



Volume I

2024

# Emergency Operations Plan



**Powhatan County, VA**

## Table of Contents

Preface .....	4
Promulgation Document .....	5
Board of Supervisors Resolution of Adoption .....	5
Record of Changes .....	6
Versioning .....	6
Record of Distribution .....	7
Plan Format .....	8
Purpose .....	10
Scope and Applicability .....	11
Authorities .....	12
Federal .....	12
Commonwealth Of Virginia .....	12
References .....	13
Planning Assumptions .....	14
Delegation of Authority .....	15
Authority of On-Scene Commanders .....	16
Authority of the County Emergency Manager .....	16
Authority of County Department Directors .....	16
Concept of Operations .....	17
National Incident Management System .....	17
Direction, Control and Coordination .....	18
Incident Command System .....	19
Unified Command .....	19
Area Command .....	19
Multi-Agency Coordination System (MACS) .....	19
Emergency Operations Center (EOC) .....	20
Department Operations Center (DOC) .....	20
Organization .....	21
On-Scene Incident Commander(s) .....	21
Emergency Operations Center .....	21
Sequence of Actions within the Emergency Management Cycle .....	24
Mitigation .....	24
Prevention, Protection, and Preparedness .....	24

Incident Recognition .....	24
Internal Incident Notification and Warning .....	25
Activation of the Emergency Operations Plan/Emergency Operations Center .....	25
EOC Levels of Activation .....	26
Response .....	27
Declarations .....	27
Non-Declared Disasters .....	27
Types of Disaster Declarations .....	28
Local Emergency Declaration .....	28
Commonwealth State of Emergency Declarations .....	29
Federal Emergency and Major Disaster Declarations .....	30
Public Information, Notifications, and Warnings .....	31
Recovery .....	33
Debris Management .....	34
Damage Assessment .....	34
County facility and systems assessment: .....	35
Disaster Assistance Programs .....	37
Unmet Needs .....	38
Continuity of Government .....	39
Special Considerations .....	40
Medical, Functional, and Access Needs .....	43
Children .....	43
Animals .....	44
Organization and Assignment of Roles/Responsibilities .....	45
Individuals, Families, and Households .....	45
Communities .....	45
Non-Governmental, Partner, and Volunteer Organizations .....	45
Private Sector .....	46
Local Government .....	47
Information Collection, Analysis, and Dissemination .....	52
Community Lifelines .....	52
Lifeline Components and Essential Elements of Information .....	53
Communications .....	54
Between the Incident Commander and the EOC .....	54
Public Information Officer (PIO) .....	54

Communications to the Public .....55

  Joint Information Center (JIC) .....55

  Communications with the VEOC ..... 55

  Communications with surrounding jurisdictions .....55

Administration, Finance, and Logistics ..... 56

  Reporting and Documentation .....56

  After Action Reporting ..... 56

  Finance .....57

  Resource Ordering and Management ..... 57

  Mutual Aid .....58

Plan Development and Maintenance ..... 59

  Maintenance .....59

Training and Exercises ..... 60

  After Action Reports (AARs) ..... 61

  Corrective Actions ..... 61

  NIMS Training Requirements ..... 62

  Exercises ..... 63

Emergency Support Functions (ESFs) .....64

  Primary Responsible Department/Agency ..... 65

Acronyms .....66

Glossary ..... 67

Tabs .....72

  Tab 1: Board of Supervisors EOP adoption Resolution ..... 73

  Tab 2: SAMPLE Declaration of a Local Emergency ..... 74

  Tab 3: SAMPLE BOS resolution confirming the existence of a Local Emergency ..... 75

  Tab 4: SAMPLE BOS resolution confirming the ending of a Local Emergency ..... 76

  Tab 5: BOS re-adoption of NIMS ..... 77

  Tab 6: Master Catalog of Plans and Documents ..... 78

## Preface

The Powhatan County Emergency Operations Plan (EOP) is a multi-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of major emergencies and disasters within the County. The EOP is implemented when it becomes necessary to mobilize community resources to save lives and protect property and infrastructure. The EOP incorporates the National Incident Management System as the County-wide standard for incident management and reflects other changes resulting from the adoption of the National Response Framework and National Disaster Recovery Framework.

The plan outlines the roles and responsibilities assigned to County departments and agencies for response to disasters and emergencies. The EOP is not intended as a stand-alone document but serves as the overarching strategy that aligns more detailed department and agency plans and operating procedures to meet County response and recovery needs.

The successful implementation of the plan is contingent upon a collaborative approach between the County and all stakeholders that constitute its Emergency Management Program, including other public agencies, private entities, non-governmental organizations, and the public. The plan recognizes the significant role these partner agencies and organizations perform during emergencies and disasters and their specific roles and responsibilities are also included in the plan. Separate memoranda of understanding will be established with these organizations, as applicable.

## **Promulgation Document**

The Emergency Operations Plan (EOP), and contents within, is a guide to how the County Of Powhatan conducts an all-hazards response and recovery to natural and man-caused disasters or emergencies.

The EOP is written in support of emergency management and is built upon the National Response Framework as scalable, flexible, and adaptable coordinating structures to align key roles and responsibility. This plan and contents within shall apply to all county personnel participating in mitigation, preparedness, response, and recovery efforts.

Furthermore, tasked organizations supporting EOP guidelines shall maintain their own procedures/guidelines and actively participate in the training, exercise, and maintenance needed to support this plan. The EOP is intended to capture specific authorities and best practices for managing incidents of any size or scope.

This EOP was prepared by Emergency Management staff and approved by executive management, thereby enabling activities contained within this document to be performed within the County's capability. Furthermore, this EOP has been made available to County departments and divisions and with external agencies that may be affected by its implementation.

### **Board of Supervisors Resolution of Adoption**

[See Tab # 1](#)

## Record of Changes

Version #	Change #	Date	Page(s)	Summary of Change	Authority
V1.0				Initial adoption of the plan	BOS

## Versioning

Each version # of the document represents the year of the documents life that the change was made, (i.e. V1 = 1<sup>st</sup> year of the plans life, V2 = 2<sup>nd</sup> year of the plans life, etc.) the number following the version year is the change sequence, (i.e. .1 = 1<sup>st</sup> change in the year, .2 = 2<sup>nd</sup> change in the year, etc.)

**Example:** “V3.2” = *the third year of the plan’s life and the second change that was made in the third year.*

## Record of Distribution

### Electronic Copies (.PDF)

Department/Agency	Title	Electronic Copies
Board of Supervisors	Each member and clerk	6
Building Inspections	Building Official	1
Commissioner of Revenue	Commissioner	1
County Administration	County Administrator	1
County Attorney	County Attorney	1
County Extension	4H & Ag Extension Agents	1
Emergency Communications	Director	1
Finance Department	Director	1
Fire and Rescue	Fire Chief	1
Health Department	Director	1
Human Resources	Director	1
Library	Director	1
Planning Department	Director	1
IT Department	Director	1
IT Department	GIS Coordinator	1
Public Schools	Superintendent	1
Public Works	Director	1
Sheriff's Department	Sheriff	1
Social Services	Director	1
Treasurer	Treasurer	1
VDEM – Region 1	Chief Regional Coordinator	1
VDOT – Powhatan Area HQ	Area HQ Superintendent	1
VSP – Powhatan Area 6	First Sergeant	1

### Printed Copies

Department/Agency	Title	# Of Copies
Emergency Management	Office working copy	1
Emergency Management	EOC	1
Emergency Management	Mobile Command Center	1

## Plan Format

Plans and documents that encompass the County's Emergency Management Program (EMP) consists of the following volumes and supporting sections:

**Volume I: Basic Plan (*this plan*)**, this is the main operational framework of the County's Emergency Management program that provides overarching policy and guidance for emergency response and short-term recovery operations. This volume is ratified by the County Board of Supervisors and is supported by the other volumes of the EAP. It also provides references and guidance by providing all applicable State and Federal statutes and planning guidance, as well as County ordinances that pertain to emergency response and recovery. Statewide Mutual Aid and Emergency Management Assistance Compact provisions are included in this section.

### **Volume II: Supporting Plans, Procedures and Instructions**

**General Operating Instructions (GOI)** describe the policies, situation, concept of operations, and responsibilities for particular hazards or unique incidents. These are check-list style instructions intended to be used to provide step-by-step guidance for a specific event. The instructions will guide the user as to which ESF to activate and what essential elements of information (EEI) are needed to be collected for the specific hazard or event.

**Emergency Support Functions (ESF's)** identify the primary and support agencies for each supporting function, describe expected mission execution, and identify tasks assigned to members of the ESF including non-governmental and private sector partners. They describe the framework through which departments and agencies, the private sector, not-for-profit and voluntary organizations, and other nongovernmental organizations coordinate and execute the common strategies. These functions are operational and tactical in nature and provide specific instructions on what tasks need to be accomplished in order to accomplish the support function.

**Community Lifelines (CL)** identified in this section are considered critical elements of a communities operation and infrastructure. The elements of this section are used to monitor the status of the lifelines to aid in Situational Awareness and a Common Operating Picture.

**Specialty Plans (SP)** identify the primary and support agencies for a unique facility or operation, describe expected mission execution, and identify tasks assigned to members of the plan including non-governmental and private sector partners.

**Standard Operating Procedures (SOP's)** describe specific check-list style instructions on the use and operation of equipment that support the Emergency Management program and mission.

**Volume III: Recovery Operations Plan (ROP)** describes the main operational framework of the County's Emergency Management recovery program. It provides overarching policy and guidance for long and short-term recovery operations. As with Volume I, it too has supporting functions (RSFs).

