



# City of Winchester Virginia



## Emergency Operations Plan

A Component Plan  
of the  
Comprehensive Emergency Management Program

March 2018



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Of the  
Comprehensive Emergency Management Program

March 2018

City of Winchester Department of Emergency Management  
231 E. Piccadilly St.  
Winchester, VA 22601

<https://www.winchesterva.gov/emergency-management>

Emergency Operations Plan  
**BASIC PLAN**



**BASIC PLAN**

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Promulgation Document

**Promulgation of the City of Winchester Emergency Operations Plan**

By virtue of the authority vested in me as the City Manager/Director of Emergency Management of the City of Winchester ultimately responsible for emergency management for the City of Winchester. I hereby promulgate and issue the Winchester Emergency Operations Plan (“The Plan”) March 14, 2018. The Plan provides for Winchester’s response to emergencies and disasters in order to save lives; to protect public health, safety, and property; to restore essential services; and to enable and assist with economic recovery.

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

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

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

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

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

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

Given under my hand, this 13<sup>th</sup> day of March, 2018.

Eden Freeman,



City Manager/Director of Emergency Management



## THE COMMON COUNCIL

Rouss City Hall  
15 North Cameron Street  
Winchester, VA 22601  
540-667-1815  
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www.winchesterva.gov

*I, Kari J. Van Diest, Deputy Clerk of the Common Council, hereby certify on this 15<sup>th</sup> day of March 2018 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 13<sup>th</sup> day of March 2018.*

### EMERGENCY OPERATIONS PLAN

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

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

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

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

**BE IT FURTHER RESOLVED AND ORDERED** that the Director of Emergency Management, or 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. 2018-09.**

**ADOPTED** by the Common Council of the City of Winchester on the 13<sup>th</sup> day of March 2018.

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

*Kari J. Van Diest*

**Kari J. Van Diest, MMC  
Deputy Clerk of the Common Council**







## EMERGENCY OPERATIONS PLAN: BASIC PLAN

### Introduction

#### CITY OF WINCHESTER DESCRIPTION OF THE EXISTING PATTERN

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

Land elevation in the City ranges approximately 300 feet from a low point at the confluence of Town Run and Abrams Creek near Shenandoah University in the east central area of the city to a high point in the extreme northwest area of the City up above the Winchester Medical Center of 725 feet.

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

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

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

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

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

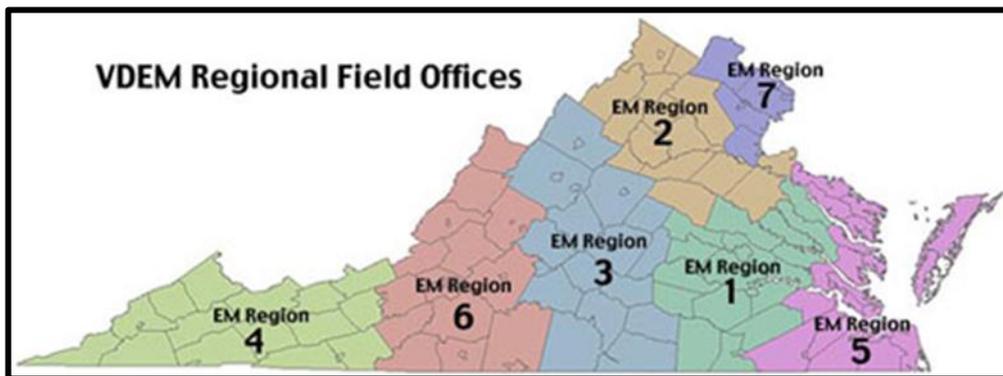
Near the north central part of the City, existing and former cold storage industries are located along the railroad. National Fruit, makers of White House brand apple products still operates on a scaled back level. In this north area, almost every type of land use exists with the notable exception of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

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

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

In the northwest area of the City, there is extensive single-family residential development generally known as Whittier Acres. The area extends from Amherst Street to the northern City boundary between the ridges above National Fruit (west side of Route 522) west to the Medical Center. A now vacant County Middle School and some low-rise medical office developments on Linden Drive buffer this residential area from the hospital. A new John Kerr Elementary School has been constructed on Meadow Branch Avenue and was occupied during the 2016-2017 school year for the first time.

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



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

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

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

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

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

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

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

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

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

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

## **Purpose**

The purpose of the Basic Plan is to establish the legal and organization basis for operations in the City of Winchester to effectively respond to and recover from all-hazards disasters and/or emergency situations. It assigns broad responsibilities to local government agencies and support organizations for disaster

prevention, preparedness, response, and recovery. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources. Supporting plans for all hazards disasters set forth the concept and procedures whereby the City of Winchester can effectively apply available resources to insure that casualties and property damage will be minimized and that essential services will be restored as soon as possible following an emergency or disastersituation.

## Scope

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

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

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

## Situation Report (or Background)

### Population:

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

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

The latest estimate of total City population is the July 1, 2017 provisional population estimate provided by the Weldon Cooper Center for Public Service which indicates a population of 28,005 for the City of Winchester.

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

Hazard Identification and Risk Determination	
Hazard Type	Risk Determination
<b>Natural</b>	
Winter Storm/ Extreme Cold	Significant
Flooding	Moderate
Wildfire	Limited
Drought/Extreme Heat	Limited
High Wind/Hurricane/Tropical Storm	Limited
Tornado/Hail	Limited

Strong Thunder Storm/Wind/Hail/Heavy Rain	Moderate
Earthquake	Limited
<b>Human Caused</b>	
Hazardous Materials Spills	Moderate
Pipelines	Limited
Mass Evacuation from NCR	Limited-Moderate
Network Infrastructure Core	Moderate
Cyber Attack/Interruption	Moderate

### Incident Management Activities

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

Examples of incident management actions include:

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

### Key Concepts

- Systematic and coordinated incident management, including protocols for:
  - Incident reporting;
  - Coordinated action;
  - Alert and Notification;
  - Mobilization of resources;
  - Operating under differing threats; and
  - Integration of crisis and consequence management functions.
- Proactive notification and deployment of resources in anticipation of or in response to catastrophic events in coordination and collaboration with State, Federal, private entities, and other local governments when possible.
- Organizing interagency efforts to minimize damage, restore impacted areas to pre-incident conditions if feasible, and/or implement programs to mitigate vulnerability to future events.
- Coordinate incident communication, worker safety and health, private-sector involvement, and other activities that are common to the majority of incidents.
- Organizing Emergency Support Functions (ESFs) to facilitate the delivery of critical resources, assets, and assistance. Departments and agencies are assigned to lead and support ESFs based on authorities, resources, and capabilities.
- Providing mechanisms for coordination, communications, and information sharing in response to threats or incidents. These mechanisms facilitate coordination between State, Federal, local, and tribal entities of government, as well as between the public and private sectors.
- Facilitating support to departments and agencies acting under the requesting departments or agency's own authorities.
- Developing detailed supplemental operations, tactical, and hazard-specific contingency plans and procedures.
- Providing the basis for coordination of interagency and intergovernmental planning, training, exercising, assessment, coordination, and information exchange.

## Planning Assumptions & Considerations

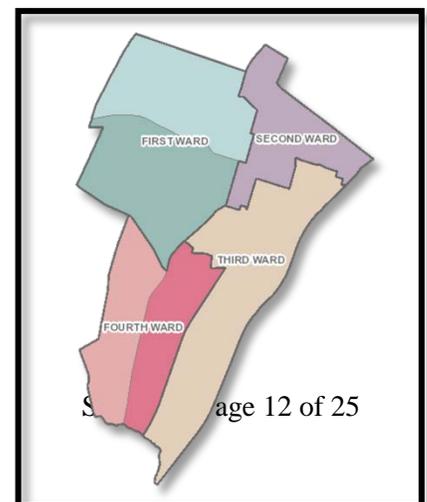
- Incidents are typically managed at the lowest possible level of government.
- Incident Management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).
- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from disasters.
- Incidents require local government to coordinate operations and/or resources and may:
  - Occur at any time with little or no warning;
  - Require significant information sharing across multiple jurisdictions and between the public and private sectors;
  - Involve single or multiple geographic areas;
  - Have significant impact and/or require resource coordination and/or assistance;
  - Span the spectrum of incident management to include prevention, preparedness, response, and recovery;
  - Involve multiple, highly varied hazards or threats on a local or regional scale;
  - Result in numerous casualties; fatalities; displaced people; property loss; disruption of normal life support systems, essential public services and basic infrastructure; and significant damage to the environment.
  - Attract a sizeable influx of independent, spontaneous volunteers and supplies;
  - Require short notice State and Federal asset coordination;
  - Require prolonged, sustained incident management operations and support activities.
- The top priorities for the jurisdiction are to:
  - Save lives and protect the health and safety of the public, responders, and recovery workers;
  - Ensure security of the jurisdiction;
  - Prevent an imminent incident from occurring;
  - Protect and restore critical infrastructure and key resources;
  - Ensure local government continues to function throughout the incident;
  - Protect property and mitigate damages and impacts to individuals, communities, and the environment; and
  - Facilitate recovery of individuals, families, businesses, government, and the environment.

