs in the affected disaster areas.
- Emergency Management
 - Use predictive modeling, including the HAZUS loss estimation methodology (flood reduction models and GIS Technology) and Crisis Track software to determine vulnerable critical facilities as a basis for identifying damage assessment triage and recovery activities;
 - Document initial damage assessment information received to determine the priority areas for the damage assessment teams to survey;
 - Complete an Initial Damage Assessment Report and submit it to the Virginia Department of Emergency Management within 72-hours of the event, outlining the severity of the problems and the determination of the need for further assistance;
 - As soon as the magnitude of the disaster is determined, request that the State EOC deploy the State Assessment Team;
 - Request a damage assessment team or the data from the Red Cross Liaison;

- Notify all ESF-14 Long-Term Community Recovery supporting agencies upon EOC activation;
- Provide sUAS support to survey and document affected areas;
- Coordinate with Shenandoah Valley Electric COOP to determine the number of customers without power and provide ESF-15 External Affairs with this information;
- Coordinate with the telephone companies (landline and cellular) to determine the number of customers without telephone service; and
- Coordinate with Washington Gas to determine if the natural gas pipelines in the City have been damaged during the disaster.
- Finance/Purchasing
 - Provide resources and assistance to support Damage Assessment Teams;
 - Coordinate with all City agencies to ensure that adequate resources are available to conduct recovery operations;
 - Coordinate with all City agencies to ensure that emergency contracts with vendors are maintained to ensure that the City recovers all eligible costs;
 - Upon notification that a Presidential Disaster Declaration has been approved that includes the City, coordinate with FEMA/Logistics, the Emergency Services Director or Coordinator, and the ESF-14 Long-Term Community Recovery Unit Leader to determine a location(s) to establish a Disaster Recovery Center (DRC); and
 - Establish adequate administrative controls to guide the expenditure of funds during a disaster. Record-keeping is necessary to facilitate close-outs and to support post-emergency audits.
- Fire & Rescue
 - Conduct an immediate assessment on the capability and availability of firefighting resources in the City;
 - Determine the immediate need for firefighting services with ongoing fires as a result of the disaster;
 - Utilize fire stations as staging/respice areas for Damage Assessment Teams;
 - Coordinate hazardous material operations in the City;
 - Coordinate mutual aid requests and any request for activation of additional resources through the EOC;
 - Emergency Medical Services:
 - Support Damage Assessment Teams, as needed; and
 - Conduct an immediate assessment of the EMS service and local rescue squads to provide emergency medical services.
 - VA Department of Health
 - Assist the Damage Assessment Unit with assessments related to health hazards that the disrupted disposal of sanitary wastes may cause;
 - Implement Standard Operating Procedures for obtaining death and injury information and reporting it to the EOC;
 - Ascertain the number of deaths and injuries resulting from the emergency or disaster and classify according to severity; and
 - Conduct an immediate assessment of the availability and capability of area hospitals and medical facilities to provide patient care and maintain status conditions.
 - Determine if search and rescue operations are required following the disaster;
 - Determine if search and rescue operations can be conducted using only local assets;
 - Determine if hazardous materials and decontamination operations are required following the disaster;
 - Determine if hazardous materials operations can be conducted using only local assets; and
 - If regional or state assistance is needed, submit the request through the VEOC.

- Innovation and Information Services
 - Technology equipment support for assessment teams;
 - GIS Support to Damage Assessment Teams; and
 - Timely compilation and display of damage assessment reports and findings.
- Police Department
 - Assign local law enforcement personnel to provide security at;
 - Relief supply distribution sites;
 - Relief supply receiving points;
 - Areas where homes or critical infrastructure has been significantly damaged;
 - Areas where looting may occur; and
 - Emergency shelters.
 - Enforce curfews imposed by City Council;
 - Establish traffic control around areas where homes and critical infrastructure have been damaged;
 - Establish traffic control points as necessary to establish security around disaster areas;
 - Determine the need for assistance from state assets (VDEM, National Guard, etc.) to maintain security around disaster areas;
 - Verify that personnel attempting to enter restricted or disaster areas are residents or response personnel who can display approved access passes before entry;
 - Submit all requests for law enforcement assistance through the EOC; and
 - Establish assembly areas for law enforcement assistance arriving from mutual-aid assistance.
- Public Works and Engineering
 - Plan for and provide technical assistance in transportation planning and engineering;
 - Coordinate the damage assessment of the City's road system, both the City, State, and interstate, including engineering support of structural evaluations of all bridges in the City;
 - Assist in obtaining transportation resources as needed in the removal and disposal of disaster debris;
 - Assign staff to assist ESF-1 Transportation in assessing damages to the City's transportation infrastructure and to conducting building safety inspections;
 - Coordinate the inspection and structural evaluation of damaged buildings placing the highest priority on critical and essential facilities;
 - Utilize Engineering & GIS technology to capture digital and geographic coordinate information of all damaged structures and facilities;
 - Survey and evaluate damages sustained by the City's transportation infrastructure, including streets, bridges, and traffic control devices;
 - Coordinate with the Water Authority on status of sanitary and potable water service;
 - Maintain that the water and sewer authority conducts the appropriate tests to ensure that water quality is maintained following the disaster (See ESF-12 Energy);
 - With assistance from other departments, gather information needed to file necessary insurance claims;
 - Ensure damage mitigation to protect claim rights;
 - Initiate emergency building repairs to mitigate damage or allow continuity of operations; and
 - Files claims with commercial and National Flood Insurance Program insurers and follows up as needed.
- Planning

- Assist ESF-5 Emergency Management in coordinating the identification of Federal and State programs to support the implementation of long-term recovery plans;
- Work with ESF-5 Emergency Management and ESF-3 Public Works and Engineering to review local mitigation plans for the early identification of mitigation projects to reduce socio-economic consequences; and
- Assist in organizing Damage Assessment teams and developing plans to obtain and analyze damage assessment data.

Tab 1 for Damage Assessment

Sample Damage Assessment Team Assignments

The Building Official will report to the EOC when activated by the Emergency Management Coordinator. Damage assessment teams will be assembled, and instructions provided relative to the emergency. Assigned team leaders will be designated for compiling information for situation and damage assessment reports.

TEAM ASSIGNMENTS (based on categories in Damage Assessment Form)

Private Property

Category A - Residential/Personal Property

Houses, manufactured homes, apartments, duplexes (Identify the number of families and units affected) - Include estimate for structures, private bridges, fencing, and vehicles/boats.

- Team:
 - Inspections;
 - Commissioner of Revenue;
 - Engineering; and
 - Facilities Management.

Category B - Business and Industry

Industrial Plants and Businesses (facilities, equipment, materials, commercial vehicles)

- Team:
 - Inspections;
 - Economic Development; and
 - Commissioner of Revenue.

Category C - Agriculture

An agricultural parcel is at least 5 acres. Include an estimate of all damage to houses, manufactured homes, crops (type and acres), farm buildings, livestock (number and type), fencing (in miles), and equipment (pieces and type).

- Team:
 - Inspections;
 - Engineering;
 - Commissioner of Revenue.

Public Property

Category A - Debris Clearance (on roads and streets, on public property, on private property, and structure demolition)

- Team:
 - Public Works and Engineering;
 - Facilities Management; and
 - Parks and Recreation.

Category B - Protective Measures

- Life and safety (all public safety report costs)
 - Team:
 - Police;
 - Fire and Rescue;
 - City Sheriff; and
 - Emergency Communications Center.
- Barricading, sandbagging, stream drainage channels, health (rodents/insect control)
 - Team:
 - Public Works and Engineering;
 - Facilities Management; and
 - VA Department of Environmental Quality.

Category C - Road Systems (roads and streets, bridges, culverts, sidewalks, traffic control)

- Team:
 - Public Works and Engineering; and
 - Facilities Management.

Category D - Water Control Facilities (dams and drainage)

- Team:
 - Public Works and Engineering; and
 - Water Authority.

Category E - Public Buildings and Equipment (buildings, inventory, vehicles, equipment)

- Team:
 - Facilities Management;
 - Public Works and Engineering;
 - Transit and Fleet Management; and
 - Risk Management.

Category F - Public Utility Systems (water plants, dams, sanitary/sewage, storm drainage)

- Team:
 - Public Works and Engineering;
 - Water Authority; and
 - Sanitary Sewer.

Category G - Recreational Facilities (parks, shelters, lighting, equipment)

- Team:
 - Parks and Recreation;
 - Facilities Management;
 - Public Works and Engineering; and
 - Risk Management.

Tab 2 for Damage Assessment



Individual Assistance Damage Assessment Level Guidelines

Damage Definitions	General Description	Things to Look For	Water Levels
DESTROYED	DESTROYED	DESTROYED	DESTROYED
Structure is a total loss. <u>Not economically feasible to rebuild.</u>	Structure leveled above the foundation, or second floor is gone. Foundation or basement is significantly damaged.	Structure leveled or has major shifting off its foundation or only the foundation remains. Roof is gone, with noticeable distortion to walls.	More than 4 feet in first floor. More than 2 feet in mobile home .
MAJOR	MAJOR	MAJOR	MAJOR
Structure is currently uninhabitable. Extensive repairs are necessary to make habitable. <u>Will take more than 30 days to repair.</u>	Walls collapsed. Exterior frame damaged. Roof off or collapsed. Major damage to utilities: furnace, water heater, well, septic system.	Portions of the roof and decking are missing. Twisted, bowed, cracked, or collapsed walls. Structure penetrated by large foreign object, such as a tree. Damaged foundation.	2 to 4 feet in first floor without basement. 1 foot or more in first floor with basement. 6 inches to 2 feet in mobile home with plywood floors. 1 inch in mobile home with particle board floors.
MINOR	MINOR	MINOR	MINOR
Structure is damaged and uninhabitable. Minor repairs are necessary to make habitable. <u>Will take less than 30 days to repair.</u>	Interior flooring / exterior walls with minor damage. Tree(s) fallen on structure. Smoke damage. Shingles / roof tiles moved or missing.	Many missing shingles, broken windows and doors. Loose or missing siding. Minor shifting or settling of foundation. Minor damage to septic system.	2 inches to 2 feet in first floor without basement. 1 foot or more in basement. <u>Crawlspace</u> – reached insulation. <u>Sewage</u> - in basement. Mobile home , "Belly Board" to 6 inches.
AFFECTED HABITABLE	AFFECTED HABITABLE	AFFECTED HABITABLE	AFFECTED HABITABLE
Structure has received minimal damage and is <u>habitable without repairs.</u>	Chimney or porch damaged. Carpet on first floor soaked. Broken windows.	Few missing shingles, some broken windows. Damage to air conditioning units / etc. Some minor basement flooding.	Less than 2 inches in first floor. Minor basement flooding. Mobile home , no water in "Belly Board."

IDA Tips: Estimating Water Depths

Brick - 2 1/2 inches per course
Stair risers - 7 inches
Doorknobs - 36 inches above floor

Lap or aluminum siding - 4 inches or 8 inches per course
Concrete or cinder block - 8 inches per course
Standard doors - 6 feet 8 inches

Additional information: www.VAEmergency.com
VDEM

Adapted from FEMA 9327.1-PR April 2005 Revised 03/13/07

Tab 3 for Damage Assessment



Public Assistance Damage Assessment Guidelines

Category	Purpose	Eligible Activities
A: Debris Removal	Clearance of trees and woody debris; building wreckage; sand, mud, silt, and gravel; vehicles; and other disaster-related material deposited on public and, in very limited cases, private property	<ul style="list-style-type: none"> • Debris removal from a street or highway to allow the safe passage of emergency vehicles; and • Debris removal from public property to eliminate health and safety hazards.
B: Emergency Protective Measures	Measures taken before, during, and after a disaster to save lives, protect public health and safety, and protect improved public and private property	<ul style="list-style-type: none"> • Emergency Operations Center activation; • Warning devices (barricades, signs, and announcements) • Search and rescue; • Security forces (police and guards); • Construction of temporary levees; • Provision of shelters or emergency care; • Sandbagging • Bracing/shoring damaged structures; • Provision of food, water, ice, and other essential needs; • Emergency repairs; • Emergency demolition; and • Removal of health and safety hazards.
C: Roads and Bridges	Repair of roads, bridges, and associated features, such as shoulders, ditches, culverts, lighting, and signs	<ul style="list-style-type: none"> • Eligible work includes: repair to surfaces, bases, shoulders, ditches, culverts, low water crossings, and other features, such as guardrails.
D: Water Control Facilities	Repair of irrigation systems, drainage channels, and pumping facilities. Repair of levees, dams, and flood control channels falls under Category D, but the eligibility of these facilities is restricted.	<ul style="list-style-type: none"> • Channel alignment ; • Recreation; • Navigation • Land reclamation; • Fish and wildlife habitat; • Interior drainage; • Irrigation; • Erosion prevention; • Flood control.
E: Buildings and Equipment	Repair or replacement of buildings, including their contents and systems; heavy equipment; and vehicles	<ul style="list-style-type: none"> • Buildings, including contents such as furnishings and interior systems such as electrical work; • Replacement of pre-disaster quantities of consumable supplies and inventory; • Replacement of library books and publications; • Removal of mud, silt, or other accumulated debris is eligible, along with any cleaning and painting necessary to restore the building; and • All types of equipment, including vehicles, may be eligible for repair or replacement when damaged as a result of the declared event.
F: Utilities	Repair of water treatment and delivery systems; power generation facilities and distribution lines; and sewage collection and treatment facilities	<ul style="list-style-type: none"> • Restoration of damaged utilities and • Temporary as well as permanent repair costs can be reimbursed.

G: Parks, Recreational Facilities, and Other Items	Repair and restoration of parks, playgrounds, pools, cemeteries, and beaches. This category also is used for any work or facility that cannot be characterized adequately by Categories A-F	<ul style="list-style-type: none"> • Roads, buildings, and utilities within those areas and other features, such as playground equipment, ball fields, swimming pools, tennis courts, boat docks and ramps, piers, and golf courses; • Grass and sod are eligible only when necessary to stabilize slopes and minimize sediment runoff; and • Repairs to maintained public beaches may be eligible in limited circumstances
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Adapted from the Public Assistance Guide, FEMA 322
Additional policy information is available at <http://www.fema.gov/government/grant/pa/policy.shtm>

Tab 4 for Damage Assessment

Public Assistance Damage Assessment Field Form

JURISDICTION: _____ **DATE:** _____ **PAGE** _____ **of** _____

Key for Damage Categories (Use appropriate letters in the 'category' blocks below)										
A. Debris Clearance B. Emergency Protective Measures C. Roads & Bridges			D. Water Control Facilities E. Public Buildings & Equipment F. Public Utility System			G. Parks, Recreation Facilities & Other				
SITE #	CATEGORY	STREET or AREA LOCATION								
		GPS (when available, use decimal degrees)								
DAMAGE DESCRIPTION:										
EMERGENCY FOLLOW-UP NEEDED?			Y	N	TOTAL ESTIMATED DAMAGES: \$					
FLOOD INSURANCE			Y	N	PROPERTY INSURANCE		Y	N	NO DATA AVAILABLE (check box)	
SITE #	CATEGORY	STREET or AREA LOCATION								
		GPS (when available, use decimal degrees)								
DAMAGE DESCRIPTION:										
EMERGENCY FOLLOW-UP NEEDED?			Y	N	TOTAL ESTIMATED DAMAGES: \$					
FLOOD INSURANCE			Y	N	PROPERTY INSURANCE		Y	N	NO DATA AVAILABLE (check box)	
SITE #	CATEGORY	STREET or AREA LOCATION								
		GPS (when available, use decimal degrees)								
DAMAGE DESCRIPTION:										
EMERGENCY FOLLOW-UP NEEDED?			Y	N	TOTAL ESTIMATED DAMAGES: \$					
FLOOD INSURANCE			Y	N	PROPERTY INSURANCE		Y	N	NO DATA AVAILABLE (check box)	

Tab 5 for Damage Assessment

Cumulative Initial Damage Assessment Report

VDEM VEOC Phone Number (804) 674-2400

Fax Number (804) 674-2419

www.vaemergency.com

Jurisdiction:									
Date/Time IDA Report Prepared:									
Prepared By:									
Call back number:									
Fax Number:									
Email Address:									
Part I: Private Property CUMULATIVE DAMAGES									
Type Property	# Destroyed	# Major Damage	# Minor Damage	# Affected	Dollar Loss	% Flood Insured	% Property Insured	% Owned	% Secondary
Single Dwelling Houses									
Multi-Family Residences									
Manufactured Residences (Mobile)									
Business/Industry									
Non-Profit Organization Buildings									
Agricultural Facilities									
Part II: Public Property (Includes eligible non-profit Facilities) CUMULATIVE DAMAGES									
Type of Property							Estimated Dollar Loss	% Insured	
Category A (Debris Removal)									
Category B (Emergency Protective Measures)									
Category C (Roads and Bridges)									
Category D (Water Control Facilities)									
Category E (Public Buildings and Equipment)									
Category F (Public Utilities)									
Category G (Parks and Recreation Facilities)									
TOTAL							\$0.00		
Additional Comments:									

Annex 3-3: Debris Management



Primary Agency(s)
Public Works

Support Agency(s)
City Attorney
Communications
Emergency Management
Finance/Purchasing
Fire and Rescue
Frederick County Regional Landfill
Outside Contractors/Vendors
Police Department
Emergency Communications Center
Northern Shenandoah Valley Regional Commission
Parks and Recreation
Transit

Purpose

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens. In addition, to expedite recovery efforts in the impacted area and address any threat of significant damage to improved public or private property in the City.

Scope

The City, debris management program will be based on the waste management approach of reduction, reuse, reclamation, resource recovery, incineration, and land filling. Public Services and agencies can reasonably be expected to accomplish expedient repair and restoration of essential services and vital facilities, but it may be necessary to contract for significant reconstruction. In addition, damage to power lines, sewer and water distribution systems, and secondary hazards, such as fires, could result in health and safety hazards that may threaten employees.

Public Services will organize and initiate debris clearance in the aftermath of an emergency. Still, they may require external assistance in debris removal if there are large quantities of debris or if debris includes hazardous materials. In addition, local landfills and waste disposal facilities may be inadequate to deal with large amounts of debris. Therefore, it may be necessary to use alternate methods and facilities for disposal.

Assistance may be available from other jurisdictions through local agreements and from commercial firms through contingency contracts. If local debris removal capabilities are insufficient, it may be necessary to execute a local emergency declaration and request the State assist in debris removal. If the local emergency is of such magnitude that the Governor requests a Presidential Disaster Declaration and such a declaration is approved, federal resources could become available.

For major emergencies or disasters, private contractors may be needed to collect, reduce the volume, and dispose of debris. Citizens will assist in removing debris from the immediate area of their homes and businesses but will generally need government assistance in hauling it away

for disposal. Citizens are often willing to help their neighbors remove debris; accurate public information can encourage cooperative action, speeding up the process and reducing costs.

Policies

- The City debris removal process must be initiated promptly and conducted in an orderly, effective manner to protect public health and safety following an incident;
- Standard operating procedures should be developed to be maintained for dealing with debris removal; and
- Contracts with private organizations will be established to manage large amounts of disaster debris.

Concept of Operations

Public Services will be responsible for coordinating debris removal operations for the City. The City will be responsible for removing debris from property under its authority and private property when deemed in the public interest/safety. Debris must not be permitted to impede recovery operations for any longer than the absolute minimum period. To this end, Public Services will stage equipment in strategic locations locally and regionally, if necessary, to protect the equipment from damage, preserve the decision maker's flexibility for employment of the equipment, and allow the clearing crews to begin work immediately after the incident.

Public Services will work with Emergency Management to develop and maintain a list of approved contractors who can provide debris removal, collection, and disposal in a cost-effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to facilitate their identification by state agencies and local governments and ensure their effective utilization and prompt deployment following the disaster.

Public Services will be responsible for managing the debris contract from project inception to completion unless the government entities involved are incapable of carrying out this responsibility due to the lack of adequate resources. In these circumstances, other state and federal agencies will be identified to manage the debris contract. Managing the debris contract includes monitoring performance, contract modifications, inspections, acceptance, payment, and closing out of activities.

The City will seek out regional agreements to maximize the utilization of public assets. These should be pre-identified before the agreement is developed and implemented.

Debris storage and reduction sites will be identified and evaluated by interagency site selections teams comprised of a multi-disciplinary staff familiar with the area. The appropriate agencies will develop a listing of appropriate local, state, and federal contacts to expedite the interagency, multi-disciplinary site selection teams.

Unless debris can be taken directly to the regional landfill, initially, it will be placed in a temporary holding area(s) until a detailed plan of debris collection and disposal is prepared. This is not anticipated until after the local traffic system has been restored. Temporary debris collection sites should be readily accessible by recovery equipment and should not require extensive preparation or coordination for use. Collection sites will be on public property when feasible to facilitate the implementation of the mission and mitigate against any potential liability requirements. Activation of sites will be under the control of Public Services and will be coordinated with other recovery efforts through the local EOC.

Temporary debris collection sites will meet all requirements for environmental control.

Priority locations for depositing non-hazardous debris collected during an event will be as follows:

- The most preferred location to haul & handle non-hazardous debris will be the Frederick County landfill;
- City Yards at 301 East Cork Street, Winchester, VA; and
- Woodstock Lane Public Utilities holding area.

After the above three sites have been exhausted, the priority locations will be shifted to areas in each of the four City election wards as temporary holding areas for non-hazardous material:

- Ward 1 - Whittier Drainage Area across from Whittier Park (not Whittier Park);
- Ward 2 - Friendship Park (off of the Athletic fields);
- Ward 3 - Overlook Park, Jim Barnett Park Amphitheater area; and
- Ward 4 - Rolling Hills Park.