**Volume IV: Continuity of Operations/Government Plan (COOP/COG)**

**Volume V: Hazard Mitigation Plan (HMP)**

**Volume VI: Forms and Supporting Documents**

## Purpose

The mission of *Powhatan County* is to enhance the economic, educational, social, and physical quality of the community and provide sustainable municipal services which are valued by its citizens and visitors. To this end, the County's Emergency Management Program (EMP) establishes the organizational framework thru various plans and other operational documents for County leadership, departments, citizens, private sector and non-governmental partners, and other stakeholders to effectively prevent and mitigate against, prepare for, respond to, and recover from all-hazards incidents, emergencies, and events that impact this mission in a coordinated manner. Key goals and concepts established through this Emergency Operations Plan (EOP) are as follows:

- Systematic organization of interagency efforts to minimize damage, restore impacted areas, and implement programs to mitigate vulnerability to future events,
- Proactive identification and deployment of resources in anticipation of or in response to a disaster event,
- Coordinated mechanisms for vertical and horizontal coordination, communications and information-sharing in response to threats or incidents,
- Establishment of fundamental agreements that are the basis for interagency and intergovernmental planning, training, exercising, assessment and coordination, and information exchange.

The EOP addresses the immediate requirements for an emergency in which normal operations are interrupted and special measures must be taken to:

- Save lives and protect the health and safety of the public, responders, and recovery workers,
- Ensure security of the County,
- Provide and analyze information to support decision-making and action plans,
- Manage County resources effectively in the emergency response,
- Protect and restore critical infrastructure and key resources,
- Ensure local government continues to function throughout the incident,
- Manage communication regarding emergency response and recovery operations,
- Communicate critical information to citizens,
- Protect property and mitigate damages and impacts to individuals, communities, and the environment,
- Track response resources immediately and throughout response and recovery,
- Facilitate recovery of individuals, families, businesses, government, and the environment.

This plan does not supersede or replace the procedures for safety, hazardous materials response, or other procedures that are already in place in the County. It supplements those procedures with a temporary crisis management structure, which provides for the immediate focus of management on response operations and the early transition to recovery operations.

## Scope and Applicability

The EOP:

- Applies to all natural or human-caused hazards that threaten the well-being of the residents and visitors, including populations with medical, access and functional needs, within the geographic boundary of Powhatan County. The plan, or portions thereof, may also apply when the County and other jurisdictions provide mutual aid support to emergency situations.
- Establishes a fundamental concept of operations for the comprehensive management of emergencies scalable to the size and scope of the incident.
- Defines the mechanisms to facilitate the delivery of immediate assistance, including the direction and control of local, intrastate, interstate, and federal response and recovery assets.
- Establishes lines of authority and organizational relationships for direction and control of emergency operations and shows how all actions will be coordinated.
- Establishes a method of operations that spans the direction and control of an emergency from initial monitoring through post-disaster response, recovery, and mitigation.
- Defines and assigns specific emergency roles and responsibilities to County departments and partner organizations.
- Describes how emergency operations will be conducted within the County and coordinated with neighboring and regional jurisdictions, the Commonwealth of Virginia, and the Federal Government.
- Outlines methods to coordinate with the private sector and voluntary organizations.
- Applies to all County departments that are tasked with roles and responsibilities within the EOP and recognizes the responsibility of each County department to respond when the size and scope of the incident requires it.
- Describes protection of people (including unaccompanied minors, individuals with limited English proficiency, individuals with disabilities, and others with accessibility requirements and medical and functional needs) and property.
- Establishes the framework and general concept of emergency operations but must be supplemented with additional detailed planning efforts and documents. All County departments are required to develop and maintain administrative policies and procedures; preparedness, continuity, mitigation, and recovery plans; and job aids and tools necessary to effectively execute the assigned responsibilities.

## Authorities

Various statutory authorities, regulations and policies provide the basis for actions and activities regarding incident management. Nothing in this EOP alters the existing authorities of County departments or cooperating agencies. The plan establishes the coordinating structures to integrate the specific regulatory authorities of the spectrum of participating agencies in a collective framework for action to include mitigation, prevention, preparedness, response and recovery.

### **Federal**

- Robert T. Stafford Relief and Emergency Assistance Act of 1988, as amended, 42 U.S.C., Public Law 93-288 as amended by Public Law 100-707
- Disaster Recovery Reform Act (DRRA) of 2018
- Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135
- The Disaster Mitigation Act of 2000, Public Law 106-390
- National Response Framework (NRF), Oct. 2019.
- National Disaster Recovery Framework (NDRF), June 2016
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
- National Incident Management System (NIMS), October 2017
- Americans with Disabilities Act of 2010
- Emergency Management and Assistance 44 CFR Chapter 1 (October 1, 2010)
- Emergency Planning and Community Right-to-Know Act of 1986 (Public Law 99-499, October 17, 1986), Title III of the Superfund Amendments and Reauthorizations Act (SARA)
- Post Katrina Emergency Reform Act of 2006

### **Commonwealth Of Virginia**

- Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended
- The Commonwealth of Virginia Emergency Operations Plan, as amended
- Virginia Post Disaster Anti-Price Gouging Act, Sections 59.1-525 to 59.1-529 Code of Virginia
- The Code of Virginia, Title 32.1, Section 48.05 to 48.017
- Commonwealth of Virginia, Office of the Governor, Executive Order Number Thirteen (2022), Delegation of Governor's Authority to Declare a State of Emergency and to Call the Virginia National Guard to Active Service for Emergencies or Disasters When the Governor is Out of the Commonwealth of Virginia and Cannot Be Reached
- Commonwealth of Virginia, Office of the Governor, Executive Order One Hundred and Two (2005), Adoption of the National Incident Management System and Use of the National Preparedness Goal for Preventing, Responding to and Recovery from Crisis Events in the Commonwealth.
- Commonwealth of Virginia, Office of the Governor, Executive Order Number 41 (2019), Emergency Preparedness Responsibilities of State Agencies and Public Institutions of Higher Education

## References

- FEMA Comprehensive Preparedness Guide (CPG) 101, version 3.0, September 2021
- FEMA Lifelines Construct, version 2.1, July 2023
- Local and Tribal NIMS Integration: Integrating the National Incident Management System into Local and Tribal Emergency Operations Plans and Standard Operating Procedures, version 1.0, Department of Homeland Security
- Emergency Management Accreditation Program (EMAP) Standard, 2023
- Commonwealth of Virginia Emergency Operations Plan, as updated
- Richmond-Crater Multi-Region Hazard Mitigation Plan, 2022

## Planning Assumptions

- Nothing in this EOP alters or impedes the ability of Federal, State, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive Orders, and directives.
- Emergencies of various type, size, intensity, and duration may occur within or near the jurisdictional boundaries of Powhatan County with or without warning. These emergencies can develop into disasters that affect the safety, health, and welfare of the population and cause damage or destruction to private and public property as well as the environment.
- Incidents are typically managed at the lowest possible level of government.
- Emergency operations will be managed in accordance with the National Incident Management System (NIMS) and utilize all elements of the Incident Command System (ICS).
- County government must continue to function throughout a disaster or emergency situation. Depending upon the scope and magnitude of the incident, concurrent implementation of the Continuity of Operation/Government (COOP/COG) Plan may be necessary.
- Large-scale emergencies are managed from the Emergency Operations Center (EOC), a centralized operation. An alternate EOC has been designated, and a mobile EOC is available to establish an EOC at an outlying site.
- County departments may be required to respond on short notice and at any time of the day or night to provide effective and timely assistance. It is the responsibility of each department to ensure staff are trained, prepared, and available to respond.
- Response personnel and other employees may be impacted by and potentially become a casualty of the emergency situation, affecting their availability to execute their emergency responsibilities.
- In the event the emergency situation exceeds local emergency response capabilities, outside assistance may be requested, either through mutual aid support agreements with nearby jurisdictions and volunteer emergency organizations or through the Virginia EOC.
- Widespread power and communications outages may require the use of alternate methods of communication to deliver essential services and public information.
- Communications may be problematic due to demands exceeding capacities.
- Powhatan County has a limited number of full and part-time staff employees. Additional resources will need to be requested from the VEOC or through Mutual Aid agreements in order to staff components of the EOC and/or supporting ESF's.
- Emergency preparedness is everyone's responsibility – residents and government employees should be informed of their personal preparedness responsibilities and educated on how to appropriately prepare for maintaining self-sufficiency in an emergency situation.

## Delegation of Authority

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, designates the County Administrator as the Director of Emergency Management. The Chief of the Department of Fire and Rescue serves as the Deputy Director of Emergency Management. The Director of Emergency Management shall have authority to appoint an Emergency Services Coordinator with the consent of the Board of Supervisors.

The Director of Emergency Management, or designee, is responsible for organizing emergency management and directing emergency operations through the regularly constituted government structure, and using equipment, supplies, and facilities of existing departments and organizations of the County to the maximum extent practicable.

The Director shall prepare or appoint someone to prepare and update a County comprehensive emergency management plan. The Director may, in collaboration with other public and private agencies within the Commonwealth or other States or localities, develop or oversee the development of mutual aid agreements or reciprocal assistance in the case of an emergency or disaster too great to be handled unassisted.

When a local emergency is declared, the Director of Emergency Management, or designee, is authorized to:

- Control, restrict, allocate, or regulate the use, sale, production, and distribution of food, fuel, clothing, and other commodities, materials, goods, services, and resource systems that do not impact systems affecting adjoining political subdivisions.
- Enter into contracts and incur obligations on behalf of the County necessary to combat such threatened or actual disaster, protect the health and safety of persons or property, and provide emergency assistance to the survivors of such disaster.
- In exercising these powers, proceed without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) pertaining to the performance of public work; entering into contracts, incurring obligations, employing temporary workers, renting equipment, purchasing supplies and materials, and expending public funds, provided such funds, in excess of appropriations in the current approved budget, are unobligated and available.

The Director of Emergency Management will delegate authority to specific individuals in the event that he or she is unavailable or otherwise delegates his/her authority.

The Director and/or Emergency Management Coordinator may designate a Deputy Coordinator(s) who shall be responsible to them, and shall carry out such tasks as designated by the Director and/or Coordinator. The Director of Emergency Management may designate other personnel when the nature of the emergency is such that a specific level or field of expertise is essential to direct operations.