## Organization and Assignment of Responsibilities

This section identifies individuals and groups who have functional and/or operational responsibilities before, during, or immediately following a significant event. The Director may engage any City department and assign specific tasks or missions even if the department is not pre-identified in this EOP. Expanded guidance related to assignment of responsibilities resides within the ESF Annex.

### Elected Officials

- Protect the lives and property of citizens;
- Establish and support the local emergency management program;
- Appoint the local emergency manager/director;
- Actively participates in the delivery of public information messaging as provided by the Public Information Officer;
- Adopts and promulgates the EOP pursuant to the process described in Title 44 of the Code of Virginia;
- Endorses a declaration of local emergency pursuant to the process described in Title 44 of the Code of Virginia; and



- Adopt and promulgate the Emergency Operations Plan (EOP)

There are five Constitutional Officers elected by the citizens of the City of Winchester. The unique powers and authorities assigned to each seat are described in the Code of Virginia. For the purpose of this document, each of the following Constitutional Officers not already identified in the ESF Annex, may be asked by the Director to engage directly in the operation. This engagement may be in the form of resources, personnel, facilities, or guidance as requested by the Director.

- Clerk of the Circuit Court
- Commissioner of the Revenue
- Commonwealth's Attorney
- Sheriff
- Treasurer

#### **Director of Emergency Management (City Manager)**

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

The City Manager, serving as the City's Chief Executive, is responsible for the public safety and welfare of the people of the City of Winchester. As such, the Director declares local emergencies, authorizes emergency protective actions, 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 certain human resources policies. The City Manager is:

- Responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies;
- Dependent upon state and local laws, has extraordinary powers to suspend local laws and ordinances, such as to establish a curfew, direct evacuations, and in coordination with the local health authority, to order a quarantine;
- Responsible for providing leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of incident within the jurisdiction.

#### **Coordinator of Emergency Management**

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

#### **Deputy Coordinator**

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

### **City Government Departments and Local Agencies**

- Develop and maintain detailed plans and standard operating procedures (SOPs);
- Identify sources of emergency supplies, equipment and transportation;
- Negotiate and maintain mutual aid agreements which are identified in the plan;
- Maintain records of disaster related expenditures and appropriate documentation;
- Protect and preserve records essential for the continuity of government; and
- Establish and maintain a line of succession of key emergency personnel.

### **Emergency Support Functions**

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

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

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

Develop and maintain detailed plans and Standard Operating Procedures (SOPs) to support their functional requirements;

- Identify sources of emergency supplies, equipment and transportation;
- Maintain accurate records of disaster-related expenditure and documentation;
- Continue to be responsible for protection and preservation of records essential for the continuity of government; and

### **Citizen Involvement**

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

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

The Citizen Corps Council implements volunteer organizations:

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

The City of Winchester in conjunction with Frederick County has one (1) CERT team, with volunteers available to assist with emergency preparedness, response, mitigation and recovery activities. The Winchester Police Department has a Volunteer in Police Services (VIPS). It has approximately forty (40) volunteers available to assist with emergency preparedness, response, mitigation and recovery activities.

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

### **Non-governmental and Volunteer Organizations**

Non-governmental organizations collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress and promote recovery of disaster victims when assistance is not available from other sources. These resources when available will be integrated into city operations, and will be incorporated into an ESF to support critical functions as best suited by their skill set. For example, the American Red Cross Chapter provides relief at the local level and also provides staffing of ESF #6-Mass Care.

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

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

### **Private Sector**

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

Private owners of critical infrastructure (either a facility that could be impacted by a disaster or used as a resource;

- A response organization (e.g. private ambulance services, environmental clean-up services);
- A regulated or responsible party: owner operators of certain regulated facilities may have responsibility under law to prepare for and prevent incidents from occurring; or
- A local emergency organization member.

The private sector has the responsibility to:

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

Primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from disasters.

The roles, responsibilities and participation of the private sector during a disaster vary based on the nature of the organization and the type and impact of the disaster. The roles of the private sector organizations are summarized below. It is the vision of the City to coordinate with various private sector organizations and develop an Emergency Management Planning Group through which planning efforts can be expanded to include the insight, needs and resources of these organizations in the planning efforts.

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

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

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

## Concept of Operations

### General

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

- *The Commonwealth of Virginia Emergency Services and Disaster Law of 2000*, as amended, provide that emergency services organizations and operations will be structured around existing constitutional government. The City of Winchester’s organization for emergency operations

consists of existing government departments, nongovernmental, and private sector emergency response organizations.

- The hierarchy of the department consists of the Director of Emergency Management who is also the City Manager, Coordinator and Deputy Coordinator. The day-to-day activities of the emergency preparedness program have been delegated to the Coordinator and Deputy Coordinator of Emergency Management. The Director, in conjunction with the Coordinator of Emergency Management, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness. The City Manager's Office, in collaboration with the Public Information Officer (PIO) is responsible for emergency public information.
- The Coordinator of Emergency Management, assisted by the Deputy Coordinator and various department heads, will develop and maintain a primary Emergency Operations Center (EOC) from which to direct operations in time of emergency. The primary EOC is currently located in the Timbrook Public Safety Center, at 231 E. Piccadilly Street in Winchester, Virginia. The alternate EOC facility may be in the Mobile Command Unit which may be located at any safe location within or outside the city or at the Active Living Center in Jim Barnett Park.
- The day-to-day activities of the emergency management program, for which the Coordinator of Emergency Management is responsible, includes developing and maintaining an Emergency Operations Plan, maintaining the City of Winchester's EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulations in addition to those identified previously in this document and/or within the position's job description.
- The Director of Emergency Management or, in their absence, the Coordinator, Deputy Coordinator of Emergency Management in collaboration with the appropriate staff positions through a system of Unified Command will determine the need to evacuate large areas and will issue orders for evacuations or other protective action as needed. The Winchester Police Department in coordination with other departments and/or agencies will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident the Winchester Fire and Rescue Department, through the on-scene commander, will implement immediate protective action to include but may not be limited to evacuation.
- Succession to the Director of Emergency Management will be the Coordinator of Emergency Management, and the Deputy Coordinator(s) of Emergency Management, respectively.
- The Coordinator of Emergency Management, assisted by the Deputy Coordinator(s), will assure compatibility between Winchester's Emergency Operations Plan and the plans and procedures of key facilities and private organizations within the city as appropriate.
- Winchester must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the state or federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. Requests for Assistance (RFAs) will be made through the Virginia Emergency Operations Center (VEOC) to the State Coordinator through WebEOC or other designated means.
- The Director of Emergency Management or, in their absence, the Coordinator or Deputy Coordinator of Emergency Management, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.
- The heads of operating agencies will develop and maintain detailed plans and standard operating procedures necessary for their departments to effectively accomplish their assigned tasks through the appropriate ESF. Department and agency heads will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained in accordance with policies and