The above four City election wards could also be used as geographical "drop-off " points for citizens cleaning up their own non-hazardous materials debris following an event. Each site would have to be staffed, and types of debris hauled in will have to be monitored and secured. Times & days of accepting debris in the temporary holding areas will need to be established and published to the community.

Site selection criteria will be developed into a checklist format for each established team to identify and assess potential sites. Criteria will include ownership of property, size of the parcel, surrounding land uses and environmental conditions, and transportation facilities that serve the site.

To facilitate the disposal process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations will be standardized. Modifications to these categories can be made as needed. Hazardous and toxic materials, contaminated soils, household hazardous waste, and debris generated by the event will be handled following federal, state, and local regulations.

Organizational

The Public Services Department is responsible for the debris removal function. It will work in conjunction with designated support departments, utility companies, waste management firms, and trucking companies to facilitate the debris clearance, collection, reduction, and disposal needs of the locality following a disaster.

Emergency Roadway Clearance

Clear debris from major arterial roads to provide access for emergency vehicles and resources into the impacted area.

- Following a disaster, the top priority is to clear major roads and routes, provide access to vulnerable populations and support facilities such as hospitals, allow emergency vehicles' movement, the resumption of critical services, and damage assessments. Emergency roadway clearance also facilitates the deployment of external response elements and delivering emergency equipment and supplies. In initial roadway debris clearance, debris is typically pushed to the side of the road, and no attempt is made to remove or dispose of it;
- In this phase, crews equipped with chain saws will generally be needed to cut downed trees, and heavy equipment will be needed to move the remains. If possible, heavy equipment used for moving debris should be equipped with protective cabs,

and all personnel should wear protective equipment. Fire hydrants, driveway cutouts, and utility valves should be left unobstructed;

- As electrical systems are often damaged by the same hazards that create substantial debris, debris management crews may need to coordinate their efforts to remove debris with utility crews; and
- Depending on the type of event and the affected areas in the City, consideration should be given to clear roadways by utilizing:
 - Winchester Snow Routes per the most current snow plan beginning with primary routes & then progressing to secondary routes; or
 - Winchester Refuse-Recycling Routes for picking up debris from residential areas with additional dump trucks & other hauling apparatus. The same refuse/recycling pick-up schedule can be maintained depending on the event and the amount of debris.

Debris Removal and Disposal

- Debris removal from public property
 - In the aftermath of a disaster, debris may have to be removed from a variety of public areas, including:
 - Roads and rights of way;
 - Government buildings, grounds, and parking lots; and
 - Storm drainage systems
 - If the emergency resulted in a Presidential Disaster Declaration, expenses of debris removal from public property might be partially reimbursed by the federal government if the debris must be removed to:
 - Eliminate immediate threats to life, public health, and safety;
 - Eliminate immediate threats of significant damage to improved public or private property; and
 - Ensure economic recovery of the affected community.
 - As large-scale debris removal and disposal operations can be extremely costly, it is vital to determine if federal assistance will be provided and the rules that apply to such assistance before commencing debris removal operations.

Debris Removal from Private Property

Debris removal from private property, including demolishing condemned structures, is generally the property owner's responsibility and the cost may be wholly or partially covered by insurance. If there has been a Presidential Disaster Declaration and debris on private property is so widespread that public health, safety, or economic recovery is threatened, the local government may be partially reimbursed for the cost of debris removal from private property. The City is typically responsible for picking up and disposing of debris from private property placed at the curb and bears the cost for the effort.

Preparation for Debris Removal

Considerable time and labor can be saved in the debris removal process by sorting debris from public property and encouraging the public to sort it from private property before it is picked up. A proactive public outreach program should advise the public of the actions they can take to facilitate pickup, including:

- Sorting debris into categories;
- Placing sorted debris piles curbside;
- Keeping debris out of the road and away from fire hydrants and utility services; and
- Disposing household garbage in regular refuse containers.

Estimating the Amount of Debris

In determining the means to remove and dispose of debris, local officials must have a reasonable estimate of the amount of debris that must be removed and eventually disposed of.

Determining Debris Removal Strategy

After estimating the amount of debris needing removed, options for removing the debris should be evaluated regarding their cost and timeliness.

The general strategies for debris removal and processing are:

- Removal and processing of debris by local government
 - Advantages
 - Direct government control
 - Disadvantages
 - Typically requires diversion of significant government resources from regular functions and makes them unavailable for other recovery tasks;
 - Speed of debris removal may be constrained by the government equipment and personnel available; and
 - The local government may lack the specialized equipment and skills needed to carry out all aspects of debris removal.
- Removal and processing of debris by contractors:
 - Advantages
 - Speed of debris removal may be increased by contracting for additional resources; and
 - If local contractors are used, they may provide local economic benefit.
 - Disadvantages
 - Requires detailed contracts;
 - Requires extensive oversight and inspection; and
 - Removal and processing of debris through a combination of local government and contractors.
 - If contractors are used, the disaster area should be divided into geographical sectors for control purposes, and bids solicited based on the estimated quantity of debris in each sector. In addition, it is desirable to group properties of like type, construction, and similar vegetation together when defining sectors. This will also facilitate estimating the quantity of debris that needs to be removed;
 - If contractors are used, the City will mark or tag their vehicles so the landfill may identify them. A list of all contractor vehicles information, including description, plate number, and VIN, will be kept at the EOC and provided to the regional landfill manager; and
 - Debris may be removed by a one-time collection of all debris at each property or using multiple passes to collect different types of material that the property owner has pre- sorted.

Establishing Temporary Debris Storage and Reduction (TDSR) Facilities

- The effective disposal of large quantities of disaster debris requires that suitable temporary storage and volume reduction facilities are established. Such facilities hold debris until it can be sorted, reduced in volume, and dispatched to an appropriate

disposal facility. Sorting and volume reduction can significantly reduce the costs of disposing of debris and preventing potentially serious environmental problems;

- TDSR facilities sort debris and send it to the most appropriate facility for treatment or disposal. Sorting is needed to separate burnable from non-burnable materials, segregate hazardous products for disposal at authorized facilities, and identify debris that can be burned, chipped or ground, recycled, or disposed of at a landfill without treatment;
- The volume of debris can be significantly reduced by a variety of methods, including:
 - Incineration: This method includes open burning, air curtain pit incineration (trench burners), or portable air curtain incinerators. Incineration of burnable debris typically reduces its volume by 95 percent;
 - Chipping and grinding: Chipping and grinding are appropriate for clean, woody debris and typically reduce the volume by 75 percent. However, chipping and grinding can cost as much as incineration, and unless the resulting mulch can be disposed of without cost or at a profit, the local government may incur additional costs to have residual material hauled to a landfill; and
 - Recycling: Recycling debris may present an opportunity to reduce the overall cost of disposal. Metals, lumber, and soil are the most likely candidates for recycling. Before the local government operates a recycling operation, it is essential to determine if there is a market for the materials sorted out in the recycling process; otherwise, the output may have to be hauled to a landfill. Specialized contractors may be willing to undertake recycling, particularly for large amounts of debris that are well sorted.
- Site Selection
 - Among the criteria that are pertinent in selecting TDSR facilities are:
 - Preferably government-owned;
 - Large enough to accommodate a storage area, a sorting area, and volume reduction operation area(s);
 - Reasonable proximity to disaster areas and debris disposal sites;
 - Good road access;
 - Not in a residential area or the vicinity of schools, churches, or other facilities with concentrations of the population; and
 - Not in an environmentally sensitive area, such as wetlands or a water well field.
 - A team will typically select specific sites to be used for TDSR facilities of local, state, and, where appropriate, federal personnel who are familiar with the local area and the specific environmental regulations governing such facilities;

Public Information Officer & Plan

Public information on debris removal must start as soon as possible after the disaster before people start moving and stacking large amounts of debris. The PIO should provide the public with detailed information on debris removal and disposal plans and procedures. Providing appropriate instructions to the public concerning debris removal can significantly reduce the time and costs involved.

- Public instructions should encourage citizens to:
 - Assist their neighbors, particularly the elderly or infirm, in removing the debris;
 - Move debris to curbside for pickup;
 - Separate debris into categories determined by local officials; and
 - Keep debris piles away from fire hydrants and utility valves.
- Public information should keep citizens advised of:
 - Debris pickup schedules and the system of pick up, if various types of debris

- will be picked up on different days; and
- Self-help disposal guidelines for citizens and businesses that wish to haul their debris to a debris storage area or landfill.
- The typical methods of public information dissemination through the media should be used to provide information to the public. If loss of electric power has occurred, extra effort must be made to reach those without power using door hangers, flyers, signs, and, if necessary, door-to-door outreach.

Responsibilities

Primary Agency(s)

- Public Works & Engineering
 - Assign a representative as the Debris Management Unit Leader, who
 - Will supervise debris clearance from the public right-of-way;
 - Will coordinate debris management for public and private entities; and
 - Will oversee the repair and restoration of critical facilities and systems following a disaster/emergency.
 - Develop sample contracts with generic scopes of work to expedite the implementation of debris management strategies;
 - Develop mutual-aid agreements with other state agencies and local governments, as appropriate;
 - Identify and pre-designate potential debris storage sites for the type and quantity of debris anticipated following a catastrophic event;
 - Pre-identify local and regional critical routes in cooperation with contiguous and regional jurisdictions;
 - Develop site selection criteria checklists to assist in the identification of potential debris storage sites;
 - Identify and coordinate with appropriate regulatory agencies regarding potential regulatory issues and emergency response needs;
 - Establish debris assessment process to define the scope of the problem;
 - Develop and coordinate prescript announcements with the City PIO regarding debris removal process, collection times, storage sites, use of private contractors, environmental and health issues, etc.;
 - Upon completion of debris removal mission, close debris storage, and reduction sites by developing and implementing the necessary site remediation and restoration actions;
 - Perform necessary audits of operation and coordinate with ESF-5 Emergency Management to submit a claim for federal assistance;
 - In conjunction with ESF-1 Transportation, determine the transportation requirements necessary to conduct debris removal operations and determine the priority for clearing the road system;
 - In conjunction, the Northern Shenandoah Valley Regional Commission and the Frederick County Landfill determine the capability of the landfill to accept disaster debris or establish burn sites for disaster debris; and
 - In conjunction with ESF-7 Logistics Management and Resource Support), contract with local vendors to conduct immediate debris removal operations. When the debris removal capacity exceeds local capabilities, coordinate with national companies to conduct debris removal.

Support Agency(s)

- City Attorney
 - Identify and address potential legal, environmental, and health issues that may be generated during all stages of the debris removal process; and

- Develop the necessary right-of-entry and hold harmless agreements indemnifying all levels of government against any potential claims.
- Communications
 - Coordinate with ESF-3 Public Works & Engineering or the Debris Management Unit Leader on developing detailed information on debris removal and disposal plans and procedures;
 - Utilize multiple media sources such as Public Service Announcements, flyers, and press releases; and
 - Develop and coordinate prescript announcements on the debris removal process, collection times, storage sites, use of private contractors, and environmental and health issues.
- Fire & Rescue
 - Conduct an immediate assessment on the capability and availability of firefighting resources in the City;
 - Determine the need for firefighting services with ongoing fires as a result of the disaster; and
 - Assist in the coordination of ESF-10 Hazardous Materials operations in the City during the debris management process.
- Finance/Purchasing
 - Contract with local vendors to conduct immediate debris removal operations and when the debris removal capacity exceeds local capabilities; coordinate with national companies to conduct debris removal;
 - Coordinate with the EOC to determine the number of residents without power so that adequate quantities of relief supplies can be ordered; and
 - Coordinate with all support agencies to ensure that adequate resources are available to conduct recovery operations.
- Police Department
 - Responsible for evacuation and traffic control.
- Homeowners/Private Property
 - Unless directed otherwise by the Winchester City Council or under extremely unusual circumstances, removing debris from private property is the property owner's responsibility. Residents will be asked to sort debris by trees and brush, white goods (appliances), household hazardous waste, construction/demolition materials, regular garbage, and vegetation and place it at the curb for pick-up.
- Transit
 - Assist in obtaining transportation assistance as needed in the removal and disposal of disaster debris; and
 - In conjunction with ESF-3 Public Works & Engineering, determine the priority for clearing the road system in the City.

Situation and Assumption

Design Disaster Event

- Natural disasters such as winter storms, remnants of hurricanes, tornadoes, and flooding precipitate a variety of debris that includes, but is not limited to, trees and other vegetative organic matter, construction materials, appliances, personal property, mud, and sediment. Human-caused disasters such as terrorist attacks may result in a large number of casualties and heavy damage to buildings and basic infrastructure;
- The quantity and type of debris generated, its location, and the size of the area over which it is dispersed will directly impact the removal and disposal methods utilized, the associated costs, and the speed with which the problem can be addressed. Further, the quantity and type of debris generated from any particular disaster will be

a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity;

- Winter storms are common in our area, for planning purposes, a severe weather storm that exceeds the capabilities of the City;
- Three to seven days before the storm arrives, the local media outlets begin reminding residents of winter weather dangers and preparation. When a greater than 30% chance of frozen precipitation or other risk factors is reached, the Public Works Division Manager initiates the snow removal plan. Crews and equipment are organized and prepared per the most current City snow plan;
- An hour before the storm is predicted to strike, crews make final preparations for their equipment and begin monitoring citywide locations and current weather conditions. When the storm is perceived to be immediate, the Public Works Division Manager informs the crew supervisors of the first course of removal action (either plowing or application of chemicals, stone, mixed). As the storm progresses, removal types are modified to match the event. Primary snow routes are cleared and maintained first when the storm reaches a point where they cannot be, then, under the direction of the Public Services Director, contractors are called in;
- At the same time as road clearing operations are underway, traffic signal and power lines are monitored and sustained through the supervisor of the Traffic Division, water and sewer lines are maintained by the Utilities Division, and all status or difficulties are reported to the Director of Public Services. This continues until all City roadways are cleared, and media contact is minimal. At that point, the City PIO reports storm status and roadway recommendations;
- Once the roadways have been cleared, debris is removed from the curbside right-of-way. Under the direction of the Public Services Director, the City Arborist identifies tree and tree limb hazards to be removed; the Utilities Division checks water flow into stormwater drains and responds to any emergency call as requested by the police fire and rescue. Refuse and recycling crews continue scheduled collections and report any difficulties. Refuse and Recycling crews will also hand out copies of debris information brochures to advise citizens on what the proper disposal method is for each material type; and
- If any of these operations exceed the abilities of City personnel, the Public Services Director will initiate contract personnel for assistance.

Forecasted Debris

- Forecasted Types

Estimated Debris Quantities

Population 26,000

Single Family Homes Affected
(=Pop./3)

Category Factor
Vegetation Factor
Commercial Density
Precipitation

Q=H(C)(V)(B)(S)

Estimated damage @ 50% of total single-family homes

Units	Category 1	Category 2	Category 3	Category 4	Category 5
	4333.333333	4333.333333	4333.333333	4333.333333	4333.333333
C	2	8	26	50	80
V	1.5	1.5	1.5	1.5	1.5
B	1	1	1	1	1
S	1.3	1.3	1.3	1.3	1.3
CY	16,900	67,600	219,700	422,500	676,000

Debris Reduction Site Requirements

1 Acre (Ac) 4849

10 Feet Stack Height 3.3

Total Volume per Acre 16002

Q

Acres Required

Road Buffers, etc. 1.66

Square Miles Required 640

	CY	Ac	Sq. Mi.
Q	16,900	67,600	219,700
Acres Required	1	4	14
Road Buffers, etc.	2	7	23
Square Miles Required	0.0	0.0	0.0

Debris Classification

Clean Woody Debris 30% CY

Mixed C&D 70% CY

Burnable 42% CY

Soil 5% CY

Metals 15% CY

Landfilled 38% CY

Clean Woody Debris	5,070	20,280	65,910	126,750	202,800
Mixed C&D	11,830	47,320	153,790	295,750	473,200
Burnable	4,969	19,874	64,592	124,215	198,744
Soil	592	2,366	7,690	14,788	23,660
Metals	1,775	7,098	23,069	44,363	70,980
Landfilled	4,495	17,982	58,440	112,385	179,816

Forecasted Locations (see maps below)

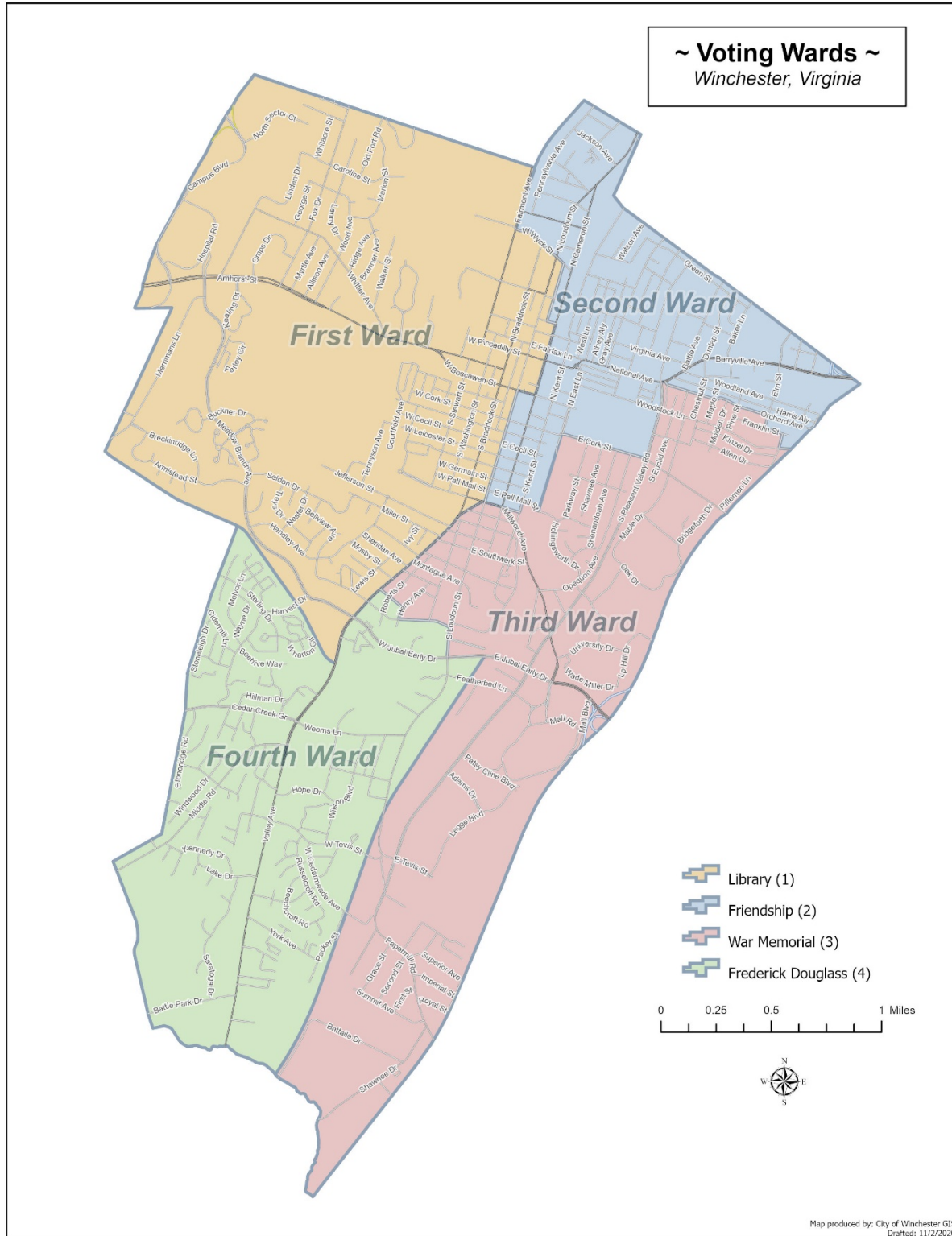
The City is divided into four wards by population; these will serve as our debris wards. Locations of Temporary Debris Storage and Reduction sites (TDSR) are:

- 100 Strothers Lane;
- 301 East Cork Street;
- 2024 Harvest Drive;
- 702 Kennedy Drive;
- 167 Bruce Street; and
- 1001 East Cork Street.