## **Authority of On-Scene Commanders**

The Director of Emergency Management delegates authority to operational department heads to appoint on-scene incident commanders using ICS in accordance with NIMS, and establish standard operating procedures (SOPs) to guide the management of emergency operations depending upon the type of incident.

Upon arrival at an emergency, the senior responsible official on scene will establish incident command and designate a command post location in order to manage the emergency. Incidents that begin as a single agency response may evolve into an operation requiring a multi-agency response to meet actual or expected needs.

On-scene Incident Commanders shall regularly report information to the Emergency Operations Center (if activated). Any on-scene requests for resources are directed through the EOC, once it is activated and operational.

## **Authority of the County Emergency Manager**

The Director of Emergency Management or designee delegates authority to the Emergency Management Coordinator or designee to activate, staff, and manage the EOC. In the absence of the Coordinator, a Deputy Coordinator can be appointed and will have the responsibility and authority to carry out the assigned duties of the Emergency Manager.

## **Authority of County Department Directors**

The County Administrator delegates authority to each County Department Director to carry out his/her assigned duties and responsibilities. In the absence of the Department Director, an Acting Director or Deputy will be appointed to carry out the assigned duties and responsibilities.

It is expected that officers and personnel of all County departments, offices and agencies will cooperate with and extend any services and facilities to the Director of Emergency Management upon request.

## Concept of Operations

This Concept of Operations outlines Powhatan County’s general framework for managing incidents, emergencies, and events throughout the emergency management cycle. In summary, the EOP will be activated to quickly assess and respond to the impacts of an incident. Local resources will be fully committed before State or Federal assistance is requested. If the incident exceeds the County’s emergency response capabilities, assistance will be requested through the Virginia Emergency Operations Center (VEOC).

### **National Incident Management System**

The County Board of Supervisors adopted the National Incident Management System (NIMS) as the standard for incident, emergency, and event management throughout the jurisdiction on January 10, 2005 and re-adopted the system on May 04, 2021. (*See Tab 5: BOS Resolution adopting NIMS*) The Emergency Management Coordinator or designee is the single point of contact responsible for coordinating the ongoing implementation and maintenance of NIMS program activities throughout the County. As both a national best practice and a state compliance requirement, NIMS sets common goals across all fundamental incident management components, including a flexible, scalable, and modular organization; unified command wherever possible; Multi-Agency Coordination Systems; common terminology; standardized incident action planning; comprehensive resource management; integrated communications systems; and pre-designated facilities.

The County’s emergency response organization will implement a unified incident management strategy that aligns Emergency Support Functions (ESF’s) within the Incident Command System to manage, coordinate, and direct resources committed to an incident. This structure supports effective coordination across personnel, facilities, equipment, and systems by maintaining a manageable span of control, staffing functional positions only when needed, and ensuring personnel safety and accountability.

## Direction, Control and Coordination

### **General:**

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, stipulates that emergency services organizations and operations will be structured around existing constitutional government. The Powhatan County organization for emergency operations consists of existing government departments and private emergency response organizations.

Direction and control of emergency management is the responsibility of the County Administrator as the designated Director of Emergency Management. The day-to-day emergency preparedness program has been delegated to the Emergency Management Coordinator. The Director, in conjunction with the Coordinator, will control emergency operations in time of emergency and issue instructions to other services and organizations concerning disaster response.

The Director of Emergency Management, or designee, has the constituted legal authority for implementing the Emergency Operations Plan and declaring a local emergency. A local emergency may be declared by the Director in consultation with the Emergency Management Coordinator. The declaration of a local emergency activates the EOP or parts thereof. The Director of Emergency Management, or designee, or the Emergency Management Coordinator will notify the Virginia Department of Emergency Management (VDEM) immediately upon the declaration of a local emergency.

The Emergency Management Coordinator, or designee, monitors developing or threatening situations and determines when to recommend activation of the Emergency Operations Center (EOC). Any emergency situation requiring more than routine coordination and assistance and involving multiple departments and organizations may result in an activation of the EOC.

The Director of Emergency Management, or designee, has the authority to order a full activation of the EOC whenever it is appropriate to coordinate the County departments' response to the incident. These circumstances may result in the Declaration of a Local Emergency. Departments and organizations will either be directed to provide a representative to the EOC or placed on alert. ESFs may be selectively activated by the Emergency Management Coordinator, or designee, to meet actual or anticipated requirements. Representatives must have the authority to make decisions and commit resources on behalf of their department or organization.

The Director of Emergency Management, or designee, in coordination with the Policy Group and the County Attorney when necessary, will make policy decisions and actions necessary to ensure an effective and efficient response to emergency incidents.

## **Incident Command System**

Powhatan County utilizes the Incident Command System (ICS, a NIMS component) for incident, emergency, and event management throughout the County. ICS is an emergency management system designed to enable effective and efficient management of incidents by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. ICS is widely applicable to organize both short-term and long-term field operations for the full spectrum of emergencies.

## **Unified Command**

Unified Command (UC) will be used when there is more than one County department or organization with incident jurisdiction, or when incidents cross political jurisdictions. Departments will work together through the designated members of the UC to establish common objectives and strategies under a single Incident Action Plan (IAP).

In large-scale emergencies, Fire Department Officers, Sheriff Commanders, may establish a Unified Command Post (UCP) at or near the incident site. They will notify other agencies that need to be present at the UCP. They will jointly appoint command and general staff as necessary to carry out incident objectives.

## **Area Command**

When a single incident covers a large geographical area or there are multiple incidents, multiple local ICS organizations may be required. When multiple organizations are operational, it may be necessary to establish an Area Command (AC) organization. An AC is an organization established to oversee the management of multiple incidents that are being handled by an ICS organization or to oversee the management of large or multiple incidents.

AC has the responsibility to set the overall strategy and priority, allocate critical resources according to the priorities, and to ensure that all incidents are properly managed and established objectives are achieved. In the event an AC is needed, the Sheriff, and Chief of the Department of Fire and Rescue, will ensure that appropriate coordination and consultation with the Emergency Management Coordinator is accomplished.

## **Multi-Agency Coordination System (MACS)**

The primary function of multi-agency coordination is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field.

The Multi-Agency Coordination System (MACS) consist of a combination of elements: personnel, procedures, protocols, business practices, and communications integrated into a common system. For the purpose of coordinating resources and support among multiple jurisdictions, MACS can be implemented from a fixed facility or by other arrangements outlined within the system.

## **Emergency Operations Center (EOC)**

One of the most commonly used elements of the MACS is the EOC. In emergency situations that require additional resource and coordination support, the County EOC will be used. In some cases (but not normally) the EOC may also manage direction and control of the incident.

Upon activation, communications and coordination will be established between Incident Command and the EOC. Additionally, the EOC will establish communication and coordination with neighboring jurisdiction EOCs and the Virginia EOC to coordinate response and recovery activities. The County's EOC organization will be discussed in detail later in this Plan.

## **Department Operations Center (DOC)**

A department operations center (DOC) is a coordination point that focuses on a single department's internal incident management and response. An example would be a DOC set up by Public Works to manage a debris operation.

County departments may choose to establish a DOC to coordinate their emergency management activities. The DOC will be linked to the EOC and actions will be coordinated through the departmental representatives in the EOC.

## Organization

### On-Scene Incident Commander(s)

Most emergency situations are handled routinely by the Fire and Rescue Department, and/or the Sheriff's Department, with response activities conducted at the field level. ICS is routinely implemented to organize response to the emergency or disaster, incorporating the functions, principles and components of ICS (unified command, action planning, span of control, hierarchy of command). Once an emergency or disaster has occurred or is imminent, the responding department establishes on-scene incident command, including the designation of an Incident Commander (IC) and establishment of an Incident Command Post (ICP). The IC provides command and control, which includes planning, accountability, and carrying out a plan to mitigate the situation. The IC allocates resources assigned to the incident, including those activated through local mutual aid agreements. In the event that multiple locations within the County are affected, an on-scene IC may be present at each of several separate incidents. Depending on the scope of the emergency or disaster, resources needed, and coordination necessary within and outside the County, the Emergency Operations Center (EOC) may be activated to provide support for IC field operations.

### Emergency Operations Center

The EOC is a facility where County and select other personnel work collaboratively to define emergency priorities, establish policies, assign resources, and coordinate requests for assistance. Upon activation of the EOP, the EOC may be partially or fully staffed (physically or virtually) depending on type and scope of the emergency. Available warning time will be used to implement increased readiness measures, which will ensure maximum protection of the population, property, and supplies from the effects of threatened disasters.

**EOC Policy Group:** Provides executive level policy direction during an incident, relying on the On-Scene Incident Commander(s), the EOC Manager, and the functional units to execute the plan. The Policy Group is comprised of senior leadership from the County and has the following responsibilities:

- Provide policy (*not operational*) decisions and guidance as required by the incident response and recovery actions,
- Delegate necessary authorities for incident stabilization and protection of life and property,
- Negotiate resolutions to conflicting incident priorities,
- Allocate financial resources required to accomplish the incident management priorities,
- Ensure coordination with external agencies and resource providers,
- Negotiate critical business function maintenance and restoration,
- Monitor the recovery process to ensure recovery is proceeding according to plan and to provide guidance as needed.

The County Attorney advises the Policy Group as needed.

**EOC Coordination Group:** Supports the field response during the implementation of the EOP. Depending on the specific situation or event, the Coordination Group is staffed by personnel representing functional departments of the County that are designated as Emergency Support Function (ESF) primary agencies (see *Volume II: Emergency Support Functions* for more information). Coordination Group members are responsible for ensuring their functional area has standard operating procedures and resources necessary to execute their plan. The Coordination Group is augmented by supporting departments and agencies from across the County and region, as applicable. All primary and supporting agencies must be knowledgeable of overall EOP operations. The composition of the activated Coordination Group may vary depending on the type of emergency.

The major functions of the EOC are:

**Situational Assessment:** This assessment includes the collection, processing, and display of all information needed. This may take the form of consolidating situation reports, obtaining essential elements of information, and preparing maps and status boards.