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

- Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be directed to accomplish the emergency task by the agency(ies) concerned.
- Declaration of a Local Emergency
  - The Winchester City Council, by resolution, should declare an emergency to exist whenever the threat or actual occurrence of a disaster is, or threatens to be, of sufficient severity and magnitude to require significant expenditures and a coordinated response in order to prevent or alleviate loss of life, injuries, property damage, financial loss, hardship, or suffering.
  - A local emergency may be declared by the Director of Emergency Management or designee in the Director's absence with the consent of the Winchester City Council (see Section 44-146.21, Virginia Emergency Services and Disaster Law). The declaration of a local emergency activates the Emergency Operations Plan and authorizes the provision of aid and assistance there under. It should be declared when a coordinated response among several local agencies/organizations must be directed or when it becomes necessary to incur substantial financial obligations in order to protect the health and safety of persons and property or to provide assistance to the victims of a disaster.
  - A declaration of a local emergency activates the response and recovery programs of all applicable local and inter-jurisdictional Emergency Operations Plans and authorizes the furnishing of aid and assistance in accordance with those plans. In the event the Winchester City Council cannot convene due to the disaster, the Director of Emergency Management or an elected official may declare a local emergency to exist subject to confirmation of the Winchester City Council at its next regularly scheduled meeting or at a special meeting within forty-five (45) days of the declaration, whichever occurs first.
  - . The Director of Emergency Management or, in their absence, the Coordinator or Deputy Coordinator will advise the Virginia EOC immediately following the declaration of a local emergency. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared.
  - Notification of a local emergency declaration will occur to either the Virginia Department of Emergency Management, Virginia Emergency Operations Center (VDEM VEOC) or directly to the Regional Coordinator. This is standard during emergency situations when the VEOC is not activated or when the event is no notice and not impacting all or part of the Commonwealth. When the VEOC is activated, submission of a Situation Report that reflects activation status and that a local emergency has been declared is sufficient.
- The Virginia Emergency Operations Plan (VEOP) requires the submission of the following reports by the local government in time of emergency. These reports are available using the online Emergency Operations Center (EOC), WebEOC.
  - Daily Situation Report
  - Initial Damage Assessment Report
  - Request for Assistance Form
- Support by military units may be requested through the Virginia Emergency Operations Center (VEOC). Military forces, when made available, will support and assist local forces and may receive from the local Director of Emergency Management or his designated representative, mission-type requests, to include objectives, priorities, and other information necessary to accomplish missions.
- Emergency assistance may be made available from neighboring jurisdictions in accordance with local mutual aid agreements or the Statewide Mutual Aid (SMA) agreement. Emergency forces

may be sent from Winchester to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements or, in the absence of official agreements, directed by the Director of Emergency Management or, in his absence, the Coordinator of Emergency Management or Deputy Coordinator determines such assistance is necessary and feasible.

- The City of Winchester Director of Emergency Management, Coordinator of Emergency Management, Deputy Coordinator and the Department of Social Services will assist disaster victims in obtaining post-disaster assistance, such as temporary housing and low-interest loans.
- This plan is effective as a basis for training and pre-disaster preparedness upon receipt. It is effective for execution when:
  - Any disaster threatens or occurs in Winchester, and a local disaster is declared under the provisions of Section 44-146.21, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
  - A State of Emergency is declared by the Governor.
- The Director of Emergency Management, assisted by the Coordinator and Deputy Coordinator(s) of Emergency Management, has overall responsibility for maintaining and updating this plan. It should be updated, improved based on lessons learned, and republished following an actual or threatened emergency situation. In the absence of such a situation, it should be updated annually, preferably after a training exercise or drill, as needed. The Coordinator will have the EOP readopted every four (4) years. The Virginia Department of Emergency Management provides guidance and assistance. A plan distribution list must be maintained. Responsible individuals and officials should recommend to the Director, Coordinator, and Deputy Coordinator of Emergency Management appropriate improvements and changes as needed based on experiences in emergencies, deficiencies identified through drills and exercises, and changes in government structure.

### **Concurrent Implementation of Other Plans**

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

### **Organizational Structure**

In accordance with the National Incident Management System (NIMS) program, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level. Reflecting the NIMS program and in alignment with the

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

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

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

## **Incident Management Actions**

### **Sequence of Actions**

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

### **Notification and Assessment**

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

### **Non-Emergency/Normal Operations**

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

- Public information and educational materials will be provided to the public via municipal newsletter, brochures, publications, directories, municipal web-sites, social media and other media.
- Develop, review and exercise emergency operations plans and standard operating procedures.
- Assure the viability and accuracy of emergency contact lists, resource lists and emergency contracts.
- Update, review, and maintain the Emergency Operations Plan (EOP).

### **Reporting Requirements**

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

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

### **Dissemination of Warnings and Bulletins**

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

- National Warning System (NAWAS): NAWAS is the primary system for emergency communications from the Federal Government to both state and local warning points;
- Washington Area Warning System (WAWAS): Although not directly tied to the NAWAS circuits, WAWAS is a mechanism for providing emergency communications to Washington, D.C. area officials in the event of an emergency;
- National Emergency Alert System (National EAS): Formerly known as the Emergency Broadcast System, the National EAS is a nationwide network of readily available and reliable means to communicate emergency information to the American people; and

- State and Local EAS: State and local authorities have their own EAS which may be used to broadcast information on major disasters or emergencies.
- City of Winchester “Reverse Calling System”
- Local Audio and Visual Media

### **Pre-Incident Actions**

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

Actions:

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

The majority of initial actions in the threat or hazard area is taken by first responders and local government authorities, and includes efforts to protect the public and minimize damage to property as follows:

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

### **Response Actions**

Once an incident occurs, the priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities to preserve life, property, the environment, and the social, economic, and political structure of the community.

Response actions include immediate law enforcement, fire, emergency medical services; evacuations; transportation system detours; emergency public information; actions taken to minimize additional damage; urban search and rescue; the provision of public health and medical services, food, ice, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment, and removal of environmental contamination; and protection of responder health and safety.

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

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

### **Recovery Actions**

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

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

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

Long-term environmental recovery may include cleanup and restoration of public facilities, businesses, residences; re-establishment of habitats and prevention of subsequent damage to natural resources; protection of cultural or archeological sites; and protection of natural, cultural, and historical resources from intentional damage during other recovery operations.

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

### **Mitigation Actions**

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

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

- Grant programs for loss reduction measures (if available);
- Delivery of loss reduction building-science expertise;
- Coordination of Federal Flood insurance operations and integration of mitigation with program efforts;

- Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs;
  - Predictive modeling to protect critical assets;
  - Early documentation of losses avoided due to previous hazard mitigation measures; and
  - Community education and outreach necessary to foster loss reduction.
1. Review the All-Hazard Mitigation Plan and update as necessary any mitigation actions that could be of assistance in preventing similar impacts of a future disaster.
  2. Work with the Virginia Department of Emergency Management Mitigation Program to develop mitigation grant projects to assist in areas most at risk.
  3. Implement mitigation measures in the rebuilding of infrastructure damaged in the event.

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

### **Activation of the Emergency Operations Center (EOC)**

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

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

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

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

### **Administration, Finance and Logistics**

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

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

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

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

## **On-going Plan Management and Maintenance**

### **Plan Development and Maintenance**

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

- ▶ *The Virginia Emergency Services and Disaster Law of 2000*, as amended, require that each city and county prepare and keep current an emergency operations plan.
- ▶ The Coordinator of Emergency Management will update the Emergency Operations Plan annually. The Coordinator will coordinate with each emergency resource organization and assure the development and maintenance of an appropriate emergency response capability.

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

### **Coordination**

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

Example of plan participants:

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

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

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

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

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

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

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

### **Exercise and Training**

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

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

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

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



Emergency Operations Plan  
**APPENDICES**

**APPENDICES**



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**Authorities and References**

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

- Federal
  - The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
  - The Homeland Security Act/National Response Plan, December 2004.
- Virginia
  - Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
  - The Commonwealth of Virginia Emergency Operations Plan, 2012:
- Local
  - City of Winchester Emergency Operations Plan
  - City of Winchester Emergency Operations Center Standard Operating Procedures
  - SARA – Title III Emergency Response Plan
  - Pandemic Influenza Plan 8
- Volunteer
- Other

**Acronyms**

AAR	After-Action Report
ARES	Amateur Radio Emergency Services
APHIS	Animal and Plant Health Inspection Service
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
COOP	Continuity of Operations Plan
CR	Community Relations
DSCO	Deputy State Coordinating Officer
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
ECC	Emergency Communications Center
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operation Center
ESF	Emergency Support Function
EPA	Environmental Protection Agency
ERT-A	Emergency Response Team - Advance Element
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
ICS	Incident Command System
JIC	Joint Information Center
JFO	Joint Field Office
LEPC	Local Emergency Planning Committee
MACC	Multi-agency Command Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NAWAS	National Warning System
NCR	National Capital Region
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRP	National Response Plan
NWS	National Weather Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
POD	Point of Dispensing
RACES	Radio Amateur Civil Emergency Services
SAR	Search and Rescue
SARA	Superfund Amendment and Reauthorization Act of 1986
SEC	State Corporation Commission
SOP	Standard Operation Procedure
USACE	U.S. Army Corps of Engineers

USCG	U.S. Coast Guard
USDA	Department of Agriculture
VDEM	Virginia Department of Emergency Management
VDOT	Virginia Department of Transportation
VEOC	Virginia Emergency Operations Center
VOAD	Voluntary Organizations Active in Disaster
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

**Sample Declaration of Emergency**

AT A SPECIAL MEETING OF THE COMMON COUNCIL OF THE CITY OF WINCHESTER VIRGINIA, HELD AT \_\_\_\_\_, ON \_\_\_\_\_, 20\_\_

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

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

- 1. That due to the occurrence of \_\_\_\_\_, the City of Winchester is facing a condition of extreme peril to the lives, safety, and property of the residents of the City of Winchester,
- 2. That as a result of this extreme peril, the proclamation of the existence of an emergency is necessary to permit the full powers of government to deal effectively with this condition of peril.