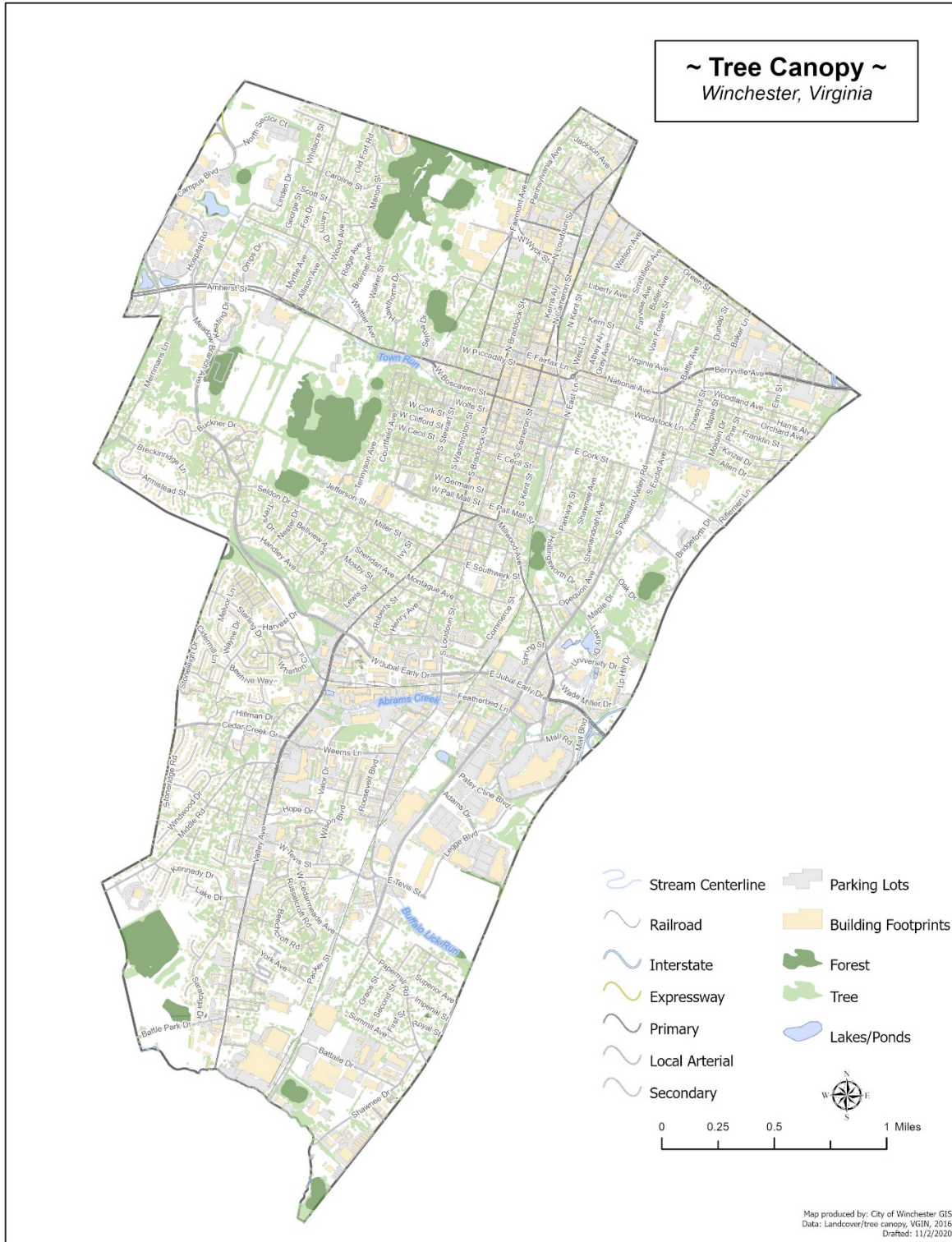
Transportation Emergency Routes

- City Yards (301 East Cork Street);
- Winchester Medical Center (1840 Amherst Street);
- Timbrook Public Safety Center (231 East Piccadilly Street);
- Fire & Rescue Stations;
- Rouss City Hall (15 North Cameron Street);
- Handley High School (425 Handley Boulevard);
- John Kerr Elementary (526 Jefferson Street);
- Frederick Douglas Elementary (100 Cedarmeade Avenue);
- Charlotte Dehart Virginia Avenue Elementary (550 Virginia Avenue);
- Daniel Morgan Middle School (48 South Purcell);
- Garland Quarrels Elementary School (1310 South Loudoun Street);
- Douglass Community Learning Center (598 North Kent); and
- National Fruit Products (701 Fairmont Avenue).

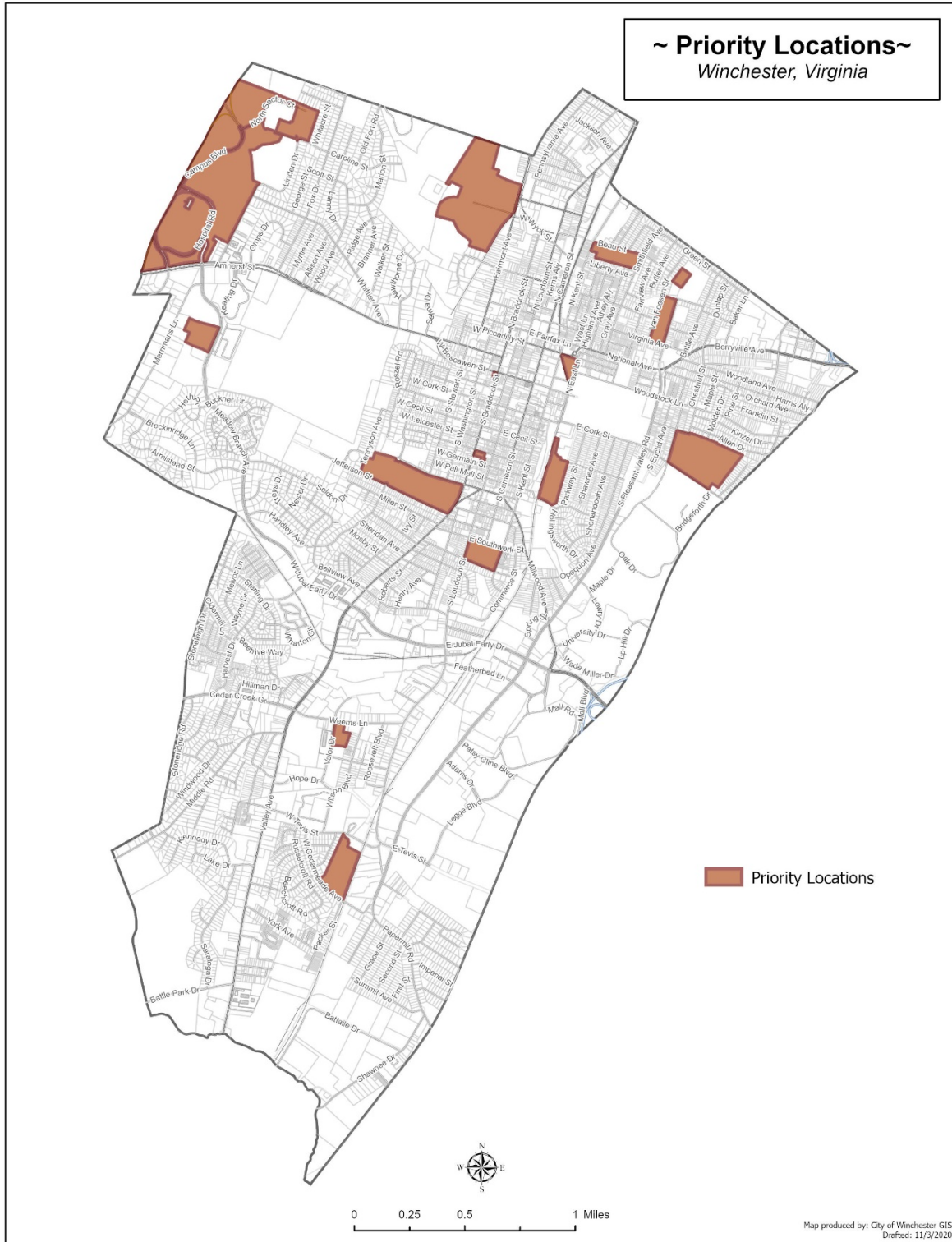
Tab 1 for Debris Management



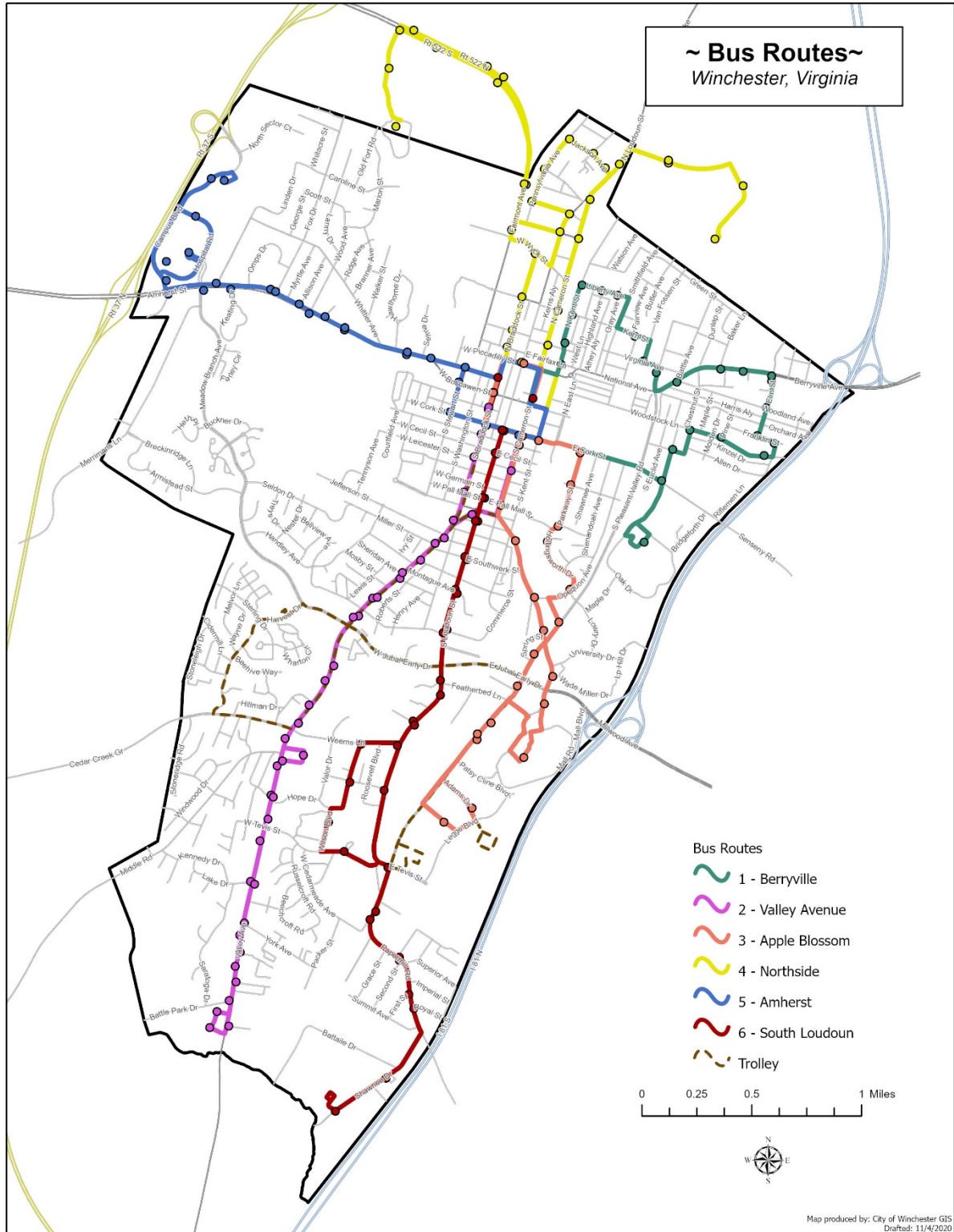
Tab 2 for Debris Management



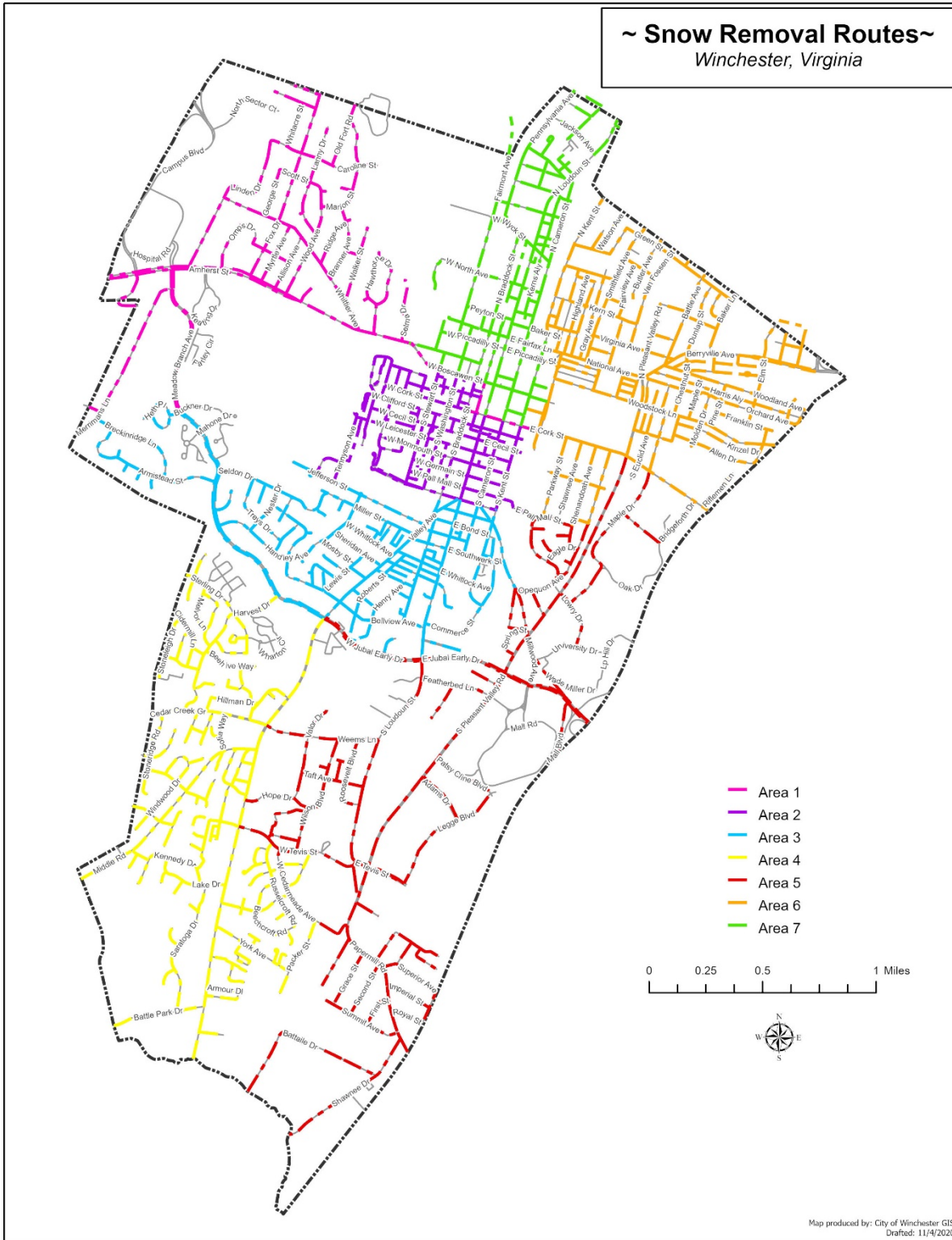
Tab 3 for Debris Management



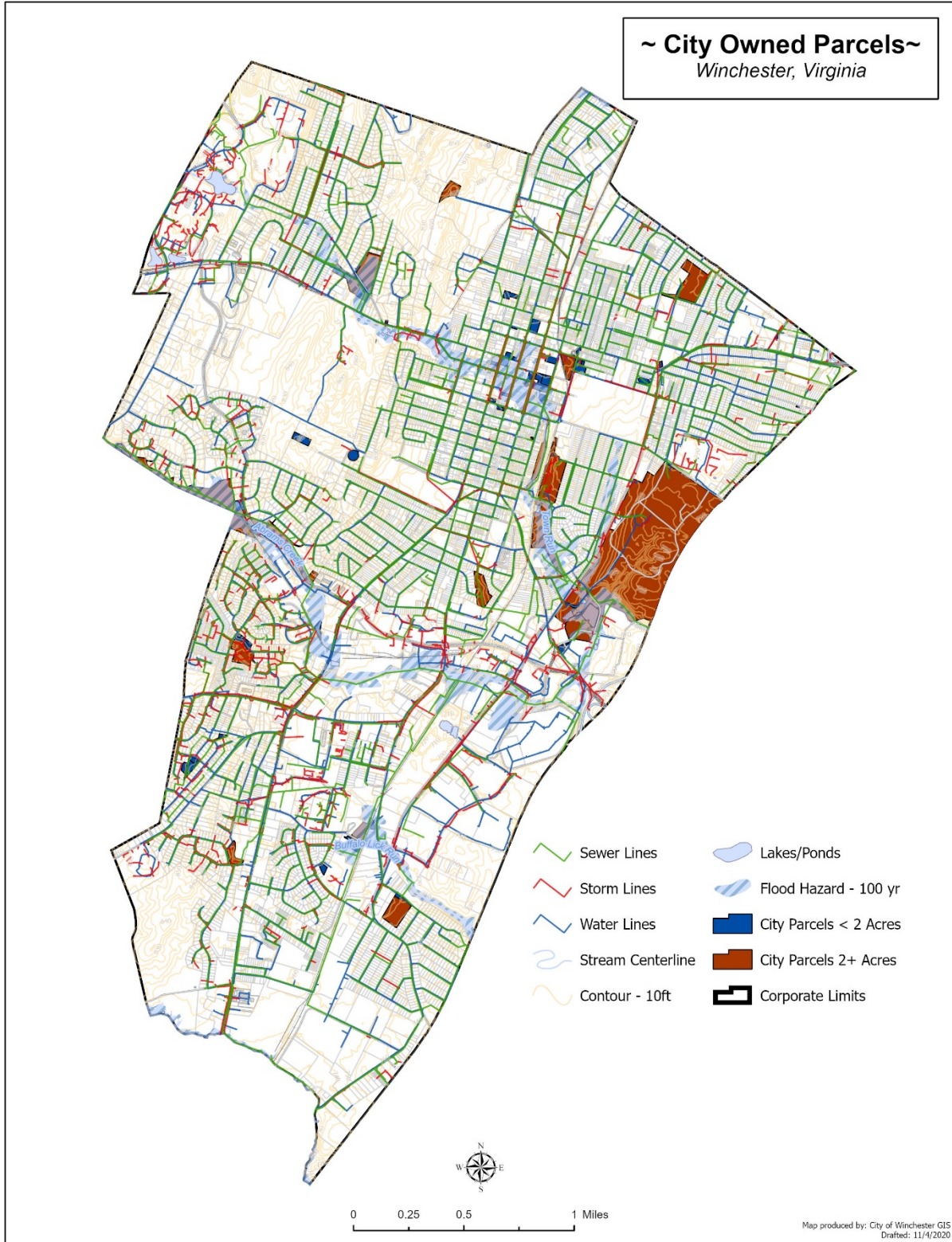
Tab 4 for Debris Management



Tab 5 for Debris Management



Tab 6 for Debris Management



Annex 3-4: Fatality Management



Primary Agency(s)
Emergency Management

Support Agency(s)
City Sheriff
Fire and Rescue
Police Department
Office of Chief Medical Examiner
VA Department of Health
Valley Health Systems
Local Funeral Homes
Private Support Agencies

Purpose

To describe roles and procedures in response to and recovery from Mass Fatality Incidents (MFI). The Annex provides for proper coordination of MFI response activities. In addition, it establishes means and methods for the sensitive, respectful, orderly care and handling of human remains in multi-death disaster situations.

Scope

The contents of this plan shall complement the established Mass Fatality Management Plan developed by the VA Department of Health (Lord Fairfax Health District). A regional task force, consisting of representatives from the City of Winchester, Frederick County, the Lord Fairfax Health District, Valley Health Systems, Funeral Directors, and others shall periodically review and update this plan as appropriate.

Authorities

Code of Virginia Laws Regulating the Handling of Dead Bodies	
Title of Code	Description of Code
§32.1-263	A death certificate will be filed within 3-days of notification of a death that occurs in this Commonwealth and be issued before final disposition or removal of the body from the commonwealth. The attending physician or ME must sign the medical certification component of a death certificate.
§32.1-284	A medical examiner must certify upon a form from the OCME before someone who dies in Virginia can be cremated or buried at sea.
§54.1-2819	Registration of surface transportation and removal services <ul style="list-style-type: none"> • Family members may transport deceased family members and relatives; and • Other removal services must be registered.
§54.1-2825	Person to make arrangements for the disposition of remains. Individuals may designate a person responsible for making arrangements for burial or disposition of remains in a signed and notarized writing.
§32.1-277 to §32.1-288.	States that remains should not be released to next of kin if any of the following conditions exist: <ul style="list-style-type: none"> • A death that meets the criteria for an emerging infection needs to be confirmed by a culture of blood and tissues. This includes the first “native” cases of pandemic flu in Virginia; • Illness and death in a poultry worker where illness is suspected as flu to confirm flu has been contracted from poultry; • Any flu-like illness resulted in the death of a family member/companion

	<p>of a poultry worker to prove human to human transmission. The worker should also be tested if not done so previously;</p> <ul style="list-style-type: none"> • Death of a traveler from elsewhere suspicious for flu or a citizen from Virginia who has traveled elsewhere and has been at risk; and • The first diagnosed case in a hospital needs documentation of virus in tissue.
§32.1-37.1	Defines the procedure of informing persons handling the body and funeral home staff if a patient died of the pandemic event or any other infectious disease.
§32.1-274	Persons in charge of institutions and funeral directors, etc., to keep records; lists to be sent to State Registrar.
§54.1-2807.1	Confidentiality of information on infectious diseases. Funeral homes cannot refuse receipt of remains because the remains are known to contain an infectious disease.
§44-146.17	Powers and duties of the Governor

The OCME does not have primary jurisdiction over deaths that occur on federal property. However, upon request from appropriate authorities, the OCME may assist.