**Incident Priority Determination:** The EOC will establish the priorities among ongoing incidents within the County. Processes and procedures will be established to coordinate with Area or Incident Commands to prioritize the incident demands for critical resources. Additional considerations for determining priorities will include:

- life-threatening situations,
- threat to property,
- high damage potential,
- incident complexity,
- environmental impact,
- economic impact,
- and, other criteria established by the EOC.

**Critical Resource Acquisition and Allocation:** Critical resources will be acquired, when possible, from County departments. Resources may need to be shifted to match the incident needs as a result of incident priority decisions. Resources available from incidents in the process of demobilization may be shifted, for example, to higher priority incidents. Resources may also be acquired from outside the affected area.

**Support for Relevant Incident Management Policies and Interagency Activities:** The EOC will coordinate, support, and assist with policy-level decisions and interagency activities relevant to incident management activities, policies, priorities, and strategies.

**Coordination with Others:** A critical part of the EOC process is establishing communication and coordination with surrounding jurisdictions, the State and Federal governments, partner organizations, and public and private sector resources.

**Coordination with Elected and Appointed Officials:** The EOC will have established policies and procedures to keep elected and appointed officials at all levels of government informed. Providing support and awareness for the officials is extremely important.

**Coordination of Data:** Through situation assessment department personnel implementing the multiagency coordination procedures may collect, collate, and disseminate incident and operational related information within their area of responsibility as well as provide agency/jurisdictional contacts for media and other interested agencies.

### **The EOC Facility:**

The primary EOC is located in the administrative conference room of the Department of Fire and Rescue (Village Building, 3910 Old Buckingham Road) The EOC is the traditional setting for centralized emergency coordination. The decision to activate the EOC will be made after consultation with the Director of Emergency Management. When activated, the EOC will become the primary operational point of contact to key officials.

The EOC is managed by the Emergency Management Coordinator or designee. The Emergency Management Coordinator may request additional staff and support positions as necessary depending upon the nature, scope, and complexity of the incident or the requirements. Some departments and agencies represented at the EOC may have a department operations center. In these circumstances, the individual at the EOC serves as a liaison to the department operations center. As missions are assigned at the EOC, this information is conveyed to the department operations center for implementation. Department operations centers will coordinate their activities with the EOC, to maintain shared situational awareness and reduce duplication of effort.

If it becomes necessary to relocate, the Emergency Management Coordinator may formalize the emergency management organization by coordinating response from the secondary EOCs located in the training room of the Huguenot Public Safety Building (1921 Urbine Road) or the training room of the Pocahontas Landmark Center (4290 Anderson Hwy.) Emergency Management will announce the activation of the alternate EOC and provide information on key points of contact.

Additional EOC redundancies include the capability to operate virtually through various web-based applications for information sharing and response coordination, and the availability of a mobile command center for field incidents of limited scope. The mobile command center could be used to provide some EOC functionality in a field location; however, its primary role will be to support the Incident Commander with field operations.

## Sequence of Actions within the Emergency Management Cycle

### **Mitigation**

The County will take actions to reduce or eliminate long-term risk to people and property from recognized hazards and their side effects. Mitigation measures will be incorporated in the rebuilding of infrastructure damaged in the event. The Greater Richmond Regional Hazard Mitigation Plan will be reviewed and updated as necessary, adding County-specific mitigation actions that could be of value in preventing similar impacts for a future disaster. The Emergency Management Coordinator will work with the Virginia Department of Emergency Management's Mitigation Program to develop mitigation grant projects to address the most at-risk areas.

### **Prevention, Protection, and Preparedness**

The County champions a strong commitment to preparedness, focusing on educating community members on mitigation, prevention, protection, preparedness, response, and recovery strategies. The Emergency Management Coordinator assesses the County's preparedness for natural, epidemic, and terrorist emergencies and then develops and communicates the County-wide strategies, plans, and procedures to address these hazards. Key personnel from across the County are engaged in planning as well as training and exercising emergency response plans. These efforts are complemented through collaboration with representatives from surrounding jurisdictions and regional, State, and Federal agencies on emergency planning.

### **Incident Recognition**

Local and nongovernmental organizations report threats, incidents, and potential incidents using established communications and reporting channels. The Emergency Management Coordinator is alerted and an immediate incident assessment is conducted to determine the scope and impact of the incident, using information provided by emergency responders, situational awareness tools, and the Emergency Communications Center as appropriate. This assessment leads to a recommendation to activate the EOP and mobilize the Emergency Operations Center to handle the crisis situation. The Emergency Management Coordinator advises the Director of Emergency Management on the situation and the need to request a local emergency declaration and EOP activation. The Director of Emergency Management can make the determination to activate the EOP to begin the coordination of information-sharing and incident management activities within and outside the County.

## **Internal Incident Notification and Warning**

All department point of contacts will be notified of the EOC activation by the Emergency Management Coordinator, or designee, through electronic messaging (Text, Pager, or CodeRED®), email, the County website, social media and/or other available resources. County departments and organizations will notify their EOC representative(s) and other staff as appropriate through their internal notification process.

Additionally, the following notifications will take place:

- The Director of Emergency Management, or designee, will notify the Board of Supervisors of the activation of the EOC.
- Each department/agency will be responsible for additional notifications necessary for emergency operations.
- The Emergency Management Coordinator or designee will advise the Virginia Department of Emergency Management of EOP implementation and EOC activation through the Virginia EOC.

Upon notification, identified EOC representatives shall report to the EOC at the appointed time and be prepared to carry out their assigned roles and responsibilities. Departments will provide appropriate representation to the EOC based upon the level of activation. Department representatives will be prepared to staff the EOC until they are relieved by other department personnel or the incident is terminated.

## **Activation of the Emergency Operations Plan/Emergency Operations Center**

The implementation of the EOP and activation of the EOC may or may not occur simultaneously. The level of EOC and EOP activation will be based upon the severity and scope of the incident. The ESFs established by this plan and the Hazard- or Incident-Specific Operating Instructions, may be selectively activated based upon initial or anticipated requirements.

The EOP may be implemented by the Director of Emergency Management or the Emergency Management Coordinator or designee. Activation may be based upon weather warnings issued through the National Weather Service (NWS) or other sources. Any department head may request that the EOC be activated to support emergencies being managed by their organization.

If EOC staff is required to convene in person, the Emergency Management Coordinator or designee will activate the EOC. As applicable activities include transporting equipment and supplies to the selected location, setting up workspaces, and associated technology support. EOC staff members are expected to sign in and out of the EOC to assist in resource tracking. All departments and partner organizations are expected to provide a trained representative to the EOC with authority to make decisions and commit resources when requested.

The EOC will establish operational periods as a basis for the incident action planning process at the EOC. Typically, the operational periods are 12 hours long (e.g. 8:00 a.m. to 8:00 p.m. and 8:00 p.m. to 8:00 a.m. during 24-hour operations). The planning process (using the Planning P) is designed around identifying and achieving objectives over the next operational period. An EOC IAP will be produced for each operational period to communicate overall EOC objectives.

The EOC will schedule and conduct an operational period (or shift change) briefing at the beginning of each operational period to ensure EOC staff are briefed on the operational elements of the EOC IAP and are aware of the objectives that are expected to be accomplished. Operations within the EOC will be organized and conducted in accordance with established operational procedures, checklists, and job aids. For more information, see: *ESF08 and SOP01 "Emergency Operations Center"*.

### **EOC Levels of Activation**

The EOC has three levels of activation: monitoring, partial, and full.

**Level 1: Monitoring** - EOC operations are decentralized. Normal emergency response, communication, and resource management protocols are in place.

**Level 2: Partial Activation** - Through physical or virtual activation, certain key designated departments and agencies report to the EOC per EM's request. Partial EOC activations normally take place within regular business hours but may include after-hours or weekend operations. Normal information sharing platforms are used for situational awareness and resource coordination. Examples of events necessitating a partial EOC activation include planned events, emergencies of limited scope involving multiple departments, or ramp-up operations ahead of a large-scale anticipated or forecasted emergency (e.g. a hurricane).

**Level 3: Full Activation** - All designated EOC positions and support staff are staffed on up to a 24-hour rotational basis. A County declaration of emergency may be pending. Normal information sharing platforms, and coordination with external partners (VDEM, Virginia Fusion Center, state/federal law enforcement) for intelligence gathering may be required. Examples of events warranting a full EOC activation include major disasters affecting large parts of the County, regional emergencies, terrorist events, etc.

## Response

Once an incident occurs, priorities shift from prevention, protection, preparedness, and incident mitigation to immediate and short-term response activities to preserve life, property, and the environment. Response actions, managed through the previously defined incident management structure, will be prioritized and swiftly implemented. These actions may include, but are not limited to:

- Immediate law enforcement, fire, and/or emergency medical services
- Evacuations
- Transportation system detours
- Emergency public information
- Rapid needs assessment
- Actions to minimize additional damage
- Urban search and rescue
- Provision of public health and medical services, food, ice, water, and other emergency essentials
- Emergency debris clearance
- Emergency restoration of critical infrastructure
- Control, containment, and removal of environmental contamination
- Protection of responder health and safety

Response activities will be coordinated and supported by the EOC and County employees associated within the needed Emergency Support Functions. Once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations and, if applicable, hazard mitigation efforts.

## Declarations

### Non-Declared Disasters

The Director of Emergency Management, or designee, may direct County departments to respond to emergencies or disasters as outlined in this plan without a formal declaration of an emergency when the expectation is that local resources will be used and that no reimbursement of costs will be requested.

The Director of Emergency Management, or designee, may redirect and deploy County resources and assets as necessary to prepare for, adequately respond to, and quickly recover from an emergency incident. For significant events, the EOC may be activated to monitor the situation, coordinate activities among departments, and to ensure that the County is positioned to rapidly respond to the incident.