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

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

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

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

Common Council, City of Winchester, Virginia

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Attest: \_\_\_\_\_

Clerk, Council  
City of Winchester, Commonwealth of Virginia

**Graphics and Sources**

**CICF/DCJS Language and Contact Information**

In the event of an emergency when there are crime victims involved as defined by §19.2-11.01 of the Code of Virginia, 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.

Criminal Injury Compensation Fund (CICF)

Criminal Injuries Compensation Fund Department

Virginia Workers' Compensation Commission

1000 DMV Drive

Richmond, VA 23220

CICF Toll Free: 1-800-552-4007

Phone: 804-367-1018

After-Hours Phone: 804-212-4232

<http://www.cicf.state.va.us/>

Virginia Department of Criminal Justice Services

Training and Critical Incident Response Coordinator

1100 Bank Street

Richmond, VA 23219

Phone: 804-840-4276

Fax: 804-786-3414

<https://www.dcjs.virginia.gov/>

## Glossary of Key Terms

### **Amateur Radio Emergency Services (ARES)**

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

### **American Red Cross**

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

### **Command Section**

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

### **Command Post**

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

### **Comprehensive Resource Management**

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

### **Coordination**

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

### **Declaration of Emergency**

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

### **Decontamination**

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

### **Emergency/Disaster/Incident**

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

### **Emergency Alert System**

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

### **Emergency Operations Center**

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

**Emergency Operations Plan**

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

**Emergency Management**

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

**Emergency Support Function**

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

**Exercise**

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

**Evacuation**

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

**Federal Disaster Assistance**

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

**National Response Framework**

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

**Geographic Information System**

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

**Hazardous Materials**

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

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

**Hazardous Materials Emergency Response Plan**

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

**Incident Command System**

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

### **Incident Commander**

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

### **Initial Damage Assessment Report**

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

### **Integrated Communications Plan**

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

### **Local Emergency**

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

### **Local Emergency Planning Committee (LEPC)**

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

### **Mitigation**

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

### **Mobile Crisis Unit (Critical Incident Stress Debriefing Team)**

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

### **Mutual Aid Agreement**

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

### **National Weather Service**

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

### **Preparedness**

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

### **Presidential Declaration**

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

### **Primary Agency**

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

### **Regional Information Coordination Center**

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

### **Situation Report**

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

### **Span of Control**

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

### **State of Emergency**

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

### **Superfund Amendments and Reauthorization Act of 1986 (SARA)**

SARA is established Federal regulations for the handling of hazardous materials.

### **Unified Command**

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

### **Weapons of Mass Destruction**

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

## **Continuity of Government**

### **Court Records**

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

These records include the following:

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

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

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

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

### **Agencies/Organizations**

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

**SEE NIMS RESOLUTION – COUNCIL MINUTES OCTOBER 11, 2005**

## SUCCESSION OF AUTHORITY

Department & Title	Name	Work Phone	Cell Phone	Home Landline	Personal Cell Phone/Pager	E-mail
<b>City Manager's Office</b>						
City Manager	Eden Freeman					
<b>City Attorney</b>						
	Anthony Williams					
<b>City Garage</b>						
Transportation Services Manager	Renee Wells					
Mechanic	Terry Breeden					
Mechanic	Wayne Feltner					
Mechanic	Seth Hines					
Mechanic	Mathew Steele					
Equipment Parts Manager	Zack Hudson					
Automotive Services Supervisor	Mark Stimmetz					
<b>City Sheriff</b>						
Sheriff	Les Taylor					
Deputy Sheriff III	Al Sibert					
Sergeant	Gerald Rounds					
Deputy Sheriff III	Bradley Davidson					
<b>Treasurer's Office</b>						
City Treasurer	Jeffrey L. Barbour					
Chief Deputy Treasure	Pamela T. Haines					
Deputy Treasurer	April K. Cottrill					
<b>Commissioner of the Revenue's Office</b>						
Commissioner of Revenue	Ann Burkholder					
Chief Deputy Commissioner	Linda Funk					
Assessment Analyst	John Rice					

Department & Title	Name	Work Phone	Cell Phone	Home Landline	Personal Cell Phone/Pager	E-mail
<b>Commonwealth's Attorney's Office</b>						
Commonwealth's Attorney	Marc H. Abrams					
Deputy Commonwealth's Attorney	Heather Hovermale					
Asst. Commonwealth Attorney III	Derek Aston					
<b>Daniel Morgan Middle School</b>						
Principal	Jennifer Buckley					
Asst. Principal	Matt Roark					
Asst. Principal	Lisa Cobb					
<b>Douglas Community Learning Center</b>						
Director of Operations (WPS)	Ed Smith					
<b>Emergency Communications Center</b>						
Director	Erin Elrod					
ECC Lead Communications Specialist	Kelly Brill					
ECC Lead Communications Specialist	Terri Mellott					
ECC Lead Communications Specialist	Liz Yost					
<b>Emergency Management</b>						
City Manager/ Director E. M	Eden Freeman					
Emg. Mgt. Coordinator	Lynn Miller					
Deputy Coordinator	Vacant					
<b>Engineering</b>						
City Engineer	Kelly Henshaw					

<b>Department &amp; Title</b>	<b>Name</b>	<b>Work Phone</b>	<b>Cell Phone</b>	<b>Home Landline</b>	<b>Personal Cell Phone/Pager</b>	<b>E-mail</b>
Dir. of Pub. Services	Perry Eisenach					
Stormwater Engineer	Hongmyung Lim					
<b>Facilities</b>						
Facility Manager	Corey MacKnight					
Maintenance Technician I	Mike Allman					
Maintenance Technician I	Robert O'Malley					
Lead Custodian	Virginia Owens					
<b>Finance</b>						
Chief Financial Officer/Director of Support Services	Mary Blowe					
Director of Financial Services/Real Estate Administrator	Celeste Broadstreet					
Accounting Manager	Beth Hindle					
Purchasing Agent	Michael Marzullo					
<b>Fire &amp; Rescue</b>						
Fire Chief	Allen Baldwin					
Assistant Chief of Operations	Eddie McClellan					
Assistant Chief of Administration	Scott Kensinger					
Deputy Chief of Safety & Training	JD Orndorff					
<b>Frederick Douglass</b>						
Principal	Stephanie Downey					
Assistant Principal	Melissa Maestle					
<b>Garland Quarles Elementary School</b>						
Principal	Joan Hovatter					
Assistant Principal	Michael Fannin					

Department & Title	Name	Work Phone	Cell Phone	Home Landline	Personal Cell Phone/Pager	E-mail
<b>GIS</b>						
GIS Coordinator	Annie Cahill					
Planner I	David Stewart					
City Engineer	Kelly Henshaw					
<b>Human Resources</b>						
Human Resources Director	Paula Nofsinger					
Human Resources Director Asst.	Lynsey Orndorff					
Human Resources Generalist	Cheryl "Rose" Johnson					
Human Resources Generalist	Golda Albert					
<b>Innovation and Information Services</b>						
I&IS Director	Tyler Schenck					
Systems Operations Manager	Steve Barb					
Program Operations Manager	Bob Elliott					
<b>Maintenance Utilities</b>						
Maintenance Supervisor	Donnie Johnston					
Infrastructure & CIP Improvement Manager	Drew Brady					
<b>John Handley High School</b>						
Principal	Mike Dufrene					
Asst. Principal	Barbara Bohannan					
Asst. Principal	Susan Braithwaite					
Asst. Principal	Bobbie Hawkins					
Asst. Principal	Joseph Livesay					
<b>John Kerr Elementary School</b>						
Principal	Laura Evy					
Asst. Principal	Beth O'Donnell					