Assumptions

This plan shall be implemented during any situation that occurs which results in many fatalities that exceed the local capacity to process remains and with the following assumptions:

- Within any locality, the total number of fatalities (including influenza and all other causes) occurring during a six to eight-week pandemic wave is estimated to be similar to that which typically occurs over six months in the inter-pandemic period;
- The location of bodies will not be restricted to a geographical or jurisdictional area with a percentage (50-75%) of the deaths occurring outside of a hospital or medical treatment facility;
- Most human remains will be intact and allow for traditional identification (visualization by witnesses or fingerprinting). Some will be found in a decomposed state and will require further investigation;
- There is no need for extreme urgency in managing the processing of the human remains, as the remains from the event should not pose additional health risks to the community;
- It is more important to ensure accurate and complete death investigations and identification of the dead than it is to end the response quickly;
- The time to complete fatality management of a pandemic influenza event may take up to a year; and
- Support for Fatality Management will come from the Lord Fairfax Health District and the implementation of their Mass Fatality Management Plan.

Concept of Operations

To activate this plan, the EOC will contact the local Health Director to advise of an MFI. The Health Director or their designee shall integrate into the Operations Section of the EOC and function within ESF-8 Public Health and Medical Services.

The Lord Fairfax Health District MFI plan will supersede this local plan when the number of fatalities exceeds the local capacity to process remains following existing regulations and resources. The Lord Fairfax Health District plan defines an MFI as:

- Any incident involving ten or more sudden, unexpected or violent deaths under the jurisdiction of the Chief Medical Examiner in one day in one district office;
- Any incident which has the potential to produce 12 or more fatalities under the jurisdiction of the Chief Medical Examiner in one day within the Lord Fairfax Health District; and
- Any situation involving contaminated, highly infectious, or contagious remains under the jurisdiction of the Chief Medical Examiner, requiring a multi-agency response in support of the Office of Chief Medical Examiner.

The OCME has jurisdiction to investigate all deaths resulting from violent, suspicious, unnatural, homicidal, suicidal, or unexplained within the Commonwealth of Virginia.

General Considerations

- Consideration shall be given to request DMORT services through the Virginia Emergency Operations Center when local capacity is exceeded;
- In the event of a pandemic, it is expected most fatal influenza cases will seek medical services before death; hospitals, nursing homes, and other institutions (including non-traditional sites) must plan for more rapid processing of corpses. Access to the required supplies (e.g., body bags) and documents for efficient corpse management during a pandemic will need to be part of the institutions' plans;
- If local funeral directors cannot handle the increased numbers of corpses and funerals, EOC staff shall work with local funeral directors to plan alternate arrangements (i.e., holding areas). Dealing with a surge in fatalities may necessitate the establishment of temporary morgues;
- Planning should include a review of death documentation and regulatory requirements that may affect the timely management of corpses; and
- All homicides, accidents, suicides, violent and sudden, and unexpected or suspicious deaths must be reported as usual to the local Medical Examiner.

Documenting Fatality

Pronouncement of Death

There is no statutory requirement in Virginia for an official pronouncement of death procedure when someone dies. However, the Code of Virginia does specify who may pronounce death if a pronouncement procedure is carried out. Otherwise, the presumption is any resident can identify someone dead. Therefore, during a declared pandemic, dead persons need not be transported to a hospital, further overwhelming an already stressed medical care system and generating an unnecessary charge for families. If many deaths occur out of the healthcare facilities that private physicians attend, they may be held at a designated holding facility that can be cooled until the bodies are picked up by funeral homes and the attending physician is notified to sign the death certificate.

Certification of Death

Pronouncement of death and certification of death are different functions. Certification of death is the actual signing of a death certificate stating the cause of death and may only be performed by a physician licensed in Virginia or a designee. Death certificates are, by Code, to be signed and given to the funeral director within 24-hours after death. For a healthcare facility death, in the absence of an attending physician, Va. Code Ann. §32.1-263C authorizes an associate physician, the chief medical officer of an institution, or a pathologist who performed an autopsy on a decedent to sign the death certificate. If multiple deaths occur over a short interval, a healthcare facility may wish to designate a single physician familiar with the patients' records as

responsible for expeditiously signing death certificates. If the decedent never had a physician, the OCME will assume jurisdiction over the death.

Filing the Certificate of Death

In Virginia, the Va. Code Ann. § 32.1-263 directs funeral directors to file the certificate with the disposition of the body or removal of the remains from the Commonwealth. The arrangement will be developed between the Health Department and funeral directors to expedite filing many death certificates.

Identification of the Decedents

All who interface with decedents are encouraged to record official personal identification information for patients who enter their systems and maintain it in a police report or medical record to secure proper identification of remains. If a deceased person entered is recorded without official photo identification, and the identity is never established, healthcare facilities should report this person to law enforcement. Additionally, there is a possibility the deceased has been reported missing by a family member who can visually identify the decedent. Law enforcement shall employ standard procedures in the identification of unknown remains.

If law enforcement and the healthcare system identification remain unclear after an investigation, law enforcement shall notify the OCME for assistance.

Handling of Remains

As a general rule, all personnel who handle remains should utilize the recommendations of the World Health Organization for Personal Protective Equipment (PPE) when exposed to infectious diseases, which include:

- Disposable, long-sleeved, cuffed gown (waterproof if possibly exposed to body fluids);
- Single-layer non-sterile ambidextrous gloves which cover the cuffs of the long sleeve gown;
- N95 or Surgical mask (a particulate respiratory type if handling the body immediately after death);
- Surgical cap and face shield if splashing of body fluids is anticipated;
- Waterproof shoe covers if required; and
- Proper handwashing is always recommended when handling remains.

Complete recommendations can be found on the World Health Organization (WHO) website: <http://www.who.int> or the Centers for Disease Control and Prevention (CDC) website: <http://cdc.gov>.

Additional PPE considerations shall be given for remains that have been exposed to hazardous materials.

Postmortem Care of Remains

Human remains should be placed in fully sealed impermeable human remains bags before removal.

- The body and bag should be tagged with the individual decedent's identifiers such as name, date of birth, SSN, location of origination, and medical record number, etc.;
- Complete labeling reduces the number of times mortuary staff needs to open pouches to confirm the contents; and

- To avoid cross-contamination to handlers, consideration shall be given to label the outside of body bags with this same information.

Managing Personal Effects

Hospitals should continue to employ standard procedures for inventorying and documenting the personal effects of deceased persons to ensure ownership, accountability, and retrievability is maintained. If the personal effects accompany the remains in the human remains pouches, funeral directors and the family shall be made aware of safely retrieving them before the cremation or final disposition. Funeral directors and others should sign a receipt for the items as well as the body.

Storage Considerations

Additional temporary cold storage facilities may be required to store corpses before their transfer to funeral homes in the event of surge capacity overload. The ideal temperature for storing and preserving human remains is between 34-37°F. Increasing capacity may be accomplished by contracting with refrigerated facilities or trucking companies. Other sites shall be identified in cooperation with hospitals and adjacent jurisdictions that are suitable for holding facilities. Examples are warehouses, hangers, and empty public buildings that lend themselves to cooling and proper security. Funeral homes shall be surveyed for additional surge capacity. A review of all facilities available in the Lord Fairfax Health District shall be maintained, including those owned by religious organizations.

Transportation of Remains

The anticipated workload for funeral homes will be extensive and additional resources may be required for additional drivers and vehicles. Arrangements with private ambulance companies may assist in this surge planning.

Final Disposition of Remains

It is anticipated local funeral homes may be overwhelmed and face staffing shortages at all levels of the organization. Therefore, remains may need to be held until capacity for disposition increases. In addition, if public gatherings are discouraged for viewing, funeral directors may need to explore alternatives such as virtual viewings to allow for funerals to occur with relatives of the deceased.

Funeral Homes and Crematoriums Considerations

Individual funeral homes will be encouraged to make specific surge plans before the need for additional human resources during an MFI. If available, Crematorium services shall be considered an expedient and efficient way of managing large numbers of corpses during an MFI. It is not recommended that funeral directors order excessive supplies such as embalming fluids, body bags, etc., but should maintain enough to manage the first wave of an MFI. Funeral homes should exercise the same precautions as previously mentioned when handling remains. Many religious and ethnic groups have specific directives about how the deceased are managed after death. The family's wishes will provide guidance; however, local religious or ethnic communities shall be contacted for information and guidance if no family is available.

Annex 3-5: Financial Management



Primary Agency(s)
Finance/Purchasing

Support Agency(s)
All Departments and Divisions

Purpose

To provide essential financial management guidance for all participants in emergency management activities and response to a local disaster declaration.

Scope

This annex applies to all departments and agencies participating and responding with assistance or relief coordinated by the City EMD. The financial management function is a component of ESF-5 Emergency Management. Financial Management processes and procedures ensure that funds are provided expeditiously and that financial operations are conducted following established local, state, and federal laws, policies, and procedures.

Policies

The Finance Department will provide financial support promptly, assist and instruct agencies on recording expenses incurred during an incident, provide areas in financial need with adequate support, use existing accounting operations standards, and implement the necessary procedures to ensure an accurate account of expenses.

Concept of Operations

In an emergency, the Finance Director will be responsible for expediting the process of procuring the necessary goods and services to support emergency operations; designating disaster account numbers(s) that disaster expenditures will be charged to, coordinating with department heads and the real estate assessor during the damage assessment and recovery phases of disaster operations; assisting in the development of applications for state and federal assistance; participating in the development and review of vendor contracts; developing, documenting, and providing financial data to the proper authorities, as necessary.

The Emergency Management Director or Coordinator and Director of Finance will meet with department directors to inform them of emergency authorities delegated to them when making necessary expenditures to address the situation. In addition, Department Directors will be responsible for developing and maintaining accurate records and documentation to support all expenditures related to the disaster (e.g., personnel, equipment, facilities, contracts, etc.).

Department Directors will be responsible for keeping an accurate inventory of resources and identifying potential needs for emergency/disaster situations. As required, a listing of potential resource providers will be developed and maintained for anticipated equipment and service needs. In addition, mutual aid agreements and sample contract agreements will be developed to facilitate the receipt of assistance and expedite the procurement process during the response

and recovery phases of disaster operations.

The accounting process followed by all departments will follow existing standardized procedures. All departments must adhere to established disaster accounting and finance procedures to minimize the potential for waste, fraud, and delays in processing requests, maximize state and federal assistance, and facilitate the documentation of disaster expenditures, the development of disaster cost statistics, and audits following the disaster. The Finance Department will establish project codes to facilitate expenditures during the event.

Because timely financial support of response activities is crucial to achieving the operational objectives of saving lives and protecting property, expeditious means are employed to facilitate proper financing of operations. Agencies must use management controls, policies, and procedures to reasonably ensure that:

- Programs achieve their intended results;
- Resources are used consistent with agency missions;
- Programs and resources are protected from waste, fraud, and mismanagement;
- Laws and regulations are followed; and
- Reliable and timely information is obtained, maintained, reported, and used for decision-making.

Organizational

The City may include, within the body of the Declaration of Local Emergency, authority to expend specific funds in support of disaster operations. The Finance Director and Director of Emergency Management or the Emergency Management Coordinator are responsible for developing and implementing the necessary management policies and procedures to facilitate and ensure an accurate accounting of disaster expenditures during all phases of disaster operations.

These procedures will be designed to support and expedite emergency response operations and maximize state and federal assistance. The Finance Director will coordinate with all departments, government entities, and representatives from the private sector who support disaster operations. This may involve working with other local jurisdictions that provide mutual-aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc.

Responsibilities

Primary Agency(s)

- Finance/Purchasing
 - Develop, maintain, and disseminate budget and management procedures to ensure the prompt and efficient disbursement and accounting of funds to conduct emergency operations, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
 - Establish project codes to facilitate expenditure tracking;
 - Provide training to familiarize staff with internal procedures, as well as federal and state disaster assistance requirements and forms;
 - Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;

- Develop the necessary mutual-aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for disaster operations;
- Develop and maintain the necessary measures to protect vital records and critical systems to ensure their continued operation during a disaster, as well as to facilitate their restoration if impacted by the disaster;
- Prepare and submit disaster assistance applications to the appropriate state or federal agencies for reimbursement of disaster-related expenditures;
- Assist in finalizing damage assessment report;
- Review and revise real estate assessments based upon damages sustained to local infrastructure;
- Assist in the preparation and submission of government insurance claims, and
- Identify and correct any shortfalls in the emergency budget, accounting, and procurement procedures, as well as measures implemented to protect critical systems.

Supporting Agency(s)

- All supporting agencies
 - Maintain documentation to support requests for reimbursement;
 - Submit final reimbursement requests within the terms of the mission's assignments or reimbursable agreement;
 - Notify requesting agencies when a task is completed or when additional time is required to complete work before the projected completion date; and
 - Develop and maintain cost-effective management controls systems to ensure that Government-funded activities are managed effectively, economically, and with integrity to prevent fraud, waste, and mismanagement.

Annex 3-6: Information Technology



Primary Agency(s)
**Innovation & Information
Systems**

Support Agency(s)
All Departments and Divisions

Purpose

To coordinate a framework through which the Innovation & Information Systems Department (I&IS) coordinates with local agencies to prepare for, respond to, and recover from emergencies or disasters. It ensures policymakers and responders at all levels receive coordinated, consistent, accurate, and timely technical information, analysis, advice, and technology support.

Scope

The I&IS Department has overall support responsibility for data and wireless voice communications, computing services, network services, and maintenance of these systems. In addition, I&IS serves as a conduit to support radio communications and the emergency communications center E-911 divisions. Finally, I&IS maintains and supports a line of business application software systems used by the various departments and IT infrastructure components for voice and data and enterprise software systems (i.e., e-mail, authentication, anti-virus, and internet filtering).

Policies

I&IS staff is available for support and response to incidents by calling City Hall during regular business hours at 540-667-1815. I&IS technical support will respond with at least one technician from the on-call staff during the emergency.

The underlying principles in coordinating technical support are as follows:

- I&IS will provide technical support to City staff in the EOC or other City-owned facilities attached to the City network. In the event of a disaster, a representative of I&IS will be assigned to the EOC or other designated sites;
- I&IS will support the various City departments with their needs to access voice and data systems under the control of I&IS; and
- Requests for technical recommendations for non-emergencies may be made to the Director of I&IS, who will determine how each request should be handled based on normal business parameters. Requests for technical recommendations for emergencies may be directed to the on-call or on-site I&IS staff, who will provide recommendations directly or obtain recommendations from other I&IS staff or outside resources when warranted.

Concept of Operations

The I&IS Department is responsible for technical support and coordinates with other appropriate departments and agencies in response to an actual or potential emergency.

Organizational

The I&IS Department provides the core coordination for technical support capability. In addition, the I&IS works with local and state government, private sector, and non-governmental organizations capable of providing technical information, analysis and advice, and state-of-the-art technology support.

Technology resource identification and standard operating procedures for accessing these resources will be developed using standard protocols. Mission assignments for technical needs are coordinated through ESF-5 Emergency Management and passed on to the cooperating agencies for support.

Responsibilities

Primary Agency(s)

- Orchestrating technical support as needed;
- Providing short-notice subject-matter expert assessment and consultation services;
- Coordinating the technical, operational priorities and activities with other departments and agencies;
- Providing liaison to the EOC;
- Develop, maintain, and operate integrated disaster/emergency response Geographic Information Systems (GIS) in support of disaster preparedness, response, and recovery;
- In coordination with responsible agencies and, when deemed appropriate, deploying emerging technologies; and
- The execution of contracts and procuring technical support services consistent with the Financial Management Support Annex.

Annex 3-7: Volunteer and Donations Management



Primary Agency(s)
**United Way of Northern
Shenandoah Valley**

Support Agency(s)
**American Red Cross
City Sheriff
Communications
Emergency Management
Police Department
American Red Cross
Amateur Radio**

Purpose

To establish a process for efficient and effective utilization of unaffiliated volunteers and unsolicited donations during disasters.

Scope

The City of Winchester, Virginia (the “City”), in coordination with the United Way of Northern Shenandoah Valley (the “United Way”) and other Support Agencies, establishes the following donation management process to ensure effective and efficient procedures for distribution and use of donated goods and services during an emergency. The donation management process must be organized and coordinated to ensure the public can take advantage of the appropriate types and amounts of donated goods and services in a manner that precludes interference with or hampering emergency operations. Volunteer services and donated goods refer to unsolicited goods, monetary donations, and unaffiliated volunteer services received during a disaster event.

Policies

The United Way:

- Coordinates with City agencies to ensure goods and resources are used effectively;
- Manage monetary and physical donations through established networks; and
- Work in partnership with the American Red Cross to identify and manage volunteer needs.

Emergency Management Coordinator:

- Coordinates with non-governmental organizations to ensure goods and resources are used effectively;
- Looks principally to organizations with established volunteer and donation management structures;
- Establishes donation storage locations as necessary;
- Encourages individuals to participate through local organizations 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

The core responsibility of a Volunteer and Donations Management operation includes managing
City of Winchester EOP – Section 3: Support Annex

donated goods (physical), non-affiliated volunteers, and monetary donations from the public. Each core function involves a cooperative effort by local and voluntary community-based organizations, the private sector, faith-based organizations, the media, and individuals. Management plans for each core function will be coordinated between the City and the United Way of the Northern Shenandoah Valley. The Volunteer and Donation Management operations structure should include:

- A Volunteer Coordinator;
- A Physical Donations Coordinator;
- A Financial Donations Coordinator;
- A designated call center for donation management;
- A coordinated media relations effort with the City PIO;
- Liaison services with other City emergency support functions; and
- Facility management planning.

Organizational

- The City and the United Way entered into a Memorandum of Understanding relating to volunteer and donation management activities;
- The City will identify the needs for volunteer and donated goods and will coordinate with the United Way to satisfy the requests;
- Emergency Management, or if designated, the Logistics and Resource Section Chief in the EOC will work with the United Way and support departments to identify sites and facilities used to receive, process, and distribute the donated goods to disaster areas (s). The necessary equipment, staff, communications, and security support to these facilities and sites will be provided by the City and volunteer organizations, as required;
- The United Way will coordinate the disaster relief actions of quasi-public and volunteer relief agencies and groups. This is necessary to ensure maximum effectiveness of relief operations and to avoid duplication of effort and services;
- The American Red Cross has been incorporated into the emergency services organization to provide food and clothing to displaced persons at the Shelter Centers;
- Recruit and assign volunteers as requested by the City EOC;
- The personnel assigned to a particular service will be provided the necessary training. Persons who already possess needed skills or have received specialized training, such as heavy equipment operators, should be assigned duties that allow for the maximum benefit of their skills; and
- The United Way will register each volunteer and maintain records of all man-hours worked and expenses related to the disaster relief.

Responsibilities

Primary Agency(s)

- United Way
 - Be the primary coordinating agency for this annex in matters of resources and services;
 - Identify and be prepared to set up and staff a City receiving point, staging areas, and distribution points;
 - Develop procedures to manage donated goods and services to include receiving, sorting, prioritizing, sorting, and distributing them during an emergency;
 - Coordinate with volunteer organizations to support this annex;
 - Communicate with the EOC regarding locations of receiving points, staging areas, and points of distribution;

- Participate in training and exercises with the City;
- Keep accurate records of donated, stored, and distributed goods; monetary donations, or expenditures in support of this annex for possible reimbursement or auditing requirements;
- Be the primary coordinating agency for this annex for matters of volunteers;
- Maintain a comprehensive list of volunteers that are available to assist in support of this annex;
- Develop procedures for identifying requirements for volunteers to support City organizations during emergency operations and a process to register, account for, manage, and assign volunteers to appropriate positions;
- Be prepared to register and assign volunteers to support City organizations during emergency operations;
- Coordinate emergency operations with the EOC when activated; and
- Establish a process for accepting and distributing donations through the United Way NSV.

Support Agency(s)

- All Departments
 - 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;
 - Assign volunteers to tasks that best utilize their skills; and
 - Compile and submit totals for disaster-related expenses.
- Communications
 - Work with the United Way and EOC staff to disseminate information to the public regarding volunteer needs and points of distribution locations for donating and picking up items.
- Emergency Management
 - Assist in identifying personnel and resources to support this annex;
 - Coordinate with the United Way in maintaining a list of volunteers, by name, address, telephone number, and if applicable special capabilities, that may assist with emergency operations;
 - Coordinate with the United Way with setting up a point for registration of additional volunteers (that are not members of volunteer organizations already registered) that wish to donate their services in support of emergency operations;
 - Work with the amateur radio coordinator to assign support to the EOC, receiving point, staging areas, and distribution points; and
 - Request outside assistance when required.
- Police Department/City Sheriff
 - Provide security for the receiving point, staging areas, and distribution points, as required.
- American Red Cross
 - Assist in supporting volunteer needs to include collecting, sorting, and distributing goods during an emergency; and
 - Maintain a list of trained volunteers that are available to assist in support of this annex.

- Amateur Radio Coordinator
 - Assist with required communications capabilities at the City receiving points, staging areas, and distribution points, as necessary and available.

Annex 3-8: Worker Safety and Health



Primary Agency(s)
Human Resources

Support Agency(s)
**All Departments and Divisions
VA Department of Health
VA Department of Labor and
Industry**

Purpose

To provide guidelines for implementing worker safety and health support functions during potential or actual incidents.

Scope

This annex addresses those functions critical to supporting and facilitating worker safety and health protection for all emergency responders and response organizations during potential and actual emergencies or disasters. While this annex addresses coordination and technical assistance for incident safety management activities, it does not address public health and safety.

Coordination mechanisms and processes used to provide technical assistance for carrying out incident safety management activities include identification and characterization of incident hazards, assessments and analyses of health risks and exposures to responders, medical monitoring, and incident risk management.