## Types of Disaster Declarations

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

- **Local Declaration:** A local emergency declaration activates the Emergency Operations Plan, eliminates time-consuming procurement processes, eases procurement restrictions, and provides for the expeditious mobilization of County resources in responding to a major incident.
- **Commonwealth Declaration:** A declaration of an emergency by the Governor of Virginia that includes Powhatan County provides the County access to the resources and assistance of the departments and agencies of the Commonwealth, including the National Guard, in the event local resources are insufficient to meet the needs.
- **Federal Declaration:** The Governor of Virginia may request a Federal emergency declaration. In the event that Powhatan County is included in the Federal declaration, the resources of Federal departments and agencies are available to provide resources and assistance to augment those of the County and the Commonwealth. (This is different from a Federal Major Disaster Declaration), ([See: “Federal Major Disaster Declaration”](#))

### Local Emergency Declaration

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Sections 44-146.17 to 44-146.19c Code of Virginia, as amended, prescribes the authorities pertaining to the declaration of local emergencies.

*“Local emergency”* as defined by the Commonwealth of Virginia Emergency Services and Disaster Law of 2000 means the condition declared by the local governing body when in its judgment the threat or actual occurrence of an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby; provided, however, that a local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the local governing body, when he deems the threat or actual occurrence of such an emergency or disaster to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby; provided, however, nothing in this chapter shall be construed as prohibiting a local governing body from the prudent management of its water supply to prevent or manage a water shortage.

The Director of Emergency Management, or designee, may (verbally or in writing) declare a local emergency (*See Tab 2: Sample Declaration of Local Emergency*) subject to later ratification, (**within 45 days** of the declaration), by the County Board of Supervisors. (*See Tab 3: Sample BOS resolution confirming the existence a Local Emergency*) A local emergency is declared when, in the judgment of the Director of Emergency Management, or designee, the threat or actual occurrence of an emergency or disaster is of sufficient severity and magnitude to warrant a coordinated local government action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused by the situation.

Whenever a local emergency has been declared, the Director of Emergency Management may control, restrict, allocate or regulate the use, sale, production and distribution of food, fuel, clothing and other commodities, materials, goods, services and resource systems which fall only within the boundaries of that jurisdiction and which do not impact systems affecting adjoining or other political subdivisions, enter into contracts and incur obligations necessary to combat such threatened or actual disaster, protect the health and safety of persons and property and provide emergency assistance to the survivors of such disaster, and proceed without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) pertaining to the performance of public work, entering into contracts, incurring of obligations, employment of temporary workers, rental of equipment, purchase of supplies and materials, and other expenditures of public funds, provided such funds in excess of appropriations in the current approved budget, unobligated, are available.

The declaration of a local emergency activates the EOP and applicable provisions of the plan. When, in its judgment, all emergency activities have been completed, the Board of Supervisors will take action to terminate the declared emergency. All County departments and partner organizations will receive notification of emergency declarations and terminations through established notification procedures.

Once the local emergency no longer exists, and recovery operations have begun, the Powhatan County Board of Supervisors will declare that a Local Emergency has ended thru another resolution. (*See Tab 4: Sample BOS resolution ending the existence of a Local Emergency*)

### **Commonwealth State of Emergency Declarations**

A “State of Emergency” as defined by the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, means the condition declared by the Governor when in his judgment, the threat or actual occurrence of an emergency or a disaster in any part of the Commonwealth is of sufficient severity and magnitude to warrant disaster assistance by the Commonwealth to supplement the efforts and available resources of the several localities, and relief organizations in preventing or alleviating the damage, loss, hardship, or suffering threatened or caused thereby and is so declared by him.

The Governor may declare a state of emergency to exist whenever, in his or her opinion, the safety and welfare of the people of the Commonwealth require the exercise of emergency measures due to a threatened or actual disaster.

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Sections 44-146.17 to 44-146.19c Code of Virginia, as amended, prescribes the authority and implications of a declaration of a state of emergency by the Governor. The Governor’s Declaration of a State of Emergency provides for the expeditious provision of assistance to local jurisdictions, including use of the Virginia Army and Air National Guard.

### **Federal Emergency and Major Disaster Declarations**

Under the provisions of the Robert T. Stafford Act, the Governor may request the President to declare a major disaster or emergency declaration for incidents that are (or threaten to be) beyond the scope of the State and local jurisdictions to effectively respond. The Major Disaster or Emergency Declaration designates the specific political subdivisions within the State (normally counties and independent cities) that are eligible for assistance.

**Federal Emergency Declaration:** “Emergency,” as defined by the Robert T. Stafford Act, means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. An Emergency Declaration is more limited in scope and without the long-term Federal recovery programs of a Major Disaster Declaration. Generally, Federal assistance and funding are provided to meet specific emergency needs or to help prevent a major disaster from occurring.

**Federal Major Disaster Declaration:** “Major disaster,” as defined by the Robert T. Stafford Act, means any natural catastrophe, including any: hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm or drought, or regardless of cause, any fire, flood, or explosion, in any part of the United States, which, in the determination of the President of the United States is, or thereafter determined to be, of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act (P.L. 93-288 as amended) to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby and is so declared by him. A Presidential Major Disaster Declaration puts into motion long-term Federal recovery programs, some of which are matched by State programs, designed to help disaster survivors, businesses, and public entities. For information, see the Disaster Assistance Programs section later in this document.

## Public Information, Notifications, and Warnings

(External Communications)

In “blue sky” conditions, various County departments and agencies maintain seasonal pre-incident public education awareness and education programs (e.g. hurricanes, fire safety, winter storms, etc.), which generally align with national and local educational initiatives. Methods used to disseminate information include the County website, social media, television and radio commercials, and outreach events, among others.

During an emergency situation, it is essential that the public be provided with timely, accurate, and easily understood information on any protective measures that need to be taken to save lives and protect property. An emergency situation may occur with little or no warning.

When a local emergency is declared and/or upon activation of the EOC, a representative from County Administration will serve as the Public Information Officer (PIO), and will be the primary point of contact for release of information to the media.

Through an established Joint Information Center (JIC), the PIO will coordinate with the EOC and will assume responsibility for public information. Any request for information by the media shall be referred to the EOC and/or the PIO/JIC. This does not preclude public safety PIOs from responding to media inquiries on the scene, however, any release of information by a department or agency should be coordinated with the PIO in the EOC.

Other departments with technical expertise will provide assistance to the PIO to prepare appropriate protective action guidance and other emergency related information. The PIO will coordinate the release of information through the appropriate outlets. The PIO will also be responsible for arranging regular briefings for the media at a suitable time and location.

The County website and social media resources will be used to provide emergency information to residents. Powhatan County maintains an electronic messaging alert system (CodeRED®) that provides the capability to distribute notifications and emergency alerts to residents that have registered with the system via email, cellular phone, or pager using a text messaging system as well as through reverse 9-1-1 phone calls, WEA (wireless emergency alert) and IPAWS (Integrated Public Alert and Warning System). The County uses other media available to the general public (including social media) for public notification.

The Virginia EOC has the primary responsibility of keeping the public informed when an emergency affects a widespread area. State-level emergency public information will be broadcast through IPAWS. IPAWS is a modernization and integration of the nation’s alert and warning infrastructure that will save time when time matters, protecting life and property. It provides an internet-based capability for Federal, State, territorial, tribal, and local authorities to use in order to issue critical public alerts and warnings.

It improves alert and warning capabilities by allowing alerting authorities to deliver their message from a single portal to multiple communication pathways including the Emergency Alert System (EAS), the Commercial Mobile Alert System (CMAS), National Weather Service Dissemination Systems (including NOAA Weather Radio) and other unique and future communication systems. IPAWS is not mandatory and does not replace existing alert methods, but instead offers new capabilities.

The EAS is a national system jointly administered by the Federal Communications Commission, the Federal Emergency Management Agency, and the National Weather Service. It is designed to provide the President of the United States automatic access to U.S. broadcast and cable systems to speak directly to the nation in times of national disaster. The EAS system will be used as necessary within Powhatan County to disseminate appropriate emergency information.

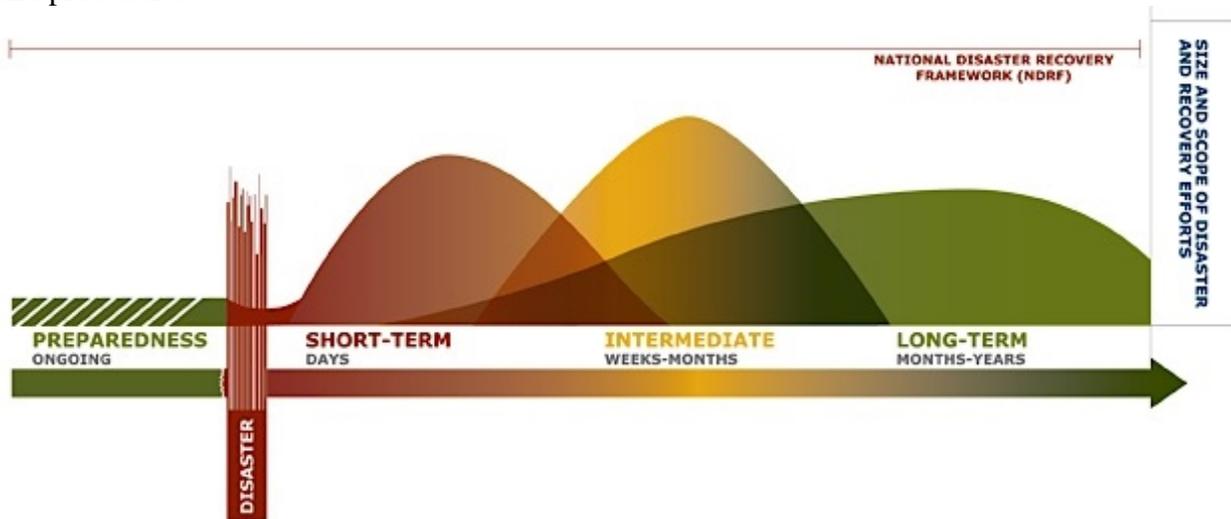
The National Weather Service issues watches and warnings regarding weather related threats that are disseminated through a variety of sources.