Department & Title	Name	Work Phone	Cell Phone	Home Landline	Personal Cell Phone/Pager	E-mail
<b>Juvenile Detention</b>						
Superintendent	Erin Maloney					
Asst. Superintendent	Robert Graves					
Shift Supervisor	Chris Banks					
<b>Lord Fairfax Health District</b>						
Lord Fairfax Health District – Health Director	Dr. Colin Green					
Lord Fairfax Health District - Administrator	Chris Petsko					
<b>Old Town</b>						
Downtown Manager	Jennifer Bell					
Old Town Coordinator	Sarah Acuff Chapman					
<b>Parks &amp; Recreation</b>						
Director	Lynn Miller					
Assistant Director	Matt Little					
Admin Coordinator	Samantha Crisman					
Parks Superintendent	Tommy Lambert					
Facilities Coordinator	Molly Minch					
<b>Public Information</b>						
PIO	Amy Simmons					
Alt. PIO	Eden Freeman					
Alt. PIO	Caitlin Squires					
<b>Planning</b>						
Planning Director	Tim Youmans					
Planner I	David Stewart					
Administrative Assistant I	Carolyn Barrett					
<b>Police Department</b>						
Police Chief	John Piper					
Major	Kelly Rice					

Department & Title	Name	Work Phone	Cell Phone	Home Landline	Personal Cell Phone/Pager	E-mail
Capt for Investigations	Doug Watson					
Captain for Patrol	Mike Danielson					
<b>Public Services</b>						
Director	Perry Eisenach					
<b>Water Supply &amp; WWTP</b>						
Division Manager	Don Riggleman					
<b>Percy D. Miller WTP</b>						
Facility Manager WTP	Farrell Owens					
Assistant Facility Manager	Corey Crabill					
<b>Opequon WRF</b>						
Facility Mgr. OWRF	Richard Wadkins					
OWRF Chief Operator	Kenneth Fisher					
<b>Public Works</b>						
P.W. Division Manager	Justin Hall					
Public Services Director	Perry Eisenach					
Streets Crew Supervisor	Bobby Clark					
Arborist	Jennifer Jenkins					
<b>Social Services</b>						
Director	Amber Dopkowski					
Assistant Director	Georjean Coco					
Admin. Services Manager	Tammy Smith					
Family Services Manager	Sarah Wingfield					
Family Services Supervisor	Erin Rideout					
Benefit Program Supervisor	Vicki Whitmore					
Benefit Program Supervisor	Chasity Robinette					

Department & Title	Name	Work Phone	Cell Phone	Home Landline	Personal Cell Phone/Pager	E-mail
<b>Tourism</b>						
Executive Director	Justin Kerns					
Visitor & Community Relations Specialist	Renee Bayliss					
<b>Traffic</b>						
Traffic Division Manager	Justin Hall					
Traffic Crew Supervisor	Andy Dunn					
Traffic Signal Tech	Ryan Eback					
Maint. Tech I	Rebecca Strawn					
Traffic Signal Tech	Greg Mitchell					
Maint. Tech II	John Hudson					
<b>Transit</b>						
Transit Director	Renee Wells					
Transit Supervisor	Clint Cantrell					
Transit Office Assistant	Erica Liggins					
Public Services Director	Perry Eisenach					
<b>Virginia Ave. Charlotte DeHart Elem. Sch.</b>						
Principal	Nikea Hurt					
Asst. Principal	Beverly Thomas					
<b>Winchester Public Schools Central Office</b>						
Superintendent	Jason Van Heukelum					
Director of Operations	Ed Smith					
Dir. of Technology	Aaron McBride					
<b>Zoning &amp; Inspections</b>						
Zoning & Inspections Director	Aaron Grisdale					
Deputy Director of Zoning & Inspections	Erick Moore					

<b>Department &amp; Title</b>	<b>Name</b>	<b>Work Phone</b>	<b>Cell Phone</b>	<b>Home Landline</b>	<b>Personal Cell Phone/Pager</b>	<b>E-mail</b>
Building Official	Vicky Palmerton					
Sr. Code Compliance Inspector	Trevor Hess					



## Emergency Support Functions

### SECTION THREE

# 3

### Introduction

#### **Purpose**

This section provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained within each of the ESF Annexes. Each ESF is provided with a purpose statement that reflects the primary reason the ESF group exists. The scope of each ESF is provided to reflect the range of activities in which the ESF group may find itself tasked. These are broad statements describing policies of the state emergency response organization with respect to the functions and responsibilities assigned to a particular ESF.

#### **Background**

The ESFs provide the structure for coordinating Federal, State and local interdepartmental support for **Incidents of Significance**. This structure provides mechanisms for providing Federal-to-Federal support, Federal support to States, and Federal and State support to the City, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act events. The following section includes a series of annexes describing the roles and responsibilities of departments as ESF Group Supervisors or as primary or support departments. The ESF structure provides mechanisms for inter-department coordination during all phases of an event. Some departments provide resources for response, support, and program implementation during the early stage of an event, while others are more prominent in the recovery phase.

### ESF Notification and Activation

The Director of Emergency Management or his/her designee develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the event. ESF primary departments are notified of the operations orders and time to report to the Emergency Operations Center (EOC). ESF primary departments notify and activate support departments as required for the event. Each ESF is required to develop Standard Operating Procedures and notification protocols and maintain current rosters and contact information.

### ESF Roles and Responsibilities

Within each ESF Annex there is an identified ESF coordinator as well as primary and support departments. All ESFs incorporate functions and responsibilities from several departments to ensure seamless integration of and transition between preparedness, prevention, response, recovery, and mitigation activities. ESFs with multiple primary departments designate an ESF coordinator for the purposes of pre-incident planning and coordination. Following is a discussion of the roles of the ESF coordinator and the primary and support departments.

	ESF-1 Transportation	ESF-2 Communications	ESF-3 Public Works and Engineering	ESF-4 Firefighting	ESF-5 Emergency Management	ESF-6 Mass Care	ESF-7 Logistics	ESF-8 Public Health and Medical Services	ESF-9 Search and Rescue	ESF-10 Hazardous Materials Response	ESF-11 Agriculture and Natural Resources	ESF-12 Energy	ESF-13 Law Enforcement	ESF-14 Long Term Recovery	ESF-15 External Affairs	ESF-16 Military Affairs	ESF-17 Volunteer Personnel and Donation Management	ESF-18
<b>LEGEND:</b>																		
P = Primary																		
S = Secondary																		
Emergency Management	S	S	S	P	S	S	S	P	P	S	S	S	S	P	P			
Fire and Rescue				P	S	S	P	P	P	S								
Police	S	S	S	S	S	S	S	P	S	S		P		S				
City Sheriff				S	S	S	S	S	S	S				S	S			
Building/Zoning/Planning			P	S								S	S					
City Manager's Office													P					
Information Technology		P		S	S								S					
Social Services					P	S	S					S	S					
Finance/Purchasing			S	S	P							S						
Transit	P		S	S	S		S	S										
Winchester Public Schools	S	S	S	S	S			S				S	S					
Tourism													S					
Emergency Communications		P		S			S	S		S			S					
Public Works	P	P	P				S	S		S		S		S				
Utilities			S	S			S			S		S		S				
City Attorney			S	S		S							S	S		S		
Commissioner of Revenue			S										S					
Parks and Recreation			S		S	S							S					
Economic Development								S					P					
Old Town Development Board													S					
Public Information Officer		P		S	S	S	S	S	S	S	S	S	P					
<b>STATE AGENCIES</b>																		
Virginia Department of Health / Lord Fairfax Health District			S		S		P	S	S			S	S					
Virginia Department of Housing													S					
Virginia Office of Chief Medical Examiner							S											
Virginia Department of Agriculture								S										
State Corporation Commission									S									
Virginia Department of Mines, Minerals, & Energy										S								
Virginia Department of Environmental Quality			S															
Virginia Department of Mental Health & Retardation					S													
VPI & State University Extension Agent									S									
Virginia Department of Transportation	S																	
<b>NON-GOVERNMENTAL</b>																		
American Red Cross				S	S	S	S					S						
Salvation Army				S	S	S												
Virginia Funeral Directors Association							S											
NOAH'S WISH					S				S									
SPCA					S	S	S		S									
Volunteer Organization Active in Disasters				S	S	S												
Faith Based Partners				S	S	S												
<b>PRIVATE SECTOR</b>																		
Winchester Medical Center							S											
Shenandoah Gas										S								
Shenandoah Valley Electric COOP				S						S								

Graphic 3-1: City of Winchester ESF Agencies

### **ESF Group Supervisor**

The ESF Supervisor has ongoing responsibilities throughout the prevention, preparedness, response, recovery, and mitigation phases of incident management. The role of the ESF Supervisor may be filled through a “unified command” approach if agreed upon by the primary departments. Responsibilities of the ESF Supervisor include:

- Pre-incident planning and coordination;
- Maintaining ongoing contact with ESF primary and secondary support departments;
- Conducting periodic ESF meetings and conference calls;
- Maintaining situation, status, and resource reports for planning and briefing needs;
- Coordinating efforts with corresponding private sector organizations; and
- Coordinating ESF activities as appropriate relating to catastrophic incident planning and critical infrastructure preparedness.