Policies

- ESF-5 Emergency Management activates the Human Resources Office. However, specific cooperating agencies, especially Public Safety who train intensively for certain situations shall maintain control of operations to address those situations as well as coordination of efforts so related;
- Risk Management and Safety assistance and coordination, as described in this annex, may be requested during an incident if specific needs are identified; all standard reporting procedures will remain in effect unless otherwise noted;
- Private-sector employers are responsible for the safety and health of their employees;
- Municipal governments are responsible for worker health and safety according to state and local statutes and, in some cases, 40 CFR 311, Worker Protection. This responsibility includes allocating sufficient resources for safety and health programs, training staff, purchasing protective clothing and equipment as needed, and correcting unsafe or unsanitary conditions;
- This annex does not replace the primary responsibilities of the government and employers; instead, it ensures that in fulfilling these responsibilities, response organizations plan and prepare consistently and that interoperability is a primary consideration for worker safety and health; and
- Several state and federal agencies have oversight authority for responders and response operations. While these agencies retain their authority, they are expected to work with local, state, federal, and private sector responders before and during response operations to ensure the adequate protection of all workers.

Concept of Operations

Except as noted above, Human Resources/Risk Management coordinates safety and health assets to consider all potential hazards proactively. In addition, they ensure availability and management of all safety resources needed by the responders, shares responder safety-related information, and coordinate among local, state, and federal agencies and government and private sector organizations involved in incident response.

Organizational

Coordination through Existing Organizations and Committees:

- Virginia Regional Response Hazardous Materials Response Team supports the National Response Team (NRT) under The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) and the Code of Federal Regulations (40 CFR part 300) outline the role of the NRT and Regional Response Teams (RRTs); and
- Pre-incident coordination also involves other existing departments that focus attention on responder health and safety.

Worker Safety Committee:

- This committee, comprised of Human Resources and cooperating public safety agencies, provides the proactive integration of worker safety and health assets needed for preparedness at all levels of government; and
- Risk Management coordinates this group through meetings and interagency exercises or attends meetings and exercises scheduled by cooperating agencies.

Pre-Incident Planning Guidance Development and Distribution:

- As noted above, Risk Management works with organizations to coordinate the consolidation of responder safety and health-related guidance documents, regulations, and resources in one location. This information is provided to other agencies, responders, and public health departments, and emergency management agencies; and
- As noted above, Risk Management or others work with other City agencies to ensure their curricula are consistent in content for each responder level (skilled support, operations level, etc.) and support the preparedness objectives listed in NIMS.

Prevention Guidance Development and Distribution:

- Risk Management coordinates with cooperating agencies to develop and disseminate information on the likely hazards associated with potential incidents and the preventive actions that can be taken to reduce or eliminate illnesses and injuries that may result from hazardous exposure.

Risk Management or others as noted above, or department-specific Safety Officers supports worker safety by:

- Providing occupational safety and health technical advice to the Incident Safety Officer either at the EOC, Joint Field Office (JFO), or Disaster Recovery Center (DRC);
- Undertaking site-specific occupational safety and health plan development and implementation, and ensuring that plans are coordinated and consistent among multiple sites, as appropriate;

- Identifying and assessing health and safety hazards and characterizing the incident environment;
- Carrying out responder personal exposure monitoring for chemical and biological contaminants and physical stressors (e.g., noise, heat/cold);
- Assessing responder safety and health resource needs and identifying sources for those assets;
- Coordinating and providing incident-specific responder training;
- Developing, implementing, and monitoring an incident personal protective equipment (PPE) program, including the selection, use, and decontamination of PPE; implementation of a respiratory protection fit-test program; and distribution of PPE;
- Collecting and managing data (exposure data, accident/injury documentation, etc.) to facilitate consistent data-formatting and data-sharing among response organizations;
- Providing psychological first aid during and after incident response and recovery activities;
- Providing responder medical surveillance and medical monitoring and, in conjunction with the Health Department evaluating the need for longer-term epidemiological medical monitoring and surveillance of responders; and
- In coordination with the VA Department of Health, identifying appropriate immunization and prophylaxis for responders and recovery workers.

Responsibilities

Primary Agency(s)

- As Annex Coordinator, assist EOC, JFO, or DRC Unified Command by providing and coordinating technical support for responder health and safety;
- Provide technical advice;
- Identify hazards and risks associated with response and recovery activities;
- Ensure appropriate immunizations and provided to responders;
- Resolve technical, procedural, and risk assessment conflicts, if necessary, through routine procedures;
- Monitor responders for chemical or biological contamination; and
- Provide appropriate workplace safety training.

Support Agency(s)

- Identify qualified Safety Officers to train, monitor, and brief department personnel on hazards, specific reporting procedures, PPE, decontamination, etc.;
- Provide Critical Incident Stress Management (CISM) or Critical Incident Stress Debriefing (CISD) opportunities to staff;
- Provide psychological and physical first aid; and
- Participate in Worker Safety and Health Committee.



Emergency Operations Plan EOP

Section 4: Incident Specific Annex

Table of Contents

Section 4:.....	i
Incident Specific Annex.....	i
Table of Contents	ii
Purpose	1
Scope	1
Roles and Responsibilities.....	1
Primary Agency(s).....	1
Support Agency(s).....	2
Annex 4-1: Catastrophic Incident.....	3
Annex 4-2: Flooding	7
Annex 4-3: Pandemic	12
Annex 4-4: Power Failure	30
Annex 4-5: Severe Weather	32
Annex 4-6: Water Supply.....	37

Purpose

To provide incident-specific guidance for emergencies or disasters that would most likely affect the City and reference their integration into the EOP.

Scope

The Incident Specific Annex addresses contingency or hazardous situations requiring the specialized application of the EOP. The annexes in the sections address the following situations and reference other portions of the EOP for support:

- Catastrophic Incident;
- Flooding;
- Pandemic;
- Power Failure;
- Severe Weather; and
- Water Supply.

Roles and Responsibilities

Each Incident Annex identifies a primary coordinating agency and supporting agencies. In some instances, the responsibility of a primary agency is a joint endeavor between two agencies. The overarching nature of functions described in the annexes frequently involves supporting or cooperating with all the departments and agencies involved in incident management efforts. In some cases, actions detailed in the annex also incorporate various components of emergency management and other departments and agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.

Primary Agency(s)

Primary coordinating agencies described in this annex support the incident management mission by providing the leadership, expertise, and authority to implement critical and specific aspects of the response. The City EMD provides for overall incident coordination and collaboration between all entities involved with an incident. When the functions of a particular Incident Annex are required to assist in the management of an incident, the agency serving as the coordinator is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex;
- Providing staff for the operations function at fixed and field facilities;
- Notifying and sub-tasking cooperating agencies;
- Managing any tasks with cooperating agencies, as well as appropriate State and Federal agencies;
- Working with appropriate private sector organizations to maximize the use of all available resources;
- Supporting and keeping ESFs and other organizational elements informed of ongoing annex activities;
- Planning for short-term and long-term support to incident management and recovery operations; and
- Maintaining trained personnel to execute their appropriate support responsibilities.

Support Agency(s)

When the procedures within an Incident Annex are needed to support elements of an incident, the coordinating agency will notify cooperating agencies of the circumstances. Support agencies are responsible for:

- Conducting operations, when requested by the primary coordinating agency or emergency management, using their own authorities, subject-matter experts, capabilities, or resources;
- Participating in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids, in concert with existing first-responder standards;
- Furnishing available personnel, equipment, or other resource support as requested by emergency management;
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
- Implementing new technologies or procedures that have the potential to improve performance within or across functional areas for review and evaluation.

Annex 4-1: Catastrophic Incident



Primary Agency(s)
Emergency Management

Support Agency(s)
All Departments and Agencies

Purpose

To establish strategies for implementing and coordinating a proactive response to an incident with mass casualties and destruction within the City from a single event.

Scope

A catastrophic incident is any event that results in extraordinary levels of mass casualties, damage, or disruptions severely affecting the population, infrastructure, environment, economy, or continuity of government functions. A catastrophic incident could result in sustained impacts over a prolonged period. The most catastrophic events are Incidents of National Significance.

Policies

- The strategies in this plan are consistent with the National Response Plan (NRP) and National Incident Management System (NIMS) protocols;
- Incident Commanders may need to request assistance from Federal and State authorities; and
- Resources will be provided through Regional Coordination Centers or staging areas.

Concept of Operations

Various Emergency Support Functions may need to be activated depending on the scope and magnitude of an incident. Below are functions usually needed during an emergency, along with the agencies that will provide these functions.

Rescue Operations

Fire and Rescue will locate the injured and provide emergency medical care and transport and work to prevent additional injuries or loss of life: Staff Medical, Safety, and Fire Branches, as necessary.

Area Security

The Police Department & City Sheriff will identify and develop perimeters of the disaster area. The scene must be protected and secured from those who are invariably attracted, such as curiosity seekers, media, and scavengers, and must be prevented from penetrating the incident. A Disaster Pass Plan may be implemented to assist in security. Staff Law Enforcement Branch, as necessary.

Victim Identification

The office of the Chief Medical Examiner (OCME) will coordinate body identification and cause

of death determination. For locating and identifying bodies, the OCME may be assisted by the Police Department. The Crime Scene Section will recover bodies and personal effects. A proper organization system will be implemented, and documentation will be made of where each body/article was found.

Body Removal

The OCME will coordinate operations at the site and make a survey and assessment of the situation. Equipment, supplies, and personnel needed to implement an effective removal plan will depend on the number of bodies, condition of remains, environmental condition, and type of terrain. The examiner will approve before any remains are moved.

Holding/Staging Areas

The OCME may establish an area to receive bodies as they are moved from the disaster site. The Police Department is responsible for establishing and maintaining this area with assistance from Fire and Rescue, if necessary. Bodies should not be moved until they have been processed, tagged, and placed into body bags, along with personal effects. The reason for a holding/staging area is to ensure that proper tagging has occurred and that all of the body parts and personal effects are with their respective bodies so that they may be examined together. Unidentifiable parts or body tissue must be labeled and given their own body bag or container.

Morgue Facilities

Virginia is divided into four medical examiner districts; Northern Virginia District based in Manassas, Western District based in Roanoke, Central District based in Richmond, and the Tidewater District based in Norfolk. The Virginia EOC will contact the State Office of the Chief Medical Examiner, who may request assistance from the Virginia Funeral Directors Association, responsible for statewide mortuary services. The Association will operate under the direction of the Medical Examiner. Through the VEOC, assistance may also be requested from the military, the VA Department of Health, and the U.S. Public Health Service.

Incident Morgue

The OCME will staff and equip personnel, and assistance may be requested from the City. Assistance may include assigning personnel from the Police Department to staff incident morgue teams. The following must be considered with selecting a facility: space, security, communications, electrical provisions including ventilation, accessibility to the disaster site, and an assembly point that is removed from examination areas established for friends and relatives.

Media Relations

Communications will be assisted by the primary response agency and coordinate with ESF-2 Communications and ESF-15 External Affairs. Briefing by the OCME and City PIO will be held before any scheduled media briefings. The OCME will brief the media on the current situation. At the same time, the PIO is responsible for organizing the briefing and ensuring that representatives from all agencies involved are present to answer technical questions. A Joint Information Center (JIC) will be created as necessary for a unified message, communication, and media management.

Family Assistance Center (FAC)

The FAC will typically be activated with the Catastrophic Plan. It will assist families by providing counseling, information on the current situation, a place where families can be reached to assist the Medical Examiner with identification, and an environment in which families can grieve privately. Emergency Management will coordinate with the Police Department for the operation

of this center with support from the American Red Cross. All requests for assistance will be submitted to the EOC for coordination, validation, or action following this annex. The family assistance center will be located away from the disaster scene, media area, incident morgue, and staging areas. An identification system will be implemented to identify family members readily, and family members will be briefed on current developments in the investigation before media briefings. In the event of an aircraft accident involving a domestic or foreign air carrier, PL 104-264 Title VII Section 702 (Aviation Disaster Family Assistance Act of 1996) prohibits unsolicited communications with individuals or family members by attorneys or any potential party for litigation, for a period of 30-days from the date of the accident. Identified personnel must inform family members of this prohibition, and their privacy must be strictly protected.

Responsibilities

Primary Agency(s)

- **Emergency Management**
 - The primary responsibility of Emergency Management will be the coordination of resources, specialists, and outside, non-law enforcement agencies such as the Health Department, American Red Cross, Office of Medical Examiner, and other logistical needs. As the incident grows, the Emergency Management Director or their designee might elect to open the EOC and coordinate staffing and unified command, following NIMS. In addition, the Emergency Manager may elect to declare a local emergency and activate statewide mutual-aid agreements for additional assets at any time deemed appropriate. The Emergency Management Director or their designee is responsible for documentation and reporting to VDEM and the VEOC upon their activation.

Support Agency(s)

- **General Responsibilities**
 - Establish that a catastrophic incident has occurred;
 - Notify all departments and agencies;
 - Activate and deploy or prepare to deploy teams, equipment caches, and other resources;
 - Identify, prepare, and operationalize facilities critical to supporting the movement and reception of State and Federal resources; and
 - Establish and maintain communications with the incident command to ensure a common and current operating picture regarding critical resource requirements;
- **Police Department**
 - Assessment of the scene to determine resources needed;
 - Perimeter control and protection of potential crime scene;
 - Traffic control and rerouting;
 - Provide a PIO to assist in the JIC;
 - Provide investigators/specialists, as required;
 - Administer a disaster scene pass management system;
 - Administer FAC pass management plan, and
 - Ad-hoc Functions:
 - Investigative Function: Processes the crime scene, conducts witness interviews, and other related tasks. Identified staff will direct these activities;
 - Incident Morgue Function: May assist the OCME with the operation of an incident morgue. Assistance will include the identification of bodies, next of kin notification, and processing of personal effects. The function will coordinate with the OCME and Emergency Management for additional body bags, temporary coolers, or any other equipment or supplies that

- are needed at the incident morgue; and
 - Hospital Function: May designate an officer to coordinate interviews for people taken to the local hospital following a catastrophic event.
- **Fire and Rescue**
 - Is the primary response agency for mass fatality events. The police will assist Fire and Rescue with operations during the initial response and control the perimeter of the disaster scene. The primary goal is to contain all hazards at the scene, render medical aid and transport the injured. The Incident Commander will direct the Emergency Communications Center (ECC) to contact the medical examiner and convey the following information:
 - Cause of the event or type;
 - Number of potential bodies; and
 - Provide recommendations.
 - The Fire Marshal will investigate fires that are suspicious or of unknown origin. In the case of mass fatalities caused by a suspicious fire, the arson investigator would have investigative responsibility and request support from the Police Department.
- **Federal Bureau of Investigation**
 - Presidential Directive 39, U.S. policy on Counter-terrorism, reaffirms the FBI's lead responsibility in crisis management response. Exercises primary authority to prevent, preempt, and terminate threats or acts of terrorism and apprehend and prosecute the perpetrators. City agencies or departments assist as required. The City exercises primary authority to respond to the consequences of terrorism; the Federal Emergency Management Agency (FEMA) assists as required.
- **Public Works and Environmental Administrator**
 - Provides structural safety inspections, assess and monitor environmental hazards before or in conjunction with search and rescue operations. Conducts damage assessment to determine the extent and reports findings to the EOC, including a collateral damage assessment.
- **Office of Chief Medical Examiner**
 - The examination and release of human remains fall within the jurisdiction of the OCME. Before any actions are taken with the bodies or an incident morgue is established, the Incident Commander will contact the on-call OCME. The Incident Commander will coordinate with the OCME on what steps are to be followed to process the bodies. The Examiner may contact the Military, the Virginia Funeral Directors Association, the United States Public Health Service, or the Disaster Mortuary Operational Response Team as needed or request calls be made.
- **National Transportation Safety Board (NTSB)**
 - Is the lead investigative agency in an incident involving an aircraft, rail, or pipeline that results in loss of life, serious injury, or significant damage. The FBI will have primary command and investigative responsibility in cases of willful destruction, such as sabotage, terrorism, etc. The NTSB may relinquish investigative responsibility to the Federal Aviation Administration (FAA) or the City for incidents involving no loss of life and only minor damage. The NTSB will have the primary federal responsibility for facilitating the recovery and identification of fatally injured passengers. Removal of wreckage is the primary responsibility of the air carrier, owner, and or insurance company. In the case of an aircraft accident involving a United States or a foreign air carrier on U.S. soil, and results in a significant loss of life, the "Aviation Disaster Family Assistance Act" of October 9, 1996, gives the NTSB the responsibility of aiding families of aircraft accidents and establishing a Family Assistance Program.

Annex 4-2: Flooding



Primary Agency(s)
Emergency Management

Support Agency(s)
**All Departments and Agencies
VA Department of Health**

Purpose

To establish strategies for implementing and coordinating a proactive response to an incident where areas of the City are affected by flooding.

Scope

Historically, flooding in the City is a rare occurrence but has contributed to citizen fatalities and minor-moderate damage to dwellings and infrastructure. This annex is to assist the City in protecting public health and safety from flooding by utilizing training, equipment, experience, and technology. The established flood plains within the City are generally narrow, averaging less than 250 feet in most areas and where most development occurs. Therefore, the most severe flooding results from heavy rains associated with tropical storms or rapid snow melt.

Policies

- The Commonwealth of Virginia Emergency Services and Disaster Laws of 2000 authorizes the Director of Emergency Management to issue evacuation orders as necessary for the preservation of life safety;
- Fire and Rescue will coordinate urban search and rescue and evacuation of flooded areas;
- The Police Department will coordinate and enforce evacuations, as declared by the Director of Emergency Management;
- The Emergency Management Coordinator will direct voluntary evacuation notifications through ESF-2 Communications;
- Extensive flooding may require evacuation and the sheltering of a large number of people, in which case this operation will be in coordination with ESF-6 Mass Care, Housing, and Human Resources; and
- The Director of Emergency Management or their designee will authorize re-entry.

Concept of Operations

Mitigation

The Engineering Division within the Public Services Department is the lead agency that manages the National Flood Insurance Program (NFIP) for the City. Guidelines include regulating home improvements and new construction to property owners within the flood plain and special flood hazard zones. Tab 1 depicts the floodplains defined in the City, and each panel map is available in the EOC as hardcopy maps.

Weather

The National Weather Service (Sterling Office) will issue Flood Warnings, Watches, and Statements and has authority to broadcast Emergency Alert System (EAS) messages across area radio and television stations upon request by the Emergency Management Coordinator. In addition, the EOC will monitor Weather information via the internet, cable, flood sensors, and the National Weather Service.

Public Information

Dissemination of information will occur through ESF-15 External Affairs as coordinated by the City PIO and approved through the Director of Emergency Management. Types of Public Information may include:

- Advance Notice/Warning: For slow-developing situations, a warning should be given as soon as it is clear that evacuation may be required and should address preparedness actions;
- Evacuation Warning: Immediate notification should be made to affected areas using all means available; and
- Emergency Public Information: During times of elevated awareness (due to forecasted events or season), the PIO will ensure essential information be disseminated to the media on a timely basis.

Evacuation

Voluntary evacuation may be recommended for repetitive flood and low-lying areas and will be consensually agreed by the Fire and Rescue, Police, Public Works, and Emergency Management representatives. Notice will be made using the above means in consultation with ESF-15 External Affairs. Special facilities include schools, hospitals, day care facilities, correctional institutions, and nursing home/long-term care facilities. These respective agencies will have an emergency plan that addresses emergency evacuation. To implement evacuation, timely notifications will be made.

- Schools & Day Care Centers: City Schools have identified 'Safe Zones' for each school and, per their plan, may evacuate accordingly. All-City Schools must monitor the weather at all times and make contact with the Emergency Management Coordinator as necessary. Day Care Centers are required to have an evacuation plan but may not have sufficient resources to effect evacuation and may request assistance;
- Hospitals, Nursing/Long-term Care Facilities & Correctional Institutions: These facilities have detailed evacuation plans and will only initiate as a last resort. Each facility is responsible for coordinating transportation and a host/receiving facility for patients. The City will work with and support this action to its fullest ability. All facilities must transport and support evacuation with suitable medical and security support;
- City Facilities: Any City Department that may be affected by floodwaters shall have an evacuation plan that addresses personnel, vital records, and transportation; and
- Private Residences: The City will assist in evacuation and transportation when requested. Residents will be shuttled to an open emergency shelter or other pre-identified location in coordination with ESF-6 Mass Care.

Shelter

Shelters have been identified throughout the City and are identified in the ESF-6 Mass Care Annex. Sudden/unexpected flooding may result in the need to establish an emergency shelter at an established location. The Red Cross may decide that, if the number of evacuees is small, they will shelter at hotel locations or other pre-arranged temporary housing.

Transportation

The majority of emergency transportation will be through personal means. However, some individuals may not have adequate transportation to evacuate and will rely on public transportation. Emergency transportation will be supplemented through the City Transit system, Public Schools, and the Parks and Recreation Department. In the case of large-scale evacuations with advanced warning, pick-up points may be designated and disseminated through ESF-15 External Affairs.

Traffic Control

The Police Department or City Sheriff will coordinate traffic Control and evacuation points. When possible, two-way traffic will be maintained to allow access to emergency vehicles. All detours, when time permits, will be blocked with law enforcement or traffic control devices provided by Public Works. The Police Department will coordinate with wrecker services to remove disabled and abandoned vehicles from evacuation routes.

Flood Definitions

- 100-Year Flood Event: This type of event is expected to be equaled to or exceeds once on average during any 100 years;
- Flash Flood: A flood caused by heavy or excessive rainfall in a short period, generally less than 6 hours. Dam, ice, or debris jam failures may also cause flash flood conditions;
- Flash Flood or Flooding Watch: Issued when conditions are favorable for flash flooding. It does not mean that flash flooding will occur, but it is possible; and
- Flash Flood or Flooding Warning: Issued when flooding is imminent or occurring.