Post-incident outreach initiatives focus on mitigation and preparedness actions ahead of the next emergency; these are conveyed in similar fashion as pre-incident outreach.

## Recovery

Although there is no clear line between the response and recovery phases, the command and control, coordination, and resources to serve disaster survivors transitions from immediate needs to a more deliberate process of program delivery. Recovery activities may include coordination with the State and Federal government for administering State and Federal assistance.

Generally, the termination of the local declaration of emergency and/or the closing of the EOC will signal the formal transition to the recovery phase. EM is the lead for coordinating the activities of the Recovery Operations Center (ROC) and developing a plan for long-term recovery. EM will assume command of the ROC upon the approval of the Director of Emergency Management or designee. The formal transition from response and recovery and the transfer of incident command to EM will be announced to all departments and organizations using existing notification protocols and procedures.



Short-term recovery is generally any activity to return vital life-support systems and critical infrastructure to minimum operating standards. Short-term recovery operations will begin during the response phase and will focus on rapid debris removal and cleanup, and a coordinated restoration of essential services such as electricity, water, and sanitary systems. Generally, the existing command and ESF structures established by *Volume III: “Recovery Operations Plan”* will be used to manage recovery.

Long-term recovery includes any activity designed to return life to normal or an improved state such as business resumption, employment, and rebuilding efforts. The objective of long-term recovery, guided by County strategic land use goals and its comprehensive plan, is to restore facilities to pre-disaster condition. Long-term recovery includes hazard mitigation activities, restoration or reconstruction of public facilities, and recovery of disaster response costs. The major objectives of long-term recovery include:

- Coordinating delivery of social and health services;
- Improving land use planning;
- Restoring local economy to pre-disaster levels;
- Recovering disaster response costs; and
- Effectively integrating mitigation strategies into recovery planning and operations.

Powhatan County may be eligible to apply for reimbursement of disaster-related expenses either through the Commonwealth of Virginia or the Federal government. Recovery assistance that will be available will depend upon whether or not the County is included in a State and/or Federal emergency or disaster declaration. In the event there is no State or Federal declaration, recovery assistance will include what is provided through County departments and various voluntary organizations. In the event of a Federal disaster or emergency declaration, Federal and State officials will establish and co-locate at a Joint Field Office (JFO) that will serve as the hub for the coordination of disaster assistance and recovery programs throughout the Commonwealth for all declared jurisdictions.

EM as the lead for Long-Term Recovery will provide coordination with VDEM on implementation and management of the recovery programs. Other County departments will provide support as appropriate.

The disaster recovery process may continue for an extended period of time depending upon the scope and magnitude of the incident and the complexity of the recovery process. The Director of Emergency Management, or designee, may establish a Recovery and Restoration Task Force to serve as an advisory group on long-term recovery and restoration issues, policies, and activities.

### **Debris Management**

A major initial recovery function is the management, collection, and disposal of debris. The Department of Public Works serves as lead agency in the coordination of debris collection and disposal. Debris must be removed to restore transportation access, ensure delivery of services to the community, and facilitate short-term recovery. Debris management issues also involve distinctions between deciduous, non-deciduous, and hazardous materials. (See *RSF05: "Debris Management"*)

### **Damage Assessment**

Damage assessment is a critical element of recovery operations (*See RSF04: Damage Assessment*); it determines the impact of the disaster, identifies resource needs, and, as appropriate, justifies requests for State and Federal assistance. The damage assessment also provides a basis for determining priorities for repair and restoration of essential facilities.

The Emergency Management Coordinator, with assistance from other County departments, is responsible for the overall coordination damage assessment. Department heads (as well as the School Superintendent) are responsible for assessing damage to their resources and in their area of

expertise. Within the EOC, the Planning Section is responsible for the collection, analysis, and distribution of damage assessment information.

Damage assessment includes the collection of information on the status of critical infrastructure, such as electric power generation and distribution, telecommunications, transportation, medical services, water supply and distribution, sanitary services, and information on the number and types of residential, commercial, and/or industrial structures that have been damaged or destroyed. The collection of this information requires the support of multiple County departments and agencies.

The damage assessment process begins with the on-scene County personnel (e.g. Public Safety, Public Works, etc.). Responders will immediately begin collecting damage information on the numbers and types of injuries and fatalities, environmental hazards, street and bridge access, damage to buildings, downed power lines, and damage to critical infrastructure. This information will be provided to the Incident Commander or his/her designee for use in managing the incident, establishing priorities, and determining the need to request additional resources.

There are three types of damage assessments that will be conducted as needed throughout the incident: rapid assessment, initial damage assessment, and preliminary damage assessment.

**Rapid Assessment (RA):** also referred to as Windshield Survey: A quick survey of the area impacted by a disaster or emergency to ascertain the scope of the event and to determine immediate life-threatening situations and imminent hazards. The RA is typically conducted by the Sheriff's Department and supported by Fire and Rescue as well as other on-scene public safety personnel and County departments, as needed. A Rapid Assessment is normally accomplished within 24 hours of the incident.

**Initial Damage Assessment (IDA):** An initial and/or detailed evaluation and inspection of residential and commercial structures damaged by the incident. IDAs are conducted by County departments for their respective areas of responsibilities and by a Damage Assessment Team, if mobilized. An IDA normally will commence within 12 to 24 hours following an incident. The information will be collected by the ROC and transmitted to the Virginia EOC via their WebEOC system. If an IDA identifies significant damage, State and Federal support will be summoned to perform a Preliminary Damage Assessment.

**County facility and systems assessment:** County Departments and the School Division will be responsible for assessing and providing a consistent and comprehensive survey of County facilities and structures to identify the current status of the buildings and their components, and report on building systems and major damage that has occurred, if any. The systems that will need to be assessed include, but are not limited to:

- Civil/site systems
- Architectural/general building systems
- Mechanical/electrical systems
- Structural systems

The Department of Public Works in concert with the Facilities Department of the School Division, are responsible for collecting, collating and reporting their respective assessment information to the Recovery Operations Center (ROC).

**Preliminary Damage Assessment (PDA):** A survey of the affected area(s) by Federal and State officials to assess the scope and magnitude of damage to determine if Federal assistance may be required. A PDA is initiated by a request from the State to FEMA. Generally, a PDA is conducted prior to an official request by the Governor for the declaration of an emergency or major disaster by the President. Depending upon the types of damages, State/Federal PDA teams will be organized to assess damage to private property (Individual Assistance – the Federal program that provides disaster housing, grants and loans to aid individuals and households) or public property (Public Assistance – the Federal program that provides aid to local and state governments to help pay the cost of rebuilding a community’s damaged infrastructure), or separate teams to assess both.

The County, through the ROC, will provide administrative and logistical support for the PDA process. Data collected by the County damage assessment process will be provided as appropriate to the joint State and Federal PDA teams.

The objectives of damage assessments are as follows:

- Determine the immediate needs and priorities of disaster survivors.
- Evaluate the damage to housing, businesses, lifelines, and critical facilities.
- Develop initial cost estimates of damage to housing, businesses, lifelines, and critical facilities.
- Identify obstacles or interruptions to emergency operations or impediments to relief efforts.
- Identify secondary threats such as unsafe buildings still occupied or areas at risk to rising floodwaters.
- Estimate the economic impact of the disaster including damages to commerce and industry.
- Monitor public health.
- Determine the resources needed to respond to the disaster and identify the gaps that need to be filled from outside sources.

The departments with assigned damage assessment responsibilities will develop appropriate internal procedures to accomplish their assigned tasks. County departments will work together at the ROC to gather and share information regarding the status of critical infrastructure to maximize the use of specialized resources and to provide a basis for requesting assistance. Information will be provided to the Planning Section at the ROC for consolidation and analysis.

## Disaster Assistance Programs

The types of disaster assistance will vary depending upon the level of emergency and/or disaster declarations. Disaster assistance programs are designed to meet the needs of four distinct groups: individuals and families, businesses, government, and nonprofit organizations.

- Individuals may receive loans or grants for real and personal property, dental, funeral, medical, transportation, unemployment, sheltering, and rental assistance, depending upon the extent of the damage. The State Recovery Task Force program assists the local government to ensure that needed assistance is provided to disaster survivors.
- The Small Business Administration (SBA) provides low-interest loans and can provide assistance with both physical and economic losses as the result of a disaster or emergency.
- Funds and grants are available to government and certain nonprofit organizations to repair, reconstruct, and mitigate the risk of future damage. The Commonwealth Emergency Relief for Localities program is designed to assist local governments that suffer uninsured damages to public property.

Under a Presidential Major Disaster Declaration, individuals, businesses, and the County may be eligible for a variety of Federal disaster assistance programs under three separate umbrellas: individual assistance, public assistance, and hazard mitigation.

- The **Individual Assistance Program** is jointly administered by VDEM and FEMA, and serves individuals and families affected by the disaster. This program requires that a Federal major disaster declaration is in effect, and that the Individual Assistance Program has been authorized for the County. This Program is designed as a supplement to other assistance that may be available, such as private insurance or disaster assistance loans offered through SBA. Individual Assistance may be available to individuals and households, and can be in the form of a grant, temporary housing (such as travel trailers), low interest loans, services (such as crisis counseling), and eligibility for programs not normally available unless there is a Federal disaster declaration. Individuals register to receive Federal disaster assistance by calling the FEMA toll-free “tele-registration” number. A wide variety of voluntary relief organizations also provide assistance for individuals and families including, among others, the American Red Cross and the Salvation Army.
- The FEMA **Public Assistance Program** requires a state of emergency proclamation, and a Federal declaration of a major disaster that specifically authorizes public assistance for Powhatan County. This program provides public assistance to state agencies, local governments, political subdivisions of local governments, and certain private nonprofit organizations. This assistance can cover debris removal and/or emergency protective measures taken during the response phase, as well as repair and restoration of damaged facilities. It also includes certain mitigation actions.