### **ESF Unit Leader**

An ESF Unit Leader(s) may be designated if an ESF has multiple large ongoing responsibilities throughout the prevention, preparedness, response, recovery concurrently. The Unit Leader is responsible for coordinating a specific objective within an ESF and reports to the ESF Group Supervisor. The Unit Leader is responsible for:

- Pre-incident planning and coordination for a specific function or objective;
- Maintaining situation, status, and resource reports for planning and briefing needs for a specific function or objective; and
- Coordinates ongoing training and development of specific operational procedures and/or guidelines to accomplish specific functions or objectives.

### **Primary Departments**

Each ESF function (or mission) has a designated primary department. This department is responsible for managing the development of capabilities relative to the specific function described. The ESF Group Supervisor is part of the primary department and is responsible for direction and control functions within the group when the group is activated.

When an ESF is activated in response to an **Incident of Significance**, the primary department is responsible for:

- Orchestrating support within the functional area (e.g., Operations, Planning, Logistics, Finance and Administration);
- Providing staff for the operations functions as available;
- Activating and sub-tasking secondary support departments;
- Working with appropriate private sector organizations to maximize use of all available resources;
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities;
- Executing contracts and procuring goods and services as needed;
- To ensure financial and property accountability for ESF activities;
- Coordinating the development of an ESF SOP that governs the functions of the various organizations assigned to that ESF during activation;
- Conducting planning sessions during non-emergency periods for the purpose of developing policies, plans, and procedures for coordinating the state level response to a disaster (with respect to that particular ESF);
- During emergency activation, coordinating the flow of messages into and out of the ESF group, providing direction and control for the ESF group, and coordinating the activities of that ESF with the activities of other ESF groups; and
- Compiling documentation relative to the ESF group's activities during the emergency.

## **Support Departments**

Each ESF also has one or more support departments that are tasked with providing resource and/or logistical support to the operation of the ESF when activated. Each department functions as per its normal routine when the ESF group is not activated.

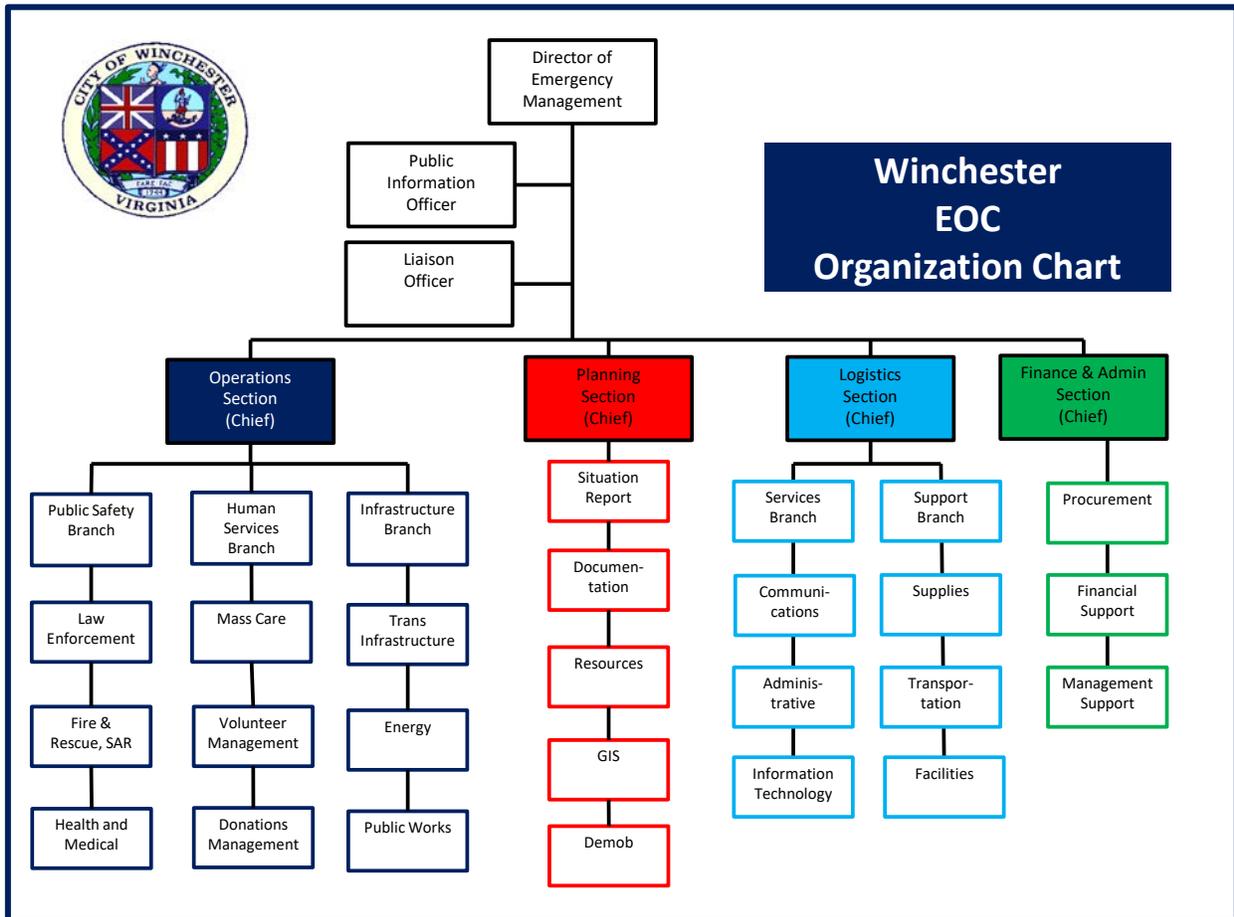
When an ESF is activated in response to an **Incident of Significance**, support departments are responsible for:

- When requested by the Director of Emergency Management, their designee or the ESF Group Supervisor, conducting operations using their own authorities, subject matter experts, capabilities, or resources;
- Participating in planning for short-term and long-term incident management operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids;
- Assisting in conducting situational assessments;
- Furnishing available personnel, equipment, or other resource support as requested by Director of Emergency Management their designee or the ESF primary department;
- Providing input to periodic readiness assessments;
- Preparing situation and status reports for general and legislative briefings;
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats;

## **Section Chief**

During large events with an activation of more than five ESFs, functional branches will be established to coordinate specific activities (See Organization Chart, Tab 1). The ESF Branch Director will manage identified ESFs and be responsible for:

- Overall coordination and support of identified ESFs within each group;
- Collect, collate, summarize, and prepare situation reports for General Briefing;
- Act as liaison between ESFs and General Staff; and
- Provide situation updates in writing to Planning Section at least twice an operational period.



Graphic 3.2: Winchester EOC Organization Chart Tab - 1

## Concept of Operations

During smaller emergencies, each department performs its specialized tasks according to the department's in-house Standard Operating Procedures (SOPs). During major emergencies, however, there is an increased need for the coordination of all activities relevant to the emergency response as they relate to the entire event and this operation takes place in the EOC. The ESF Group is composed of a Group Supervisor, a primary department, and one or more support departments. The ESF Group Supervisor is responsible for the coordination of the ESF group as a whole; with individual departments performing their emergency missions as they otherwise would, except that they are being coordinated by the Group Supervisor. Conflicts that arise during emergency operations will be resolved by the Emergency Management Director. Each department is responsible for developing its own respective plans and SOPs for carrying out its assigned missions.

This model of the ESF group allows the utilization of the National Incident Command System concept in the EOC during activation. An effective span of control is maintained by consolidating all of the departments with emergency responsibilities into groups with an internal management structure, with the ESF Group Supervisor being responsible to the General Staff during activation. Instead of having all the departments reporting to General Staff, there is a manageable span between two and seven. For the purpose of further defining roles and responsibilities, each ESF group is also assigned to a branch as follows:

- **Operations Section**
  - ESF 2, Communications
  - ESF 4, Firefighting & Emergency Medical Services
  - ESF 9, Search and Rescue

- ESF 10, Oil and Hazardous Materials (Environmental Response)
- ESF 13, Public Safety & Security
- ESF-8, Public Health & Medical
- **Planning Section**
  - ESF 5, Emergency Management (Information and Planning)
  - ESF 3, Infrastructure
  - ESF 11, Agriculture & Natural Resources (Food)
  - ESF 12, Energy
  - ESF 14, Long-Term Recovery (Donations/Volunteers)
- **Logistics Section**
  - ESF 1, Transportation
  - ESF 6, Mass Care (Human Services)
  - ESF 8, Public Health & Medical
  - ESF 16, Military Affairs
  - ESF 8, Public Health & Medical
- **Finance Section**
  - ESF 7, Resource Support
- **Recovery Branch**
  - ESF 15, ESF 14, Long-Term Recovery

Each of these Branches is consolidated in the EOC during activation to insure coordination among the various organizations. Tab 1 provides a graphic representation of the EOC organization (chart) for emergencies. Most departments have only one representative assigned to the EOC during emergencies. Each of these individuals is assigned a place in the floor plan that corresponds to the ESF in which his/her primary responsibilities lie. Tasks required of that particular representative by an ESF in which he/she is not resident will be handled by telephone, E-mail, or general message as per established guidelines. The ESF Group Supervisor requiring assistance from someone not in the EOC will simply send him/her a request to provide the services and the representative will provide a follow-up message indicating his/her ability/inability to complete the requested task(s).