Primary Agency(s)

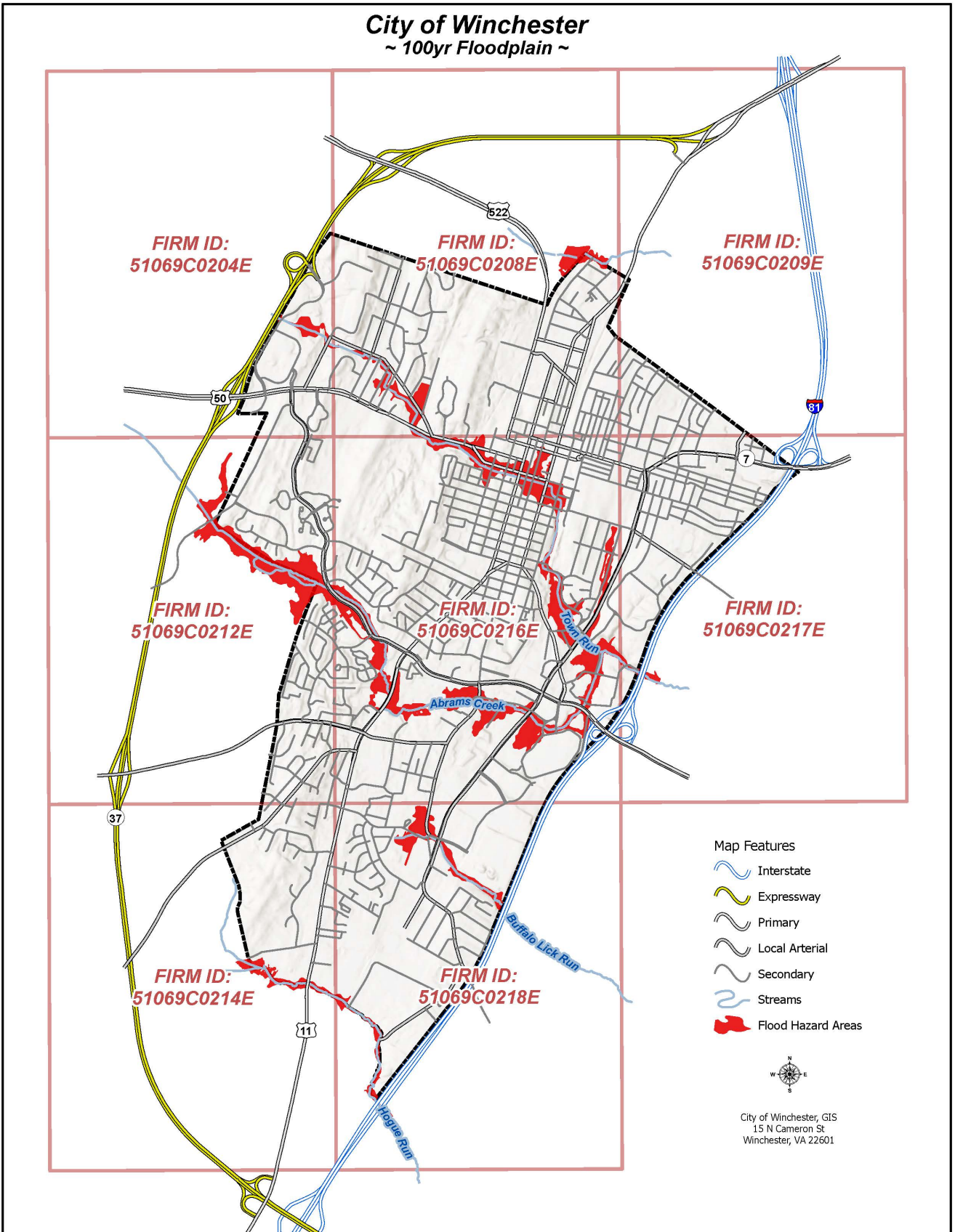
- **Emergency Management**
 - Develop and maintain plans and procedures for flooding;
 - Coordinate evacuation and shelter efforts with neighboring Frederick County;
 - Coordinate release of warnings, instructions, and other emergency public information with ESF-15 External Affairs;
 - Coordinate ongoing evacuation planning;
 - Coordinate mobilization and demobilization of shelters with ESF-6 Mass Care;
 - Activate the EOC and request essential staffing when necessary;
 - Declare a local emergency when necessary; and
 - Work with Public Services for the testing of drinking water for purity in flooded areas.

Support Agency(s)

- **Communications**
 - Disseminate emergency warnings to the public as directed by the Director of Emergency Management; and
 - Utilize media outlets to give directions to the public for Mass Care sheltering and points of distribution.
- **Fire and Rescue**
 - Develop and maintain plans and procedures for flooding;
 - Provide technical support in the EOC;
 - Assist with evacuation warnings;
 - Survey and recommend evacuation routes;
 - Coordinate decontamination of rescuers & evacuees;
 - Assist in evacuating trapped and special needs populations;
 - Evaluate the situation and direct protective action as required;

- Perform fire safety inspections of emergency shelters; and
- Continue to perform public life safety mission.
- **Police Department/City Sheriff**
 - Develop and maintain plans and procedures for flooding;
 - Provide technical support in the EOC;
 - Assist with evacuation warnings;
 - Survey and recommend evacuation routes;
 - Provide security for evacuated areas;
 - Provide access control for evacuated areas;
 - Provide traffic control points as necessary;
 - Declare the area safe for re-entry after the danger has passed; and
 - Provide security for shelters and EOC as necessary.
- **Public Works**
 - Develop and maintain plans and procedures for flooding;
 - Provide technical specialist to the EOC;
 - Assist with evacuation warnings;
 - Survey and recommend evacuation routes;
 - Provide barrier and traffic control devices as needed;
 - Identify evacuation and emergency services access routes; and
 - Provide emergency debris removal to primary transportation routes.
- **VA Department of Health**
 - Provide the EOC with information regarding public health such as drinking water status, hazardous materials threats, etc.

Tab 1 for Flooding



Annex 4-3: Pandemic



Primary Agency(s)
Emergency Management

Support Agency(s)
All Departments and Agencies

Purpose

To establish strategies for implementing and coordinating a proactive response to a pandemic incident. Specifically, the plan provides guidance for City departments on maintaining critical services for the public and addressing the community health risk.

Scope

The City's primary goal is to contain and control disease outbreaks, limit the number of illnesses and deaths, preserve the continuity of critical government functions, minimize social disruption, and minimize economic losses. Additional goals include:

- Implement this plan in coordination with other City department-specific SOPs, including the Lord Fairfax Health District Emergency Operations Plan, as well as other community, state, and federal partners;
- Develop City department-specific continuity of operation plans (COOP) that will supplement the City plan;
- Review and update this plan as necessary to ensure the information contained within the document is consistent with current knowledge and changing response efforts;
- Ensure the continuation and delivery of essential City services while providing for the emergency needs of the population;
- Develop specific guidance for pandemic preparedness; and
- Work with public and private partners to coordinate preparedness activities before any event.

Policies

- This plan is developed in concert with the emergency planning efforts of the Virginia Department of Health (VDH), the U.S. Department of Health and Human Services (HHS), the Centers for Disease Control and Prevention (CDC), and the World Health Organization (WHO);
- The plan uses a two-pronged approach for guidance. First, address the specific activities that would be undertaken by VDH and the public health community in preparation for and responding to a pandemic. Second, address the activities that City departments must undertake to identify and maintain critical government and public services during a pandemic. In addition, the City plan is subdivided by the pandemics phase and the traditional emergency response categories (mitigation, preparedness, response, and recovery) as defined in the National Response Framework (NRF); and
- Department Continuity of Operation Plans (COOPs) will address critical issues unique to each department to respond to a pandemic.

Concepts of Operations

Influenza pandemics are a significant threat to public health and have the potential to cause a great deal of illness and death. They strike not only vulnerable populations but the young and healthy as well. They are regular events that have been occurring throughout history with a varying degree of impact.

Influenza is a highly contagious viral disease spread through the inhalation of the virus in dispersed droplets from the coughing and sneezing of an infected individual or by picking up the virus from a contaminated surface, such as a doorknob or a person's hand. Symptoms of uncomplicated influenza illness include fever, muscle aches, headache, malaise, nonproductive cough, sore throat, and runny nose. Children often exhibit ear infections, nausea, and vomiting as well. Illness typically resolves after several days. The incubation period from the time of exposure to the onset of symptoms is one to five days, with an average of two days. Adults are typically infectious from one to two days before symptoms begin until seven to fourteen days after onset of illness. Children and immuno-compromised persons can be infectious for more extended periods. Influenza can exacerbate underlying medical conditions, particularly pulmonary or cardiac disease, leading to secondary bacterial or viral pneumonia. The risk for complications, hospitalization, and deaths from influenza is higher among older adults (65 years and older), young children, and those persons with certain underlying health conditions.

Seasonal influenza refers to the yearly epidemics occurring in temperate regions, mainly from December to March, caused by worldwide strains. Multiple influenza strains will usually be present each season. These viruses are spread widely among humans, are constantly changing, and cause a relatively mild respiratory illness among healthy people. These influenza viruses result in a large number of deaths per year in the United States, mainly in older persons, children, and persons with underlying health conditions. Vaccination against influenza is the primary method of prevention for seasonal flu. A vaccine specific to the currently circulating strains is developed each year and is the most effective means of reducing the effects of seasonal influenza. Immunity develops from either having been infected with influenza or receiving the vaccine. Anti-viral drugs are also available for the prevention and treatment of seasonal influenza A infection. However, the extent to which these countermeasures will be available and effective against a new virus strain in a pandemic is unknown.

Pandemic influenza can occur when a new and highly contagious strain emerges that can infect humans and be passed quickly from person to person. Because most of the world's population has not been exposed to the new virus strain, little or no immunity exists. As a result, the rate of illness increases significantly over the expected level. The WHO has defined phases of pandemic influenza that "addresses the public health risks of influenza infection in animals, link phase changes directly with changes in public health response, and focus on early events during a 'pandemic alert' period when rapid coordinated global and national actions might help to contain or delay the spread of a new human influenza strain." The Director-General of the WHO formally declares the current global pandemic phase and adjusts the phase level to correspond with pandemic conditions worldwide. In addition, the global influenza preparedness plan identifies response measures the WHO will take and recommends actions that countries worldwide should implement for each phase. The plan recognizes and references the WHO's six phases for a pandemic as follows:

WHO Pandemic Phases and Planning Goals	
Phases	Overarching Public Health Goals
<p>Interpandemic Period</p> <p>Phase 1: No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused infection may be present in animals. If present in animals, the risk of human infection or disease is considered below.</p> <p>Phase 2: No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.</p>	<p>Strengthen influenza pandemic preparedness at the global, regional, national, and sub-national levels.</p> <p>Minimize the risk of transmission to humans; detect and report such transmission rapidly if it occurs.</p>
<p>Pandemic Alert Period</p> <p>Phase 3: Human infection(s) are occurring with a new subtype, but no human-to-human spread, or at most rare instances of spread to a close contact.</p>	<p>Ensure rapid characterization of the new virus subtype and early detection, notification, and response to additional cases.</p>
<p>Phase 4: Small cluster(s) with limited human-to-human transmission, but highly localized spread, suggesting that the virus is not well adapted to humans.</p> <p>Phase 5: Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans but may not yet be fully transmissible (substantial pandemic risk).</p>	<p>Contain the new virus within limited foci or delay spread to gain time to implement preparedness measures, including vaccine development.</p> <p>Maximize efforts to contain or delay spread, possibly avert a pandemic, and gain time to implement pandemic response measures.</p>
<p>Pandemic Period</p> <p>Phase 6: Pandemic: increased and sustained transmission in the general population.</p>	<p>Minimize the impact of the pandemic by implementing response measures, including social distancing.</p>

Objectives

- Define preparedness activities that should be undertaken before a pandemic occurs that will enhance the effectiveness of response measures;
- Describe the response, coordination, and decision-making structure that incorporate the Lord Fairfax Health District, the health care system in Winchester, other local response agencies, and state and federal agencies during a pandemic;
- Define roles and responsibilities for local health care partners and local response agencies during all phases of a pandemic;
- Describe public health interventions in pandemic response and the timing of such interventions;
- Serve as a guide for local health care system partners, response agencies, and businesses in the development of pandemic influenza response plans;
- Provide technical support and information on which preparedness and response actions are based;
- Determine the communication strategy, for both internal and external sources, to communicate information to City departments, the public, public health partners, other

jurisdictions, and authorities during a pandemic that is critical to effective emergency response;

- Identify critical governmental functions, services, or operations that address critical health, safety, and welfare needs of the public that must be maintained; and
- Prepare department-specific Continuity of Operations Plans (COOPs) that address the unique consequences of a pandemic and facility and system loss aspects.

Situation and Assumptions

Since a novel or new influenza strain will cause a pandemic influenza outbreak, the specific biological characteristics of the virus cannot be known with any certainty before its emergence. These assumptions are based on what has been learned from previous influenza outbreaks and what is currently known about seasonal influenza viruses. For planning purposes, the worst-case scenario is projected. If this scenario does not fully develop, the response can be adjusted. The following assumptions are made:

- Pandemic influenza in the City will present a massive test of the emergency preparedness system. Planning for the City emergency response could save lives and prevent substantial economic loss;
- Variants of the pandemic could potentially emerge in the City, the Region, or elsewhere in the United States;
- Susceptibility to the pandemic influenza subtype initially will be universal;
- Efficient and sustained person-to-person transmission signals an imminent pandemic;
- The typical incubation period (interval between infection and onset of symptoms) for seasonal influenza is an average of two days. The specific incubation period for a novel virus is unknown but may approach 7-14 days;
- Persons who become infected may shed virus and transmit infection up to five days before becoming ill;
- Viral shedding and risk for transmission will be the greatest during the first five days of illness but can continue throughout the illness;
- Asymptomatic or minimally symptomatic individuals can transmit infection and develop immunity to subsequent infection;
- On average, infected persons will transmit the infection to approximately two other people;
- Risk groups for severe and fatal infection are likely to include infants, the elderly, pregnant women, and persons with chronic medical conditions;
- Of those who become ill with influenza, 50% will seek outpatient medical care;
- The number of hospitalizations and deaths will depend on the virulence of the pandemic virus;
- A pandemic outbreak could last for long periods and occur in multiple waves;
- Many geographic areas within Virginia and its neighboring jurisdictions may be affected simultaneously. Thus the City will need to rely on its resources;
- A pandemic will pose significant threats to human infrastructure responsible for critical community services (in health and non-health sectors) due to widespread absenteeism;
- Effective preventive and therapeutic measures (vaccines and antiviral medications) may initially be in short supply;
- There may be critical shortages of health care resources such as staffed hospital beds, mechanical ventilators, morgue capacity, temporary holding sites with refrigeration for storage of bodies and other resources;
- The VDH will take the lead in distributing the influenza vaccine. Health departments will work in partnership with local health care providers to facilitate distribution and administration;
- Surveillance of influenza disease and virus will provide information critical to an effective response;

- An effective response to pandemic influenza will require coordinated efforts from a wide variety of organizations, both public and private, health and non-health related;
- Absenteeism, due to illness, the need to care for ill family members, and fear of infection, may reach 40% during the peak of a community outbreak;
- Disruption of city infrastructure, including transportation, commerce, utilities, and public safety, will likely occur; and
- Individual preparedness and self-care are critical to mitigate the effects of a pandemic.

Plan Activation and Authority

Planning, preparedness, and response to any phase of a pandemic occur at all levels. Therefore, coordination, communication, and cooperation at all levels are critical. Therefore, it is essential to understand and clearly define roles and responsibilities at each level, including global/worldwide, federal, state, regional, local, and even individual/family levels. Equally critical in emergency preparedness and response is understanding the decision-making and authority within specific defined scope and parameters. Various state and local public officials have overlapping authorities concerning protecting public health and safety. The Governor, the State Board of Health, the State Health Commissioner, the Winchester City Council, the City Manager, and the Local Health Director can implement authorities to protect public health, including increased social distancing by closing public or private facilities.

During a pandemic, the presence of overlapping authorities will necessitate close communication and coordination among appointed and elected leaders and the Lord Fairfax Health District to ensure that decisions and response actions are clear and consistent. Further, several sections within the Code of Virginia give the State Board of Health and the State Health Commissioner the authority to perform certain acts to protect the public's health.

Plan Activation

The Director of Emergency Management or their designee can implement this plan with the following:

- Upon notification from the Health Director;
- Upon the presence of a case(s) in Winchester or the County of Frederick; or
- In advance of the pandemic affecting the City.

The decision to implement will be based on the situation regarding information from the Lord Fairfax Health Director and the WHO and CDC and absentee rates of City staff.

Authority

Authority	Activity
Governor of the Commonwealth of Virginia	<ul style="list-style-type: none"> • Authority to proclaim a state of emergency after finding that a disaster affects life, health, property, or public peace; • If the disaster is beyond local control, assume direct operational control over all or part of local emergency management functions; and • After proclaiming a state of emergency, the Governor has the authority to restrict public assembly, order curfew periods, and prohibit activities he believes should be prohibited to maintain life and health.
Virginia State Board of Health	<ul style="list-style-type: none"> • Authority to adopt rules to protect public health, including rules for the imposition and use of isolation and quarantine and the prevention and control of infectious diseases; and • Health officials, law enforcement officials, and all other state

	<p>officers or any county, city, or town shall enforce all rules adopted by the State Board of Health.</p>
State Health Commissioner	<ul style="list-style-type: none"> • Enforce all laws for the protection of public health and all rules, regulations, and orders of the State Board of Health; and • Investigate outbreaks and epidemics of disease and advise the Lord Fairfax Health Director about measures to prevent and control outbreaks.
Winchester City Council	<ul style="list-style-type: none"> • Supervise all matters on preserving the life and health of the community, its residents, and visitors; • Enact such local rules and regulations as necessary to preserve and promote public health and provide the enforcement of those rules and regulations; and • Council members are the public face of government and help ease public concern and guide how to respond during an emergency event.
Director of Emergency Management (City Manager)	<ul style="list-style-type: none"> • The Statement of Emergency Authority pertaining to City employees is: “When a declaration of local emergency is made, the policies contained in the Comprehensive Employee Management System (CEMS) manual may be amended or suspended by the City Manager as deemed necessary to meet the operational needs of the City government. All actions taken with respect to Human Resource policies during such declared emergencies must comply with applicable State and Federal laws that remain in effect and must not infringe on the constitutional rights of any employee. Actions taken by the City Manager pursuant to this section must be approved/ratified by the City Council at their first meeting after the implementation of the policy amendments or suspensions, or as soon thereafter as possible.”; • In the event of an emergency, the City Manager, or, in their absence, the Assistant City Manager shall serve as the Director of Emergency Management and direct emergency operations; • In the absence of both the City Manager and the Assistant City Manager, the Acting City Manager shall act as the Director of Emergency Management; • Has full authority to organize and direct emergency operations through regularly constituted government structure and use equipment, supplies, and facilities of existing departments, offices, and agencies of the City to the maximum extent practical; and • If circumstances dictate, declare a local emergency when a threat or the actual occurrence of an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government actions.
Emergency Management Coordinator	<ul style="list-style-type: none"> • Appointed to carry out identified tasks, including coordinating all other public and private agencies engaged in emergency management activities. To carry out appropriate emergency plans and procedures and better ensure public health, safety, and public welfare, the Emergency Management Coordinator will activate and manage the EOC; • The City has adopted the NIMS to manage and coordinate emergency operations. In addition, the City has adopted a comprehensive EOP that identifies roles and responsibilities of City departments, emergency responders, partner organizations, volunteers, and others engaged in emergency management

	<p>activities;</p> <ul style="list-style-type: none"> • Responsible for updating this plan; and • Implement emergency plans and take appropriate emergency actions required to manage declared and undeclared emergency events that threaten public safety within Winchester. As necessary, liaise with State and Federal authorities and nearby political subdivisions to ensure the most effective disaster preparedness and response capabilities and activate mutual aid agreements or mutual assistance in the case of a disaster too great to be dealt with unassisted.
Departments/Divisions	<ul style="list-style-type: none"> • Authority to execute established COOP plans within their organization; and • Make emergency procurements as the pandemic dictates.

Communications

Pandemic influenza will affect the entire world at the same time. Therefore, the response will not be limited to any country, state, region, or local jurisdiction. While the federal government is responsible for national coordination of the pandemic influenza response, the Virginia Department of Health (VDH) will coordinate the pandemic influenza response within and among jurisdictions in Virginia. The City will be responsible for implementing Virginia’s response at the local level. Coordinated communications among localities is a critical component as the local response is implemented.

During a pandemic, the primary communications goal will be to ensure the timely, accurate, and consistent flow of information to health professionals and the general public. Information will be provided on vaccine management, antiviral medication use for treatment and chemoprophylaxis, influenza surveillance, infection control, and treatment and care of patients.

Key Communication Activities

- Identification of spokespersons that will be responsible for addressing pandemic influenza-related media concerns;
- Distribution of timely and appropriate influenza bulletins to health care providers and community partners;
- Dissemination of information about vaccine availability and distribution plans to community partners; and
- Communication of information about groups at high risk for complications from influenza to health care providers and community partners.