- Implementation of the **Hazard Mitigation Grant Program** (HMGP) requires a Federal disaster declaration. Up to 75 percent of the cost of measures designed to reduce future risk and losses to people and property from natural hazards and their effects can be paid by the Federal government.

## Unmet Needs

Unmet needs are any disaster-related losses experienced by the victim that cannot be provided for by the programs available from the County, State, or Federal agencies due to the victim's ineligibility for such services or goods. During the recovery phase, a collaborative effort is established between the government and the private nonprofit community (and local Volunteer Organizations Active in Disaster, as applicable) to address the issue of unmet needs. During the recovery phase, the Recovery Operations Center may establish a **Disaster Recovery Task Force** (DRTF) to address this issue. The purpose of this task force will be to identify and resolve emergency and long-term disaster-related unmet needs that cannot be met through traditional programs or resources. *(See RFP16: Disaster Recovery Task Force)*

## Continuity of Government

A major incident or emergency could include death or injury of key County officials, the partial or complete destruction of established facilities, and the destruction of vital public records essential to the continued operations of the government. It is essential that law and order be preserved and government services maintained.

Continuity of leadership and government services is particularly important with respect to emergency services, direction of emergency response operations, and management of recovery activities. Under the Commonwealth of Virginia's concept of mutual aid, local officials remain in control of their jurisdiction's emergency operations while additional resources may be provided from other local, State, or Federal sources. A key aspect of this control is the continued capability to communicate official requests, situation reports, and other emergency information throughout the event.

To ensure continuity of government (COG), **Volume IV: Continuity of Operations/Government (COOP/COG) Plan** addresses how the County's governance and local ordinances will be preserved, maintained, or reconstituted. The COG addresses the following elements using guidance provided by the Emergency Management Coordinator, the Virginia Department of Emergency Management, and business continuity best practices:

- Line of succession (minimum of three backups/ successors or three qualified individuals trained for essential department positions).
- Pre-delegation (in writing) of emergency authorities to key officials.
- Command and control.

Key operational departments that constitute the Emergency Management Program have continuity of operation plans that identify:

- Processes and functions that must be maintained
- Essential positions
- Lines of succession
- Priorities for recovery of processes, functions, critical applications, and vital records
- Provision for the safeguarding of vital records and critical applications
- Provision for alternate operating capability and facilities
- Communication resources

## Special Considerations

The Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA), along with Federal civil rights laws, mandate integration, and equal opportunity for people with disabilities. Powhatan County recognizes the varying and special requirements of individuals that require and utilize the assistance of family members, personal assistants, and/or service animals and is committed to ensuring that the physical and mental health needs of these individuals are appropriately addressed and that the individuals and assistance providers remain together to the maximum extent possible during evacuation, transport, sheltering, or the delivery of other services.

Service animals shall be treated as required by law (e.g., the Americans with Disabilities Act of 1990).

This plan is developed on the premise of non-discrimination and recognizes the need for reasonable modifications of policies, practices, and procedures to ensure nondiscrimination, with reasonableness judged in light of nondiscrimination principles applied in emergent circumstances.

The following hallmark tenets of nondiscrimination laws are observed in all phases of emergency management:

- **Self-Determination.** People with disabilities are the most knowledgeable about their own needs.
- **No “One-Size-Fits-All” Policy.** People with disabilities do not all require the same assistance and do not all have the same needs. Many different types of disabilities affect people in different ways. Preparations should be made for people with a variety of functional needs, including people who use mobility aids, require medication or portable medical equipment, use service animals, need information in alternate formats, or rely on a caregiver.
- **Equal Opportunity.** People with disabilities must have the same opportunities to benefit from emergency programs, services, and activities as people without disabilities. Emergency recovery services and programs should be designed to provide equivalent choices for people with disabilities as they do for people without disabilities. This includes choices relating to short-term housing or other short- and long-term disaster support services.
- **Reasonable Accommodation.** Within reason, people with disabilities have the right to have alterations made to their environment or the way things are customarily in order to facilitate equal access opportunities.

- **Inclusion.** People with disabilities have the right to participate in and receive the benefits of emergency programs, services, and activities provided by governments, private businesses, and nonprofit organizations. Inclusion of people with various types of disabilities in planning, training, and evaluation of programs and services will ensure that all people are given appropriate consideration during emergencies.
- **Integration.** Emergency programs, services, and activities typically must be provided in an integrated setting. The provision of services such as sheltering, information intake for disaster services, and short-term housing in integrated settings keeps people connected to their support system and caregivers, and avoids the need for disparate service facilities.
- **Physical Access.** Emergency programs, services, and activities must be provided at locations that all people can access, including people with disabilities. People with disabilities should be able to enter and use emergency facilities and access the programs, services, and activities that are provided. Facilities typically required to be accessible include: parking, drop-off areas, entrances and exits, security screening areas, bathrooms, bathing facilities, sleeping areas, dining facilities, areas where medical care or human services are provided, and paths of travel to and from and between these areas.
- **Equal Access.** People with disabilities must be able to access and benefit from emergency programs, services, and activities equal to the general population. Equal access applies to emergency preparedness, notification of emergencies, evacuation, transportation, communication, shelter, distribution of supplies, food, first aid, medical care, housing, and application for and distribution of benefits.
- **Effective Communication.** People with disabilities must be given information that is comparable in content and detail to that given to the general public. It must also be accessible, understandable, and timely. Auxiliary aids and services may be needed to ensure effective communication. These resources may include pen and paper; sign language interpreters through on-site or video; and interpretation aids for people who are deaf, deaf-blind, hard of hearing, or have speech impairments. People who are blind, deaf-blind, or have low vision or cognitive disabilities may need large print information or people to assist with reading and filling out forms.
- **Program Modifications.** People with disabilities must have equal access to emergency programs and services, which may entail modifications to rules, policies, practices, and procedures. Service staff may need to change the way questions are asked, provide reader assistance to complete forms, or provide assistance in a more accessible location.

- **No Charge.** People with disabilities may not be charged to cover the costs of measures necessary to ensure equal access and nondiscriminatory treatment. Examples of accommodations provided without charge to the individual may include ramps; cots modified to address disability-related needs; a visual alarm; grab bars; additional storage space for medical equipment; lowered counters or shelves; Braille and raised letter signage; a sign language interpreter; a message board; assistance in completing forms or documents in Braille, large print or audio recording.

### **Notification of Virginia Criminal Injuries Compensation Fund (CICF) and Virginia Department of Criminal Justice Services (DCJS)**

The EOC will immediately contact the DCJS and the VCICF to deploy, if there is an emergency in which there are crime victims involved as defined by §19.2-11.01 of the Code of Virginia. Both entities will serve as the lead for coordinating services and assistance to the victims. The local government is required by the Code of Virginia § 44-146.19 to make these notifications and maintain current contact information for each organization in the EOP. Contact information for both organizations is maintained on the DCJS website: <https://www.dcjs.virginia.gov/victims-services/report-campus-local-emergency>

#### **Department of Criminal Justice Services**

Julia Fuller-Wilson, Violence Against Women Program Administrator and State Crisis Response Coordinator

Victims Services, Division of Programs and Services

Virginia Department of Criminal Justice Services

1100 Bank Street, Richmond, VA 23219

(804) 371-0386 F: (804) 786-3414

**Crisis Response Emergency Cell:** (804) 840-4276

[julia.fuller-wilson@dcjs.virginia.gov](mailto:julia.fuller-wilson@dcjs.virginia.gov)

Andrew Kinch (alternate to Julia Fuller-Wilson)

(804) 801-2622

[Andrew.kinch@dcjs.virginia.gov](mailto:Andrew.kinch@dcjs.virginia.gov)

#### **DCJS Website Information for Reporting Emergencies:**

<https://www.dcjs.virginia.gov/victims-services/report-campus-local-emergency>

#### **Virginia Victim Fund (VVF)/Criminal Injury Compensation Fund**

Jessica Buchanan, Mass Casualty Senior Claims Coordinator

333 E Franklin Street

Richmond, VA 23219

(804) 205-3211 (Office) (804) 823-6905 (Fax)

(804) 659-9857 (24/7 Cell Phone Number)

[Jessica.Buchanan@virginiavictimsfund.org](mailto:Jessica.Buchanan@virginiavictimsfund.org)

## Medical, Functional, and Access Needs

Residents or visitors with medical, access and functional needs may include the elderly, children, persons with disabilities (e.g., mobility/vision/hearing/speaking impairments, among others), as well as those who live in institutional settings, are from diverse cultures, have limited or no English proficiency, or are public transportation dependent.

People with medical, access and functional needs may require assistance in one or more functions including, but not limited to, maintaining independence, communications, transportation, supervision, and medical care.

Residents or visitors with medical needs are those who have a health condition and cannot manage independently and require assistance in performing activities of daily living and/or require care for the monitoring of a health condition. Physical conditions that require equipment that uses electricity may come under this definition, although the individuals may regularly perform activities of daily living without human help.

The Department of Fire and Rescue, as the primary agency responsible for emergency medical care and services; the Health Department, as the primary agency for Public Health; and the Department of Social Services, as the primary agency for behavioral health, will be responsible for establishing procedures to address the needs of those with medical conditions. Functional and access needs planning will be addressed through the Department of Social Services, with assistance from other County departments, as appropriate.

The County will develop and maintain policies and procedures to serve these populations to facilitate the delivery of service during an emergency or disaster.

For more information, see ESF11: Mass Care and Sheltering and RFP07: Health and Social Services.

## Children

Powhatan County recognizes the varying and special requirements of children and is committed to ensuring that their physical and mental health needs will be appropriately addressed. Children will stay with their families or caregivers to the maximum extent possible during evacuation, transport, sheltering, or the delivery of other services in emergency situations.