Each branch will have an identified Documentation Unit (person) whose primary function will be the coordination of intelligence information between that Branch and the General Staff workgroup. This person may be the ESF Group Supervisor. This information flow goes both ways during emergency operations and ensures that the General Staff is able to maintain an accurate assessment of the disaster situation and is able to develop short-range and long-range planning guidance.

## ESF Concept of Operations

### **ESF Standard Operating Procedures**

Each ESF Group is required to develop an SOP for use during ESF activation. The primary responsibility for the development of this document lies with the primary department in the individual ESFs. The SOPs should, at a minimum, include:

- Procedures for notification of ESF departments/organizations;
- Mechanisms for communications between and among the various ESF components;
- Procedures for establishing ESF group(s) at the EOC, Disaster Field Office (DFO), and other worksites as necessary;
- Identification of emergency capabilities of departments tasked in the ESF;
- Descriptions of the relationships of the primary and support departments assigned to the ESF;
- Procedures for carrying out tasks and responsibilities assigned to the group, including logistics and resource requirements and communications requirements;
- Requirements for the development of specific department implementing procedures (or department SOPs);

- Procedures for coordinating ESF group functions/tasks with other ESFs;
- Procedures for tasking representatives located in the EOC or other location with assignments related to the working group;
- The collection and dissemination of intelligence information to the General Staff and other ESFs with a need for such information;
- Procedures and policies for acquiring needed facilities, vehicles, and other resource support from ESF 7;
- Procedures for relocating the ESF workgroup (or components thereof) to a Disaster Field Office or other location as might be dictated by the Emergency Management Director;
- Procedures for the coordination of planning sessions and guidelines concerning the development of the SOP and various implementing procedures;
- Each department is responsible for developing specific SOPs and implementing procedures for use in deploying that department's assets and resources in times of emergency; and
- Each department shall maintain control of its own personnel and assets during emergency operations.

### **Emergency Response Concept of Operations**

The flow of requests and information from the City through the State level is handled through the EOC and using WebEOC software. The EOC has primary responsibility for handling emergency response and support operations. If the EM Director or their designee determines that City capabilities are inadequate for dealing with the situation, he/she will request assistance through the State EOC. The EOC can fulfill requests for assistance through the ESF structure or by obtaining resources from unaffected counties in the state's other regions (through appropriate channels). The ESF structure will respond to requests as per procedures established in the ESF SOPs, which may include the procurement of employees from other regions of the state not affected by the emergency. The method of requesting assistance shall be primarily through WebEOC. Although, if WebEOC is experiencing a system failure secondary means that can be used for requesting assistance can be through email, fax, or phone, and be directly related to accomplishing objectives identified in the Incident Action Plan.

## **ESF Descriptions**

Each ESF document, by definition, may be utilized as a stand-alone annex. Most often, however, the ESFs are used in conjunction with one or more additional ESFs to facilitate the response to a particular event. Each has a unique functional responsibility; however, each ESF is composed of more than one department and each may be geared towards a specific set of activities that are required in an emergency. A brief description of each ESF and its components is below and a detailed summary of each ESF follows this introduction.

### **ESF 1 - Transportation**

The transportation function within the emergency organization functions primarily as a coordinating group. This group insures all sufficient transportation resources are available and that roads and conduits into and out of an affected area remain open, and that the traffic allowed into those areas is coordinated in a manner that prevents bottlenecks and gridlock which would prevent needed emergency assistance reaching those areas that need it. The City Garage is the primary department and the allocation of City vehicles is handled by the City Garage as a function of ESF 7 Resource Management or through ESF 3 Public Works.

### **ESF 2 – Communications**

The communications and warning functions are consolidated under the heading of Communications, primarily because they are necessarily interrelated. The Communications function is primarily responsible for keeping the public and City employees informed in regards to an emergency situation, provide guidance when appropriate to help save lives and protect property, and support City agencies with the restoration and reconstruction of telecommunications equipment, computers, and other technical resources. The Warning function is responsible for the issuance of warning information regarding

impending hazards, as well as the maintenance of warning networks which might be used in an emergency (i.e.,

Winchester Alert, radio equipment, etc.) This includes the EAS, NOAA Weather Radio system, NAWAS, and other warning systems in place throughout the state. Emergency Communications Center is the primary agency with support from the Department of Innovation and Technology and other agencies.

### **ESF 3 – Public Services/Public Works**

#### **Route Clearance and Bridge Inspection Unit**

This mission is to ensure roads and bridges remain viable following a disaster. This includes the physical removal of debris on roadways, assistance on railroads and airstrips, etc. (as requested), critical for emergency vehicle passage, as well as the inspection of bridges to insure they may continue to be used and have not suffered severe damage as a result of a particular event. Assistance to road crews is provided through this mission.

#### **Debris Removal Unit**

This mission handles problems arising from the generation, accumulation, and disposal of debris following a disaster.

#### **Water, Wastewater and Storm Water Systems Unit**

This mission is responsible for the restoration of potable water and wastewater disposal capabilities following a disaster.

#### **Damage Assessment (Building Inspection and Condemnation) Unit**

This mission is responsible for the inspection of buildings and structures following a disaster and, if necessary, condemning them and insuring their destruction in a timely manner. This includes private, residential, business, and government-owned buildings.

### **ESF 4 – Firefighting and Emergency Medical Services**

The detection and suppression of fires and the delivery of Emergency Medical Services (EMS) is the primary purview of this group. Any assistance with fire suppression efforts is handled by ESF 4. The delivery of EMS may be in coordination with ESF-8 – Health and Medical Services and ESF-6 Mass Care.

### **ESF 5 – Emergency Management**

#### **Disaster Planning & Coordination**

This mission is responsible for collecting intelligence information surrounding the disaster. This includes items such as the scope (extent) of the disaster, status of various systems (i.e., communications, transportation, utilities, etc.), monitoring of resource status, and other information. Disaster Planning develops reports concerning the disaster, provides visual displays for the EOC during operations, prepares situation reports, develops short-range and long-range planning guidance for use in addressing developing issues, and accesses technical expertise to assist with evaluating the actual and/or potential effects of an event upon the population and infrastructure of the state.

#### **Public Information**

This group is responsible for the provision of information through the Public Information Officer (both general and that which conveys emergency instructions to the public) concerning an actual or impending disaster. The coordination of Joint Information Center (JIC) activities, EAS activation, and the distribution of emergency preparedness instructions through other means are coordinated through ESF 2 and ESF 15.

#### **Damage Assessment**

This mission is responsible for the collection of information concerning damages to structures and systems as a result of a disaster, preparation of reports to be forwarded to the Director of Emergency Management for use in requesting State and Federal disaster assistance. This function supports the ESF 3 Damage Assessment Unit.

### **ESF 6 – Mass Care**

#### **Shelter and Mass Care Operations**

This mission coordinates the assistance in sheltering, feeding, and caring for victims of a disaster.

#### **Disaster Victim Services**

This mission provides assistance to victims in locating relatives (and vice versa) through a disaster welfare inquiry system, the restoration of mail delivery, the use of amateur radio networks to deliver essential and important communications, etc. Psychological health services are also addressed within this mission.

## **ESF 7 - Resource Support**

### **Logistics**

This mission coordinates the actual movement of resources into areas where a need (or needs) exists. This includes the warehousing and tracking of resources, the packaging and loading and subsequent transportation of resources to affected areas, and the disposal of used and/or unused resources following a disaster.

### **Resource Management**

This group is responsible for the acquisition of all types of resources that are identified as "needed" following a disaster. This group 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. The payment of debts and other expenses generated as a result of the emergency is handled by this group as well.