Key Messages

Critical pandemic influenza communications to the general public will involve all of the following but are not limited to:

- Education about pandemic influenza;
- How to prepare for pandemic influenza and any emergency that might require an extended stay at home;
- How to stop the spread of the disease;
- How to care for sick family members;
- Whether to go to work/school/social functions;
- What isolation and quarantine means (voluntary vs. mandatory);
- How quarantine orders will be delivered/how they can be appealed;
- Education on masks;

- Whether antiviral medications or vaccines are available;
- What to do in the absence of antiviral medications or vaccines;
- Antiviral or vaccine distribution priority groups;
- How and where to get antiviral medications or vaccines if the prioritization category is met; and
- Resumption of regular activities as the pandemic event resolves

Target Audiences

- The general public (individuals/residents);
- Schools and parents;
- Physicians and health care providers;
- Business community;
- Faith-based and non-profit community;
- Non-English-speaking populations;
- Senior Citizens; and
- Special needs populations (disability populations/special medical and social needs) staff personnel

Message Development

General communication messages will be provided federally by the HHS, CDC, and VDH. In addition, specific messages relevant to the City and partner jurisdictions will be based on local communications needs, general public inquiries, and the current situation.

Message Dissemination

A variety of tools and methods will be utilized to disseminate information to various audiences. These include websites, social media, mailings to residents and homeowner’s associations, e-mails, newsletters, and television/broadcasting. The method of dissemination will be determined according to the nature of the communication and the intended audience.

Pandemic Influenza Response & Recovery

The Pandemic Influenza response summary lists primary duties and responsibilities executed by the Lord Fairfax Health District and the various City departments based upon the city’s workforce absentee rate and considering the 6-phases of a pandemic as identified by the WHO. It should be understood that while the WHO establishes and implements the guidelines concerning a worldwide pandemic, it is necessary to consider local conditions and resource levels and govern actions accordingly. Therefore, continuity of operations and the delivery of critical services during a pandemic are the City’s primary goals and responsibilities. The goals of this planning include the following:

- Minimize disruption of critical government functions;
- Protect the workforce during an outbreak; and
- Maintain business continuity in the event a pandemic occurs.

Through the planning process, an operational matrix has been created to readily identify duties and responsibilities of the various agencies as related to local circumstances. Additionally, each City department will create a detailed plan that addresses duties and responsibilities, internal and external collaboration, and staffing patterns. As developed, reviewed, and exercised, these plans will be maintained current by each department.

Community Disease Control and Prevention

Community disease containment measures encompass a range of strategies beginning with activities targeted at individuals and evolving as needed to community-based measures. They include case identification and isolation, and contact tracing, monitoring and quarantine, quarantine of groups of exposed persons, social distancing strategies such as cancellation of public events, snow days, self-shielding, and widespread community quarantine.

While disease containment strategies aim to stop transmission, it may only be possible to slow, but not wholly contain, the spread of influenza. In addition, the ability to stop transmission may be limited by the short incubation period for influenza, the ability of persons with asymptomatic infections to transmit the virus, and the non-specific nature of clinical illness with influenza, which could delay recognition and containment. Nonetheless, during the early stages of a pandemic, mainly if the novel virus is not transmitted efficiently, the use of containment measures may help slow the spread of influenza to allow time for the development, production, and delivery of vaccine and antiviral drugs and the implementation of other response measures. Therefore, effective use of community containment measures must be continually evaluated during a pandemic. It will depend on the nature and severity of illness, viral transmissibility, number and geographic distribution of cases, and the specific situation at the time.

Assumptions

- Given the current assumptions of the characteristics of a pandemic strain of virus, the effectiveness of quarantine is likely to be minimal. Therefore, it will only be used in the early stages of a pandemic;
- During all phases of the pandemic, persons ill with influenza will be directed to remain in isolation in health care settings or at home, to the extent possible;
- Home isolation involves separation and confinement in a home or health care setting for up to 10 days. This timeframe may be adjusted as more data is collected;
- Quarantine will be for up to 10 days. This timeframe may be adjusted as more data is collected;
- Personal residence is the preferred location for quarantining contacts and is the least restrictive means of disease control;
- Minors in quarantine must stay with an adult caretaker;
- Hospitals will implement appropriate isolation protocols for all patients suspected of being infected with pandemic influenza;
- Standard, contact, and airborne precautions will be used for infection control until the specific infectivity is determined; and
- Once the widespread person-to-person transmission is established locally, quarantine of individuals exposed to influenza cases will be of limited value in preventing the further spread of the disease. At this point, quarantine will be scaled back, and social distancing measures will be emphasized.

Definitions

Isolation is the physical separation, including confinement or restriction of movement, of an individual infected with a novel influenza virus strain to prevent or limit the transmission of the virus to uninfected and unexposed persons.

Quarantine is the physical separation, including confinement or restriction of movement, of an individual exposed to a novel influenza virus and who does not yet show symptoms or signs of infection to prevent or limit the virus's transmission to uninfected unexposed persons.

Isolation or quarantine may be recommended measures, or the state may require them to protect its citizens, especially when individuals fail to follow disease control recommendations voluntarily adequately.

Threshold Determinants

The Health Department will consider numerous data metrics to determine appropriate disease control measures and the appropriate timing of their use. Data on cases and contacts and depletion of healthcare and public health resources throughout a pandemic can help health officials make these determinations in collaboration with VDH. As part of preparedness planning, Health Department and healthcare partners may estimate at what point in the pandemic, in terms of such variables as numbers of cases and numbers of unoccupied hospital beds, that more extensive measures may be needed. Social considerations, such as community cooperation and mobility levels will also be assessed during an actual pandemic. Potential parameters include:

- The number of cases and contacts;
- Ability to implement and monitor quarantine;
- The number of contacts under surveillance or quarantine;
- Ratios of investigator to case and contacts;
- Ability to rapidly trace contacts;
- Availability of ventilators and other respiratory equipment;
- Availability of personal protective equipment;
- Availability of healthcare resources: staff, hospital/facility bed capacity;
- Availability of therapeutic medications: influenza and non-influenza specific;
- Public health resources;
- Ability to provide critical services; and
- Morbidity and mortality

Response Activities by Phase

The following table outlines specific actions that will be undertaken to define, implement, and adjust disease containment measures during an influenza pandemic. Where possible, a specific position or department that is responsible for each action is designated. Each phase builds upon the prior phase, and most activities, once begun, will be continued in subsequent phases. Therefore, this is intended as a guide and not an exhaustive list of all actions necessary to respond to an influenza pandemic or other emergency.

VIRGINIA DEPARTMENT OF HEALTH Community Disease Control and Prevention Pandemic Influenza Response Activities
PHASE 1 and 2: Interpandemic Period No new influenza subtype infection detected in humans Note: The initial Virginia Health Department effort during Phase 1 & 2 involves monitoring the status of potential outbreaks worldwide, circulating health and emergency information as needed, and providing routine hand and respiratory hygiene public education. The following response activities are designed to be activated in Phase 3 .
PHASE 3: Pandemic Alert Period Human Infection with a new subtype but human-to-human transmission is rare or absent <ul style="list-style-type: none"> • The Health Department will recommend an annual flu vaccine; • The Virginia Department of Health will promote handwashing, respiratory etiquette, and general infection control practices;

- The Department will detect individual cases and contacts through enhanced surveillance or self-reporting to the Virginia Department of Health;
- Public health nurses will monitor cases, and contacts will be monitored at least once daily;
- Isolate individuals suspected of being ill with a novel influenza strain either at home or in the hospital for at least ten days;
- Contacts of cases should be quarantined for up to 10 days or until more data is collected; and
- Implement isolation protocols in hospitals for all patients suspected of being infected with pandemic influenza.

PHASES 4 and 5: Pandemic Alert Period
Localized clusters of human-to-human spread

- Detect individual cases and contacts through enhanced surveillance or self-reporting;
- Isolate individuals suspected of being ill with pandemic influenza at home or in the hospital;
- Maintain isolation until the individual has been fever-free for 24 hours and is no longer feeling ill (headache, chills, muscle aches, etc.);
- Extend the isolation period for immuno-compromised patients or children, who are more likely to have prolonged viral shedding;
- Include follow-up of both the case and contacts through active surveillance, education regarding infection control precautions in the home setting, and instructions regarding what to do if their illness progresses;
- Quarantine contacts for up to 10 days, but this time frame may be adjusted as more data is collected;
- Use airborne, droplet, and standard precautions for known and suspected cases;
- Implement isolation protocols in hospitals for all patients suspected of being infected with pandemic influenza;
- Obtain legal orders for isolation as necessary;
- Health Department nurses and staff will monitor cases and contacts daily or as indicated;
- Implement protocols for influenza cases and outbreak management, including targeted prophylaxis of contacts;
- Provide guidelines to healthcare providers on the medical management of cases;
- Conduct contact tracing and implement active surveillance for symptoms for ten days or the duration of the incubation period, whichever is longer;
- Annual flu vaccine should be given to all eligible contacts; and
- Consider point source exposures (schools, workplace) if individual monitoring is no longer feasible.

PHASE 6: Pandemic Period
Sustained transmission in the general population

- Promote self-care in the home;
- Ensure appropriate care of very ill cases through coordination of patient flow to appropriate sites and settings;
- Base the use of antiviral drugs on pre-established priorities; and
- Guide contacts and the community to monitor symptoms and basic infection control practices (i.e., respiratory hygiene and self-shielding).

Vaccine and Antiviral Medication Distribution

Vaccination and immunization against influenza are considered the primary mechanism for preventing seasonal influenza and will be strategies used to manage pandemic influenza. In

addition, vaccination with pneumococcal polysaccharide vaccine, for those for whom it is recommended, is an adjunct strategy for preventing complications from influenza infection.

It is unlikely that adequate amounts of a vaccine specifically effective against a novel virus will be available in a pandemic, at least initially. Early in a pandemic, a tremendous and uncoordinated demand for antiviral drugs could rapidly deplete national and local supplies. In addition, widespread inappropriate use of antiviral drugs could lead to the emergence of drug resistance. The limited supply of vaccine and antiviral medications during an influenza pandemic necessitates prioritizing certain groups within the population to receive these measures. The Department of Health and Human Services has issued guidance on identifying and prioritizing targeted populations to best maintain critical health and infrastructure services and protect the most vulnerable individuals. During the CDC and VDH will make recommendations for using influenza vaccine and antiviral agents based on availability and the current situation.

Even before a vaccine containing the pandemic virus strain becomes available, pre-pandemic vaccine and antiviral medications from federal stockpiles may be considered in designated priority groups for some persons. Once the pandemic strain has been identified and a vaccine developed and produced, distribution to the public will occur following HHS identified priority groups. In addition, the Health Department has developed mass vaccination and medication distribution plans.

Healthcare and Surge Capacity

In a pandemic event, an increase in the usual number of ill persons will strain the existing healthcare system and threaten its ability to care for all those who are ill. Beds, medical equipment such as respiratory ventilators, and staff are expected to be in short supply. The healthcare industry will also be affected by severe absenteeism, creating widespread shortages. In addition, alternate sites for triage, treatment, and transport may be needed if hospitals fill to capacity. These sites must be identified before a pandemic, and issues such as staffing, equipment, security, and access should be addressed.

This section outlines the Health Department plan to prevent overwhelming medical care demand from compromising the function of emergency departments and hospital in-patient capability. The Health Department has been working with Valley Health System to assist in their surge capacity planning, addressing such areas as human resource issues, bed availability, equipment (ventilators), transportation, and supply chain issues. The Virginia Department of Health has also been working with hospitals and city emergency planners to identify the possible site(s) within the region that could be used for alternative care sites.

Response Activities by Pandemic Phase

The following table outlines specific actions to prepare for and manage an increase in demand for healthcare resources during an influenza pandemic. Each phase builds upon the prior phase, and most activities, once begun, will be continued in subsequent phases. Therefore, this is intended as a guide and not an exhaustive list of all actions necessary to respond to an influenza pandemic or other emergency.

VIRGINIA DEPARTMENT of HEALTH Healthcare Surge Capacity Pandemic Influenza Response Activities
PHASE 1 and 2: Interpandemic Period No new influenza subtype infection detected in humans
Note: As the initial Virginia Department of Health effort during Phase 1 & 2 involves monitoring

the status of potential outbreaks worldwide and circulating health and emergency information as needed, as well as developing and fostering relationships with community healthcare partners for exchanging information about public health concerns and emergency preparedness, the following response activities are designed to be activated in **Phase 3**.

PHASE 3: Pandemic Alert Period

Human infection with a new subtype but human-to-human transmission is rare or absent

- The Virginia Department of Health will advise healthcare facilities on developing written plans and decision-making structures that address internal surge issues and response to pandemic influenza;
- The Virginia Department of Health will assist health care facilities and the Office of Emergency Management in identifying resources for alternate facilities, including staffing, and addressing legal and other patient care issues;
- Virginia Department of Health will assist the Department of Emergency Management in identifying alternative sites to serve as mass treatment, triage, morgue, and isolation or quarantine facilities, as may be needed; and
- Virginia Department of Health will conduct regular district surge capacity exercises to test surge capacity and raise awareness of surge planning priorities. Virginia Department of Health will assist health care facilities in conducting internal exercises and drills to test healthcare response issues and build partnerships. Lessons learned will be incorporated into response plans.

PHASES 4 and 5: Pandemic Alert Period

Localized clusters of human-to-human spread

- Virginia Department of Health will facilitate enhanced partnership and planning of surge through discussions with health care facilities, Department of Emergency Management, EMS, OCME, and law enforcement.

PHASE 6: Pandemic Period

Sustained transmission in the general population

- The Virginia Department of Health will guide infection control measures for working in health care and non-health care alternative settings;
- Virginia Department of Health will work with health care facilities and the Department of Emergency Management to implement surge capacity plans;
- Under the direction of the Virginia Department of Health, the Department of Emergency Management will request resources from the Strategic National Stockpile or other sources to meet the community's health care or critical needs; and
- The Virginia Department of Health will monitor or guide monitoring alternative quarantine facilities for influenza.

Meeting Basic Needs for Those in Isolation and Quarantine

During a pandemic flu situation, anyone referred to the Department of Social Services for assistance with basic needs would be linked, if possible, with resources. However, to determine a planning number, the assumption was made that those most likely to need assistance with basic needs would be persons whose incomes are below 250% of the poverty level or following standards established by the Department of Social Services.

Code of Virginia

According to Va. Code Ann. §32.1-48.05, basic needs include but are not limited to food, water, and health care, e.g., medications, therapies, testing, and durable medical equipment. "The site of any quarantine or isolation shall be, to the extent practicable, safely and hygienically

maintained with adequate food, clothing, health care, and other basic needs made available to the persons who are subject to any order of quarantine or isolation” Va. Code Ann. §32.1-48.07.

Definition of Basic Needs

Basic needs have been divided into first-tier and second-tier services. Social workers will prioritize First-tier services, and second-tier will be provided as soon as possible. First-tier services are food, over-the-counter medications, basic supplies, and prescriptions. Second-tier services are financial assistance for rent, mortgages, utilities, and mental health services, assistance with clothing and bedding, and in-home activities. Assistance with childcare may be first-tier depending upon the circumstances of the family. Critical infrastructure services, such as water, electricity, and gas, are assumed to be available and not addressed in this section.

Referral Process

The Health Department will refer individuals or families to the Department of Social Services. Families in need of essential services will be identified during the Health Department interview through trigger assessment questions. Department of Social Services will conduct an initial assessment. Department of Social Services may connect individuals and families with community resources.

Citywide Planning Objectives

To the extent practicable, systems that sustain critical city functions will not be disrupted. For example, minimal disruption to the payroll system will ensure the workforce’s financial security is sustained during the pandemic. In addition, maintaining critical benefits, such as health insurance, life insurance, and employee assistance program, will enable the workforce to obtain accurate, timely help and information during a pandemic.

When a pandemic is imminent, the City will activate its Emergency Operations Center (EOC) to prepare and execute actions that will ensure a continuity of government and better ensure emergency protective actions are carried out on time. The Emergency Management Department will serve as the lead in the continuity of government planning and preparedness for the pandemic and the lead for executing the appropriate city response during the pandemic. The City will utilize the National Incident Management System (NIMS), a comprehensive protocol covering how incident command is implemented for all parts of the community, departments within the city government, and segments in the private sector.

Departments that support direct services and operations in human resources, risk management and safety, purchasing, information technology, and financial management will continue to assess current policies to ensure mechanisms exist to ensure continuity of services and operations during the pandemic. Having policies and protocols that set guidance in advance and allow flexibility in the event of a pandemic enables agencies to address issues in a manner that minimizes disruption of critical services. Consequently, a series of critical issues have been identified, and agencies are actively engaged in the refinement and adaptation of such policies to support city work in the event of a pandemic. The following provides a summary of the issues being addressed.

Human Resources
Emergency authority – Council authorization for emergency declaration permitting the City Manager to suspend/revise personnel regulations and policies following approved procedures.
Employee work assignments and schedules – authority granted to permit the detailing of employees across departments, regardless of job class or pay grade, to ensure continuity of critical services.

Employee use of sick leave – flexibility provided for sick leave, transferred leave, and advance sick leave to meet emergency needs.
Health, dental, and life insurance benefits – coordination with vendors for flexibility in claims administration and authorization of services to support employees as needed during the emergency.
Hiring/promotion of employees – flexibility provided to streamline hiring and promotional processes to support continuity of critical services during an emergency.
Overtime approval requirements – flexibility provided to support departments while maintaining adequate control to ensure federal and state regulations compliance.
Time and attendance recording – alternative methods for reporting time worked and leave taken.
Employee Assistance Program – individual and family support mechanisms with alternate support options provided.
Telework policy/procedures - maximum flexibility of use to reduce risk of transmission of flu virus within the workplace.
Communication with employees – coordination of consistent messages regarding personnel policies/procedures and reassuring employees that payroll and benefits will not be interrupted during the emergency.
Administrative leave – potential for the use of administrative leave if reassignment of staff is not feasible, with appropriate approval, to ensure no loss in pay.
Information Technology
Teleworking technical capabilities – Evaluation of the technological infrastructure enhancements or usage policies needed to accommodate increased teleworking needs during the pandemic.
Alternate communication methods (wireless, cell phones, pagers, etc.) – Evaluation of alternate communication methods available if one or more communication devices are inoperable.
System redundancy – Evaluation of critical system redundancy for continuous operation during a pandemic.
Risk Management
Workers' Compensation – Provide policy and procedures for reporting on-the-job claims regarding workers' exposure to influenza or other related injuries and illnesses, and review 'Return to Work' paperwork from the panel of physicians.
Safety and health – Assist departments in establishing plans, policies, procedures, and education programs; identifying opportunities to protect all staff better, first-line employees and responders; searching for funding sources; and scheduling a vaccination program.
Insurance – Ensure proper coverage and limits are established and available.
Purchasing
Emergency Procurements – if declared an emergency, special purchasing action may be taken outside of normal procedures. Post all emergency procurements with a written determination.
Department Procurement Planning – Assist departments in contacting suppliers, contractors, and local, state, and federal agencies for sourcing and material support; formalizing various supply agreements; ordering, receiving, scheduling, or stockpiling basic bulk supplies; soliciting and awarding bids or quotes; adhering to procurement policies and procedures.
Finance
Payroll – Implement payroll processing procedures to ensure all City employees are correctly compensated.
Accounts Payable – Process accounts payable to ensure all vendors are paid promptly appropriate to the pandemic.
Emergency budget allocations – Providing necessary funding for emergency usage during a pandemic.
Budget Development – Providing expedited budget processing to assist departments with limited staff availability in securing the necessary funds to complete their mission and respond to an emergency.

Response Activities by Phase

The following table outlines specific actions to meet the basic needs of City residents who are subject to isolation and quarantine during an influenza pandemic. Where possible, a specific position or department that is responsible for each action is designated. Each phase builds upon the prior phase, and most activities, once begun, will be continued in subsequent phases. Therefore, this is intended as a guide, not an exhaustive list of all actions necessary to respond to an influenza pandemic or other emergency.

Department Levels

To ensure the continuation of critical government functions and services department Continuity of Operations Plans (COOPs) include:

- Identification of critical functions and positions;
- Identification of crucial staff for emergency response planning and implementation;
- Internal and external communication strategies;
- Assessment of service and operation methods;
- Identification of lines of succession for department management;
- Identification of critical files, records, and databases;
- Plans for testing the COOP in a non-emergency;
- Assessment of personal protection and supplies needed for employees;
- Potential to assist employees with mental health, morale, or other family support;
- Arrangements to address logistics such as food, lodging, etc.; and
- Assessment of department policies to ensure they are compatible with the circumstances of a pandemic.

Internal city services and operations must continue to protect the public and community's health, safety, and welfare during a pandemic. Agencies are primarily responsible for maintaining these critical services and operations during the pandemic. Goals of department-specific planning related to a pandemic include:

- Ensuring the continuous performance of critical functions/operations during an outbreak;
- Maintaining the integrity of critical facilities, equipment, systems, records, and other assets;
- Reducing or mitigating disruptions to operations;
- Reducing illness or loss of life;
- Establishing lines of succession and delegations of authority;
- Identifying personnel needed to perform the agencies' critical functions;
- Identifying means of communication within the department and with other departments, jurisdictions, and the public; and
- Achieving a timely and orderly recovery after the pandemic.

Below are specifics related to the planning for each of the above as they relate to a pandemic.

Identify Critical Functions and Positions
Critical functions are those services or operations that cannot discontinue. They address the critical health, safety, and welfare needs of the public. Examples of critical functions are police, fire and rescue, electricity, and water and wastewater treatment. Critical functions have been identified in Table 4 of this document. The individual department plans will identify positions relating to critical functions based on critical needs and individual skills. Critical positions will be those that directly relate to the delivery of these services or operations. For example, assess personal protective equipment and basic supply needs. In addition, critical

positions will be categorized by types of duties, such as teleworker/no contact, frontline/face-to-face contact with the public, work confined to office/contact with coworkers only, etc.