### **Staging Areas**

To prevent a rapid and overwhelming influx of resources into affected areas, Staging Areas may be utilized as temporary marshaling sites for collecting and gradually directing emergency resources into those areas. This group coordinates the activation and utilization of staging areas and marshaling points during emergency situations.

## **ESF 8 - Health and Medical Services**

### **Public Health**

This group addresses the public health ramifications associated with a particular emergency. This includes manning shelters, first aid/clinic operations, restoring public health functions, defining the epidemiology of the disaster (including the collection and maintenance of statistical data), the administration of vaccinations and immunizations, the determination of potential health effects associated with debris accumulation, pollution, hazmat releases, etc.

**Emergency Medical Services** This mission coordinates the provision of EMS assistance following a disaster with ESF-4 Firefighting and EMS and ESF-6 Mass Care, including the movement of medical resources into disaster areas. This includes the air-medical evacuation of patients as necessary from affected areas and any interface the National Disaster Medical System. The disposal of deceased victims is coordinated with the Office of Chief Medical Examiner within this group.

### **Crisis Intervention Support (CIS)**

This unit coordinates the provision of CIS to emergency workers who have worked in the tense environment of a major disaster.

## **ESF 9 – Urban Search and Rescue**

This group coordinates the locating and rescuing of persons missing as a result of a disaster. This includes urban search and rescue problems generated as the result of an earthquake or building collapse, the search for persons who are lost in wooded or other environments, the search for persons in Swiftwater or flooded environments, the search for downed aircraft, the extrication of accident victims, etc. This group also provides the interface with the State and Federal Urban Search and Rescue assets.

## **ESF 10 – Oil & Hazardous Materials**

### **Hazardous Materials**

This mission is responsible for coordinating the technical response to nonradioactive hazardous materials incidents.

### **Radiological Materials**

This group coordinates the technical response to actual or impending releases of radiological materials, either as a result of an accident at a nuclear power plant (i.e., the off-site problems) or processing facility, or through an accident in some mode of transportation.

### **Environmental Compliance**

This mission provides for overall environmental compliance and maintenance as well as coordination with State and Federal counterparts.

**ESF 11 – Agriculture & Natural Resources**

This group is responsible for securing food needed for the feeding of victims and emergency workers in affected areas. Additionally, this group is also responsible for assessment and protective action implementation associated with potential harmful effects upon the City’s food supply as the result of a disaster.

**ESF 12 – Energy**

This mission is concerned with the restoration of utility (electrical and natural gas) infrastructure following a disaster, as well as the provision of temporary emergency power capabilities to critical facilities until such time as a permanent restoration is accomplished.

**ESF 13 – Public Safety & Security**

**Traffic Control**

This mission works closely with the ESF 1 group to affect the orderly flow of traffic into, out of, and around areas affected by a disaster.

**Security/Crime Control**

This mission addresses the provision of security in disaster areas, as well as the actual policing functions normally associated with law enforcement activities, including riot control, explosive ordinance removal, counterterrorism, etc.

**Institutions/Jails**

This group is responsible for coordinating prisoner recapture, the utilization of prisons and facilities following disasters, and evacuation of prisoners from damaged facilities to undamaged ones.

**Evacuation/Movement**

This group is responsible for coordinating evacuations of affected areas.

**ESF 14 - Long Term Community Recovery**

**Assistance Programs**

This mission is the mechanism through which the state provides disaster relief assistance to victims in the affected area(s), including the Individual and Family Grant program, the Small Business Administration's loan programs, the administration of unemployment compensation, and various other disaster relief programs available for both declared and un-declared disasters.

**Recovery and Reconstruction**

This mission addresses the long-term economic impact of disasters upon local communities and assists the communities in developing plans for reconstruction. Grant and low-interest loan programs are identified and targeted for application by the community. Significant attention is given to the mitigation of future potential hazards when developing local recovery plans.

**ESF 15 – External Affairs**

Responsible for keeping the public informed concerning the threatened or actual emergency situation and to provide protective action guidance as appropriate to save lives and protect property. Managing information during an incident so that the most up to date and correct information is used to inform the public is also a key objective.



## SUPPORT ANNEXES



### Support Annexes Introduction

#### **Purpose**

This section provides an overview of the Support Annexes to the Emergency Operations Plan (EOP).

#### **Background**

The Support Annexes 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. The actions described in the Support Annexes are not limited to particular types of events but are overarching in nature and applicable to nearly every type of incident. In addition, they may support several Emergency Support Functions (ESFs). Examples include public affairs, infrastructure, resources, and worker safety and health.

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 the majority of incidents. The annexes address the following areas:

- ▶ Animal Care
- ▶ Damage Assessment
- ▶ Debris Management
- ▶ Evacuation
- ▶ Financial Management
- ▶ Information Technology
- ▶ Logistics Management
- ▶ Public Affairs
- ▶ Volunteer/Donations Management
- ▶ Worker Safety & Health

### Roles and Responsibilities

Each Support Annex identifies a coordinating agency and cooperating agencies. In some instances, the responsibility of a coordinating agency is a joint endeavor between two departments.

The overarching nature of functions described in these annexes frequently involves either support to or cooperation of 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.

The responsibilities of the coordinating agency and cooperating agencies are identified below.

### **Coordinating Agency**

Coordinating agencies described in the EOP support the incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response. The City of Winchester Emergency Management retains responsibility for overall incident management. Agencies designated as coordinating agencies are responsible for implementation of processes detailed in the annexes.

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 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.

### **Cooperating Agencies**

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. Cooperating agencies are responsible for:

- ▶ Conducting operations, when requested by the 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
- ▶ Nominating new technologies or procedures that have the potential to improve performance within or across functional areas for review and evaluation.



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## INCIDENT SPECIFIC ANNEXES



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### Incident Specific Annexes Introduction

#### **Purpose**

This section provides an overview of the annexes applicable to situations requiring specialized, incident-specific implementation of the Emergency Operations Plan (EOP).

#### **Background**

The Incident Annexes address contingency or hazard situations requiring specialized application of the EOP. The annexes in the sections that follow address the following situations:

- Catastrophic Incident
- Dam Safety
- Flooding Incident
- Severe Weather
- Hazardous Materials Incident
- Terrorism Incident Law Enforcement
- Warning
- Airport
- Pandemic Flu (in development)
- Continuity of Operations (in development)
- Long Term Power Outages

Incident Annexes are organized alphabetically. Policies and procedures in the Catastrophic Incident Annex are overarching and applicable for all hazards. Similarly, the mechanisms in the Terrorism Incident Law Enforcement and Investigation Annex apply when terrorism is associated with any incident.

#### **Incident Annex Contents**

The annexes describe the policies, situation, concept of operations, and responsibilities pertinent to the type of incident in question.

**Policies:** Each annex explains unique authorities pertinent to that incident, the special actions or declarations that may result, and any special policies that may apply.

**Situation:** Each annex describes the incident situation as well as the planning assumptions, and outlines the approach that will be used if key assumptions do not hold.

**Concept of Operations:** Each annex describes the concept of operations appropriate to the incident, unique aspects of the organizational approach, notification and activation processes, and specialized incident-related actions.

Each annex also details the coordination structures and positions of authority that are unique to the type of incident, the specialized response teams or unique resources needed, and other special considerations.

**Responsibilities:** Each Incident Annex identifies the coordinating and cooperating agencies involved in an incident-specific response; in some cases, this responsibility is held jointly by two or more departments.

The overarching nature of functions described in these annexes frequently involves either the support to, or the cooperation of, all departments and agencies involved in incident management efforts. In some cases, actions detailed in the annex also incorporate various components of local agencies and other departments and agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities. The responsibilities of the coordinating agency and cooperating agencies are identified below:

### **Coordinating Department**

Coordinating agencies described in the EOP annexes support the incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response. In some annexes, the responsibilities of the coordinating agency may be shared or delegated based on the nature or the location of the incident.

The coordinating agency is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex;
- Providing staff for operations functions at fixed and field facilities;
- Notifying and sub-tasking cooperating agencies;
- Managing tasks with cooperating agencies, as well as appropriate State agencies;
- Working with appropriate private sector organizations to maximize use of available resources;
- Supporting and keeping ESFs and other organizational elements informed of annex activities;
- Planning for short-term and long-term support to incident management and recovery operations; and
- Maintaining trained personnel to provide appropriate support.

### **Cooperating Agency**

The coordinating agency will notify cooperating agencies when their assistance is needed. Cooperating agencies are responsible for:

- Conducting operations, when requested by the coordinating agency, using their own subject-matter experts, capabilities, or resources;
- Participating in planning for incident management and recovery operations and development of supporting operational plans, standard operating procedures, checklists, and other tools.