Assess Service and Operations Methods

Standard ways of doing business may be disrupted; however, critical services and operations will need to continue. Therefore, departments must assess how routine services and operations are provided and what adjustments during a pandemic. Examples include conducting business via telephone versus face-to-face contact, ensuring information technology system integrity and avoiding system overload due to an increased number of teleworkers, and acquiring support from volunteers, retirees, and private service providers.

Identify Key Staff for Pandemic Influenza Plan Implementation

Department key staff members will include those in the lines of succession and responsible for the development, maintenance, and implementation of the department's Pandemic Influenza Plan. Therefore, the notification must be made to all department staff regarding identifying key staff in their department.

Determine Department Communication Strategy (Internal and External)

During a pandemic, communications to the workforce are critical to effective emergency response. Therefore, department-specific communication plans are necessary to ensure employees have basic information on the pandemic, are kept up to date on how the pandemic may be affecting their work, and how communication on the pandemic will occur in their work area. In addition, the communication plan addresses issues such as increased teleworking needs, teleconferencing, and alternate methods of communication.

Identify Lines of Succession for Department Management

No one is immune from being exposed to the influenza virus in the event of a pandemic. As a result, a written line of succession for key leaders, managers, and critical employees and how the authority will be delegated or transitioned will be established at the appropriate levels in every department. Successors will be asked to assume increased levels of authority in the event of absences of those preceded in the line of succession. Successors' knowledge, skills, and abilities (KSA's) must be assessed against the KSA's required for the respective roles and responsibilities to identify training and personal development required.

Identify Critical Files/Records or Databases

For continuity of critical functions during the pandemic, employees may need to access certain records, files, or databases. Departments must determine what critical systems and records are required to operate critical functions during the pandemic. Options, such as taking "non-critical" systems offline or uploading information to a central location, need to be assessed to determine ways to ensure the integrity and accessibility of critical systems. Departments also must determine how critical personnel will be able to access this information if access by standard methods, such as being unable to go to the office location, is disrupted

Assess Personal Protection and Basic Supplies for Employees

Precautions need to be made to protect essential employees from exposure to the influenza virus. Provisions to meet basic needs, such as water supplies, also must be planned. Agencies must determine in consultation with the Health Department what personal protection and basic supplies need to be provided to employees based on the duties they will be performing during the pandemic. Personal protection may include personal hygiene/sanitation products, face masks, and eye protection. Departments also need to assess training/awareness to ensure employees understand how to protect themselves from contracting influenza.

Assess Potential Needs to Assist Employees with Mental Health, Morale, or other Family Support

Assess potential needs to assist employees with mental health, morale, or other family support.

Logistical Needs (i.e., Meals, Lodging, etc.)

Essential employees may need to be onsite for extended periods during a pandemic. Therefore, departments need to assess how they will provide lodging, food, and other necessities to essential employees to remain at the workplace.

Develop a Schedule/Plan to Test the Department COOP and Refine as Necessary

When a plan has been completed, Departments must test the plan to ensure it is viable and provide the necessary foundation to guide emergency response during the pandemic. Departments are to test plans continually and refine them as required.

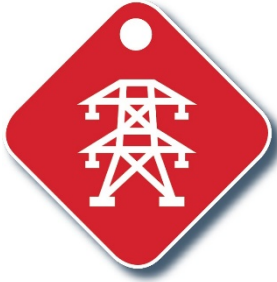
Post-Pandemic Recovery

Recovery consists of measures and actions taken to repair and restore communities after an emergency. Recovery may also include some mitigative actions. Typically, recovery focuses on the physical and psychosocial effects that arise from an emergency; however, in a pandemic event, the immediate impact will be on people, not infrastructure, and will need to be heavily structured to deal with the psychosocial aspects. Whether the City will be responsible for infrastructure reconstruction or providing personal support services, the common element will be the people affected by the event.

Several resources are available to help individuals to adjust after an emergency experience, including family and friends, Critical Incident Stress Management (CISM) Professionals and Programs, health care professionals, wellness programs, grief counselors, clergy, employee and family assistance programs, and volunteer departments (e.g., Red Cross).

- Recovery from an influenza pandemic will begin when it is determined by the City Manager adequate supplies, resources, and response system capacity exist to manage ongoing activities without continued assistance from pandemic response systems;
- In consultation with city officials, the Health Department will recommend specific actions to return the health care system and government functions to pre-event status;
- The Health Department will assess the impact of the pandemic on the community's health as measured by morbidity and mortality and report findings to all response partners;
- Health Department staff will support partners in city government and the health care and business communities in assessing the economic impact of the pandemic; and
- The Emergency Management Department will conduct an after-action evaluation of the pandemic response. The evaluation will include recommendations for amendments to this plan.

Annex 4-4: Power Failure



Primary Agency(s)
Public Services

Support Agency(s)
All Departments and Agencies

Purpose

To establish strategies for implementing and coordinating a proactive response to an incident with short-term and long-term electric power outages for critical infrastructure and services in the City.

Scope

Electric power supply to customers may be cut off due to either generation capacity shortages or transmission/distribution limitations. Generation capacity shortfalls are more likely to result from extremely hot weather conditions or disruptions to generation facilities. In addition, other energy sources, such as interruptions in the supply of natural gas or other petroleum products for transportation and industrial uses, may result from extreme weather, labor strikes, international embargoes, disruption of pipeline systems, or terrorism including cyber-terrorism.

This plan details critical infrastructure and services provided by the City Public Services Department related to sustainability during an extended power outage.

Policies

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

Concept of Operations

The devastation of a sudden catastrophic disaster or other significant events can sever critical energy lifelines, constrain supply links to impacted areas, and affect transportation, communications, and other public health and safety lifelines. There may be widespread and prolonged electrical power failures. Without electric power, the functions of critical infrastructure come to a halt. 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. Work with ESF-5 Emergency Management to identify resource needs from local, State, and Federal entities. Request the activation of the EOC to support the outage incident.

Plan Methodology

The Public Services Department and Divisions will maintain a standard formatted document for consistency and dissemination to personnel and the public that defines the capabilities of the

City's critical infrastructure during extended power outages. This document will be reviewed on an annual basis for currency and contains the following information:

- Division/Facility Name;
- Physical address;
- Critical infrastructure and service requirements needed for electrical power;
- Backup generators or other forms of backup power:
 - How many;
 - Model number(s), serial number(s), manufacturer(s), warranty information;
 - List of Maintenance providers for generators and their contact information (including after-hours contact information);
 - The physical address of the power source;
 - Backup power service criteria;
 - Fuel source;
 - Fuel Type;
 - Fuel capacity;
 - Fuel procurement (including after-hours contact information); and
 - Runtime specifications of backup power source.
- Management of extended power outages:
 - 24-hours;
 - 7-days; and
 - 2-months.
- Other pertinent operational information:
 - What operations/functions the Division might suspend during a power outage;
 - Priority of work functions during a power outage;
 - Completion of work with minimal staffing;
 - Logistics needed to manage extended power outages;
 - Emergency communication plans for onsite staff and callback; and
 - Other important Division needs.

Annex 4-5: Severe Weather



Primary Agency(s)
Emergency Management

Support Agency(s)
All Departments and Agencies
VA Department of Emergency
Management
VA Department of Health

Purpose

To establish strategies for implementing and coordinating a proactive response to an incident where there are areas of the City affected by severe weather.

Situation

- Severe weather situations can occur at any time; therefore, equipment and procedures to warn the public of impending severe weather must be in place and ready to use at any time;
- Severe weather phenomena in the past that have caused negative impacts in the City include flooding, flash flooding, tropical systems, severe thunderstorms, tornados, hail, sleet, freezing rain, snowstorms, blizzards, high wind events, and drought;
- Flash flooding and flooding is the City's most common occurring severe weather event which causes repetitive economic and property losses;
- Some people who are directly threatened by severe weather may ignore, not hear, or not understand warnings issued by the government;
- Response and recovery efforts may be hampered due to critical infrastructure being damaged or destroyed;
- The need for increased security for damaged areas of the City may exist;
- Local radio and local broadcast television stations will broadcast Emergency Alert System (EAS) messages when requested by local government officials;
- Evacuations may occur due to impending threats or damage to structures. Mass care and human service facilities may be required;
- A significant severe weather event may necessitate the implementation of an organized and structured donations management program; and
- Responders may have critical needs of their own due to the severe weather event.

Policies

- The Director of Emergency Management, or their designee, shall offer general guidance in response to a severe weather event;
- The Emergency Management Coordinator will direct and coordinate the City's response to a severe weather event;
- To effectively utilize EAS, the City and broadcasters must coordinate the procedures used to transmit warning messages and instructions from local government to broadcasters;
- The National Weather Service will activate the local EAS to broadcast warnings of imminent or occurring severe weather phenomena;
- State and Federal assistance will be sought if severe weather phenomenon causes injuries and damages beyond our response capabilities;

- The local National Oceanic and Atmospheric Administration (NOAA) Weather Radio station will broadcast weather watches and warnings issued by the National Weather Service (NWS). Weather radios are activated when such messages are broadcast;
- Provision must be made to provide warnings to special needs groups, such as the hearing and sight-impaired, and institutions such as nursing homes and correctional facilities; and
- The City uses the following means to alert Emergency Management personnel to forecasted or occurring severe weather emergencies: NOAA Weather Radio, email, EAS, IFLOWS, SMS texting, and SkyWarn Storm spotters.

Concept of Operations

City departments and support agencies responsible for responding to severe weather emergencies will generally use procedures parallel to their normal day-to-day operations. Priorities for response to severe weather incidents are:

- The Safety of response personnel;
- Protecting the lives of the public;
- Protecting property and the environment; and
- The protection of animals.

Receiving Weather Warnings, Watches, and Advisories

The City monitors and receives warnings of severe weather situations from the following sources:

- The online National Weather Service (NWS) Weather Products (forecast.weather.gov)
- Phone contact with the NWS Weather Forecast Office in Sterling (571-888-3501);
- The online Storm Prediction Center (spc.noaa.gov);
- The online National Hurricane Center (nhc.noaa.gov);
- NOAA Weather Radio Emergency Alert System (EAS);
- The Virginia EOC (VEOC);
- Local Officials; and
- National Weather Service Storm Spotters (SkyWarn).

Dissemination of Warnings to City Departments and Agencies

When the EMD receives warnings of imminent or occurring severe weather, they will notify key department and agency personnel through email (non- eminent) and the Everbridge warning platform (eminent) in the form of established contact groups and SMS texting.

Dissemination of Warnings to the Public

When the EMD receives warnings of imminent or occurring severe weather, they will notify the public through the following outlets:

- Social media (non- eminent) as appropriate through the City PIO;
- The Everbridge warning platform (eminent) in the form of established contact groups and SMS texting and with the assistance of the City PIO;
- Emergency Alert System (EAS) as vetted through the Federal Integrated Public Alert & Warning System (iPAWS) commercial radio and television stations are utilized to relay warnings and instructions from the government to the public;
- Route alerting & door-to-door Warning using vehicles equipped with sirens and public address systems, and personnel knocking on doors; and

- NOAA Weather Radio system to broadcast civil emergency messages.

Warning Special Facilities and Populations

Special populations and facilities will be warned of severe weather by the following methods:

- Visually-impaired: Everbridge (TTY), EAS messages on radio and NOAA Weather Radio;
- Hearing-impaired: Everbridge (TTY), captioned EAS messages on television and NOAA Weather Radio; and
- Special facilities: Everbridge (TTY), EAS messages on radio/television and NOAA Weather Radio, public address systems on emergency response vehicles, route alerting, and door-to-door notification.

Warnings to Other Governments and Agencies

The ECC or the Emergency Management Coordinator is responsible for warning adjacent or nearby jurisdictions affected by severe weather phenomena originating within this jurisdiction. The City is also responsible for informing the VEOC of major severe weather emergencies after issuing time-sensitive warnings.

Organization

- The Director of Emergency Management, or their designee, will provide general guidance for severe weather phenomenon regarding mitigation, preparedness, response, and recovery activities;
- The Emergency Management Coordinator will provide specific guidance and direct mitigation, preparedness, response, and recovery activities on severe weather phenomena. To assure an appropriate City response to severe weather events, the Coordinator will assist City departments, private industry, and the public with educational programs and help with the development of severe weather emergency response plans;
- All severe weather-related incidents will be managed using ICS;
- The EOC may be activated to monitor a potential emergency or to respond to or recover from a severe weather event that is occurring or has occurred;
- When the EOC has been activated, the EOC staff will typically determine who needs to be warned and how they are to be warned; and
- The Emergency Management Coordinator will conduct severe weather educational programs and campaigns for the public;

Responsibilities

- Coordinator of Emergency Management
 - Develop an adequate severe weather warning system;
 - Develop and maintain procedures for operation of the warning systems, coordinating as necessary with other departments and agencies, the NWS, local radio and television stations, cable television companies, and other organizations;
 - Provide for maintenance and periodic testing of warning system equipment;
 - Give assistance and guidance to City departments in the development of severe weather response plans;
 - Assist in the development of pre-scripted warning messages and special advisories;
 - When the EOC is activated, assist in the development of warning messages and special advisories; and
 - Provide severe weather awareness education to the city employees and the public.

- Communications
 - In coordination with the Emergency Management Coordinator and City Attorney, develop pre-scripted warning messages and public instructions for severe weather phenomena that could occur in the City;
 - Develop warning messages and public instructions as necessary;
 - Develop procedures to facilitate the release of coordinated emergency public information to amplify basic information provided in warning messages;
 - Establish a media briefing area;
 - Periodically brief the media on local warning systems and warning procedures; and
 - Develop and disseminate educational materials relating to emergency weather warnings to the public.
- Police Department/City Sheriff
 - Provide units and personnel for route alerting and door-to-door warnings when requested;
 - Assist with evacuations;
 - Coordinate SAR missions;
 - Provide security to evacuated areas of the City; and
 - Close roads as needed and establish evacuation routes.
- Fire-EMS Department
 - Provide units and personnel for route alerting and door-to-door warnings when requested;
 - Activate technical rescue teams as appropriate to the event;
 - Assist with evacuations; and
 - Assist with SAR missions.
- Health Department
 - Support health, medical care, and EMS support during emergencies;
 - Provide public health information and education concerning the effects of a severe weather event;
 - Inspect food and water supplies after a severe weather event if necessary;
 - Develop emergency public health regulations and orders due to a severe weather event; and
 - Coordinate with the medical examiner the collection, identification, and internment of deceased victims resulting from a severe weather event.
- Public Works
 - Oversee the repair and restoration of critical facilities and systems and removal of debris in the aftermath of a severe weather event;
 - Identify contractors who can provide heavy and specialized equipment support during emergencies and individuals and businesses that will lease equipment to the City during emergencies;
 - Assess damage to bridges, streets, City buildings, dams, and containment ponds;
 - Assist in conducting damage assessments in the aftermath of a severe weather event; and
 - Provide barricades and signage to assist with road detours.
- City Schools
 - Monitor radio and television or NOAA Weather Radio receivers for warnings and take appropriate actions to protect their patients, students, customers, and employees;
 - Develop emergency response plans that deal with severe weather emergencies; and
 - Test the plans to make sure individuals understand how to respond to weather warnings appropriately.
- City departments and support agencies

- Report any severe weather phenomenon that merits warning local officials or the public to the Emergency Communications Center; and
- When requested, provide personnel and equipment to assist in route alerting or door-to-door warnings, SAR missions, debris cleanup, and other duties specified by the requesting authority.

Annex 4-6: Water Supply



Primary Agency(s)
Public Services

Support Agency(s)
All Departments and Agencies
Communications
Emergency Management
VA Department of
Environmental Quality
VA Department of Health

Purpose

To establish, provide, and keep updated, specific emergency response procedures and information for the City vital to a partial or total loss of public water supply services due to natural disasters, chemical contamination human-caused disruptions.

Scope

The responsibilities of drinking water utilities are specified in 42 U.S.C. 300i-2, which provides, in part: "Each community water system serving a population greater than 3,300 shall prepare or revise, where necessary, an emergency response plan that incorporates the results of vulnerability assessments that have been completed. The emergency response plan shall include, but not be limited to, plans, procedures, and identification of equipment that can be implemented or utilized in the event of a terrorist or other intentional attack on the public water system. The emergency response plan shall also include actions, procedures, and equipment identification that can prevent or significantly lessen the impact of terrorist attacks or other intentional actions on public health and the safety and supply of drinking water provided to communities and individuals.

Community water systems shall, to the extent possible, coordinate with existing Local Emergency Planning Committees established under the Emergency Planning and Community Right-to-Know Act (42 U.S.C. 11001 et seq.) when preparing or revising an emergency response plan under this subsection" (42 U.S.C. 300i-2(b) (emphasis added). The statutory language encourages the inclusion of drinking water supply issues in the emergency planning process as utilities coordinate with Local Emergency Planning Committees (LEPCs) to mitigate the impact. The need for collaboration and shared responsibility by many partners to ensure an adequate potable water supply in the aftermath of an event is a point that will be continuously highlighted throughout this document.

In Maslow's hierarchy of needs, one of the most basic physiological human needs is water. Thus, the disruption to any water supply for human consumption caused by any disaster can have devastating effects on public health and safety. The City owns and operates the Percy D. Miller Water Treatment Plant located on State Route 840 near Middletown in Frederick County, VA. Water is pulled from the North Fork of the Shenandoah River, treated, and supplied to approximately 11,000 customers (all city and some Frederick County residents) through a water distribution system of over 125 miles of pipeline. The water treatment plant can provide up to 10-million gallons of water per day. Included are several gravity-fed water tanks that assist in maintaining water service to the customers.

Policies

- Develop policies and procedures for the ongoing treatment of the water supply;
- Develop a COOP for the continuance of quality water distribution;
- Maintain contact with the VA Department of Environmental Quality (DEQ) and the VA Department of Health (VDH);
- Ensure primary and secondary equipment is maintained; and
- Communicate with the public on the status of the City water system.

Concept of Operations

The disruption to the City water supply system at any level of interruption can affect public health and safety lifelines. Prolonged interruptions will necessitate the need to enact contingency plans for providing water through distribution channels. Public Services will work with ESF-5 Emergency Management to identify resource needs from local, state, and federal entities. Request the activation of the EOC to support the disruption incident.

There are several options for supplying potable water in an emergency. These include water supply via interconnections with neighboring water utilities, bottled water supplied locally or regionally, and locally produced water. Locally produced water can be obtained by packaging pre-treated water, using mobile treatment units to inject water into the existing distribution system, or using mobile treatment in conjunction with water packaging or water tap distribution. Public Services should develop an emergency drinking water plan that considers:

- Various types of events they are vulnerable;
- The number of people potentially affected by the disruption of potable water;
- The point at which the local capacity to respond adequately would be exhausted;
- The potable water alternatives that are the most feasible for the maximum effectiveness
- What resources would be needed from others, including regional, state, or federal agencies;
- The process for communicating these resource requests to the various emergency service agencies; and
- How to implement the delivery of needed resources.

Mitigation

The City's water system contingency plan must include information identifying ways to reduce the water supply system's vulnerability to disruption and improve the community's response capabilities. Appropriate actions include:

- Infrastructure maintenance and upgrades;
- Regular inspection of intake structure and processing facility;
- Staff emergency training;
- System security analysis;
- Backup water sources;
- System valving to isolate problems; and
- Sanitation procedures for construction/repairs.

Conservation

Conservation measures may need to be enacted to reduce the amount of water used by the residents, businesses, and industry. Appropriate actions include:

- Local declaration of emergency;
- Develop priorities for daily consumption and indicate triggers that would implement water demand reduction or allocation procedures;

- Public education and warning information disseminated to the public; and
- Modified rate structures.

Alternative Water Supply Options

- System interconnects with other water suppliers;
- Surface water sources and treatment needs;
- Bulk water transport;
- Pre-packaged water supplies, delivery, and distribution;
- Resource requests to local, state, and federal sources;
- Emergency or backup wells and tanks;
- Emergency treatment of water system; and
- Source management (blending).

Primary Agency(s)

- **Public Services**
 - Develop and maintain plans and procedures for maintaining the water supply;
 - Coordinate water service disruptions with neighboring Frederick County;
 - Coordinate release of warnings, instructions, and other emergency public information with ESF-15 External Affairs;
 - Coordinate ongoing water supply restoration planning;
 - Coordinate mobilization and demobilization of water source distribution with ESF-5 Emergency Management; and
 - Work with DEQ and VDH for the water supply alternatives and testing of drinking water for purity.

Support Agency(s)

- **All Departments and Divisions**
 - Reduce water consumption as directed by Public Services; and
 - Assist with points of distribution for bottled water distribution to the community.
- **Communications**
 - Disseminate emergency warnings to the public as directed by the Director of Emergency Management; and
 - Utilize media outlets to give directions to the public for water consumption restrictions and points of distribution.
- **Emergency Management**
 - Activate the EOC with the appropriate agencies represented;
 - Recommend a local emergency declaration to the Director of Emergency Management;
 - Make resource requests through the VEOC;
 - Work with Logistics to secure needed resources; and
 - Coordinate mobilization and demobilization of water source distribution with Public Services.
- **VA Department of Environmental Quality, Emergency Management, and the Department of Health**
 - Provide technical resources for testing the water supply; and
 - Work with localities to disseminate information to the public.



Emergency Operations Plan **EOP**