## Animals

The Pets Evacuation and Transportation Standards Act of 2006 (PETS Act) amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency. A companion animal is generally defined as “any dog, cat, or other domesticated animal normally residing and cared for in or near the household of the owner of that animal.”

County public education campaigns exist to inform owners of pocket pets, household pets/companion animals, exotic animals, and livestock what preparedness and response actions should be taken before, during, and after an emergency. Only service animals covered under current Americans with Disabilities Act (ADA) regulations are allowed in County emergency shelters.

ESF11: Mass Care and Sheltering, addresses emergency animal care, sheltering, and evacuation provisions in compliance with the PETS Act.

## **Organization and Assignment of Roles/Responsibilities**

### **Individuals, Families, and Households**

Although not formally part of emergency management operations, individuals, families, and households play an important role in emergency preparedness and response. By reducing hazards in and around their homes, individuals reduce potential emergency response requirements.

Individuals, families, and households should also prepare emergency supply kits and emergency plans so they can take care of themselves, their pets, the elderly, and their neighbors for at least 72 hours following a significant event.

Individuals can also contribute to the preparedness and resilience of their households and communities by volunteering with emergency organizations and completing emergency response training courses.

Individuals, families, and households should make preparations with family members who have access and functional needs or medical needs. Their plans should also include provisions for their animals, including household pets or service animals.

During an actual disaster, emergency, or threat, individuals, households, and families should monitor emergency communications and follow guidance and instructions provided by local authorities.

### **Communities**

Communities are groups that share goals, values, and institutions. They are not always bound by geographic boundaries or political divisions. Instead, they may be faith-based organizations, neighborhood partnerships, advocacy groups, academia, social and community groups, and associations. Communities bring people together in different ways for different reasons, and can contribute to preparedness and resilience by sharing information and promoting collective action. Engaging in local emergency planning efforts is important to identifying needs and potential contributions to local planners.

### **Non-Governmental, Partner, and Volunteer Organizations**

Non-governmental organizations play vital roles in delivering important services, including core response capabilities. Non-governmental organizations, including racial and ethnic, faith-based, veteran-based, voluntary, and nonprofit organizations, provide sheltering, emergency food supplies, and other essential support services.

Non-governmental organizations are inherently independent and committed to specific interests and values, which drive the groups' operational priorities and shape the resources they provide.

Non-governmental organizations bolster government efforts and often provide specialized services to the whole community, as well as to certain members of the population including children; individuals with disabilities and others with access and functional needs; those from diverse religious, racial, and ethnic backgrounds; and people with limited English proficiency.

Non-governmental organizations are key partners in preparedness activities and response operations.

Powhatan County has established relationships with organizations that provide support services to the government and residents of the County either on a daily or as-needed basis. During emergency operations it may be necessary to coordinate with these organizations for information sharing or the provision of services.

Roles and responsibilities of key partner organizations have been identified in ESF's and other documents/guidance where necessary. Other organizations will be engaged on an as-needed basis depending on the type, scope, and needs of the incident.

## **Private Sector**

Private sector organizations play key roles before, during, and after incidents. Private sector entities include large, medium, and small businesses; commerce, private cultural and educational institutions; and industry, as well as public/private partnerships that have been established specifically for emergency management purposes.

A fundamental responsibility of private sector organizations is to provide for the welfare of their employees in the workplace.

In addition, some businesses play an essential role in protecting critical infrastructure systems and implementing plans for the rapid reestablishment of critical infrastructure operations following a disruption. Others are required by existing law and regulation to bear the cost of planning and response to incidents, regardless of the cause.

In many cases, private sector organizations have immediate access to commodities and services that can support incident response.

During an incident, key private sector partners have a direct link to emergency management operations.

EM, and others as appropriate, will engage the private sector to develop and apply processes, procedures, and communications protocols that support the sharing of operational information and situational awareness relative to potential or actual incidents.

Critical Infrastructure/Key Resources organizations will be encouraged to organize sector-coordinating and information-sharing mechanisms suitable for their sectors or areas of concern.

Powhatan County will encourage, and when possible provide support to, owners and operators of critical infrastructure whose disruption may have local or regional impact to develop appropriate emergency response plans and information-sharing processes and protocols tailored to the unique requirements of their respective sectors including integration with local, State, and Federal government operations. These entities should validate, exercise, and implement security and business continuity plans to enhance their capability to maintain services.

Private sector involvement with Powhatan County during an incident is determined by the nature, scope, and magnitude of the incident. In some circumstances, priorities of incident management actions are developed through a partnership of local, State, and private-sector entities.

Private sector entities are responsible for the repair, restoration, and security of their property, and will first seek reimbursement for disaster losses from insurance or other sources. Federal disaster assistance may be available, primarily in the form of low-interest loans.

## **Local Government**

### **Chairman – Board of Supervisors**

- Receives regular situation status updates from the Director of Emergency Management and is briefed as appropriate on policy issues related to the response and recovery operations.
- Coordinates with other elected officials at the local, regional and State level, including the Congressional Delegation.

### **County Board of Supervisors**

- Adopts Volume I of the County’s Emergency Operations Plan.
- Establishes policy and provides guidance to the County Administrator.
- Reviews and ratifies local declarations of emergency.
- Receives regular situation status updates from the Director of Emergency Management and is briefed as appropriate on policy issues related to the response and recovery operations.
- Hosts community meetings to ensure needs are being addressed and information is provided to residents.
- Promulgates the codes, regulations, and ordinances of the County, and appropriates the funds required to implement and enforce an effective response, recovery, and mitigation program.

### **County Administrator** (Director of Emergency Management)

- Serves as the designated Director of Emergency Management for Powhatan County and performs the functions identified in the Code of Virginia, and this Plan.
- Appoints, with the consent of the County Board of Supervisors, the Emergency Management Coordinator to manage the day-to-day functions of emergency management.
- Directs activation of the County's Continuity of Operations Plan, as necessary, in order to maintain essential County operations.
- Organizes and directs emergency operations through the regularly constituted County government using equipment, supplies, and facilities of existing departments and organizations to the maximum extent practicable.
- Develops or causes the development of mutual aid or reciprocal assistance agreements with other public and private agencies within the Commonwealth, other States, or localities within other States, as necessary.
- Directs and reallocates, when necessary, County physical and financial assets and resources during an emergency.
- The Director of Emergency Management may assume command of an incident or appoint incident commanders to carry out his or her directives.

### **Deputy County Administrator**

- Will assume responsibilities of County Administrator as required by succession or assignment.

### **Emergency Management Coordinator**

- The Emergency Management Coordinator is appointed by the County Administrator and approved by the Board of Supervisors.
- Develops and coordinates emergency management plans governing the immediate use of all facilities, equipment, staff, and other resources of the County for the purposes of minimizing or preventing damage to persons and property, and for restoring government services and public utilities necessary for public health, safety, and welfare.
- Ensures the timely activation, staffing, and management of the Emergency Operations Center.
- Coordinates with State and Federal authorities and other political subdivisions as necessary to ensure effective disaster preparedness and response capabilities.
- Coordinates the recruitment of volunteer personnel to provide assistance during disasters and emergencies.
- Coordinates with other public and private agencies engaged in emergency management activities.
- Develops and maintains the Powhatan County Continuity of Operations/Government Plan in cooperation with all County departments.
- Coordinates County participation in the development and maintenance of the Hazard Mitigation Plan in cooperation with all County departments.

- Develops and maintains the County’s Emergency Operations Plan and ensures it establishes a chain of command and delineates responsibilities of County departments.
- Coordinates damage assessment activities within the County and submission of required reports to VDEM.
- Coordinates with State and Federal authorities in the aftermath of an emergency or disaster to ensure the maximum available support for recovery and assistance for persons and businesses.
- Coordinates the submission of all requests for statewide mutual aid.
- Negotiates and enters into, in coordination with the Director of Emergency Management, mutual aid agreements dealing with adjacent jurisdictions and relief organizations.
- Facilitates an after-action assessment of the disaster/emergency incident and/or exercises to determine what actions can be taken to mitigate future disaster effects and to identify areas for improvement. Maintains a corrective action program that records and monitors “lessons learned” and “corrective actions.”
- Develops a schedule for and conducts training to ensure that all persons with specific responsibilities under the EOP understand their duties and are capable of performing their duties.
- Coordinates resources for the Director of Emergency Management and performs all other duties assigned by the Director in the response to an emergency or disaster.
- Works with the County Board of Supervisors to ensure that requirements for infrastructure replacement are consistent with current best practices to ensure the maximum assistance from the Federal government in the event that public facilities must be reconstructed or replaced in the aftermath of a disaster or emergency.
- Provides an annually updated Local Capability Assessment Report (LCAR) to the State Emergency Management Coordinator on or before July 1 of each year.

## **County Departments and Organizations**

County department heads are responsible for managing their departments and organizations on a day-to-day basis in accordance with the authority granted to them by the Board of Supervisors, County Administrator, or Commonwealth law. In the event of a significant emergency, they will be expected, to the extent possible, to carry out their day-to-day assigned duties as well as those outlined in the EOP Basic Plan, ESF’s, and General Operating Instructions.

The general emergency preparedness responsibilities of all County government organizations and non-government organizations include:

- Perform assigned roles and responsibilities identified in this plan.
- Implement the Emergency Operations Plan concepts, processes, and structures when carrying out assigned roles and functional responsibilities.
- Conduct operations in accordance with the National Incident Management System, applicable Homeland Security Directives, the Commonwealth of Virginia Emergency Operations Plan, and the National Response Framework.
- Conduct planning and preparedness activities designed to prepare department staff to accomplish assigned emergency preparedness, response, and recovery responsibilities.

- Familiarize and train all personnel with their emergency responsibilities and procedures on a regular basis.
- Develop and maintain supporting plans, operational procedures, functional documents, and checklists to accomplish assigned responsibilities.
- Conduct and participate in planning and training in cooperation with identified primary and support agencies and EM.
- Maintain financial records in accordance with guidance from the Finance Department, EM, and other applicable County procedures.
- Establish, maintain, and exercise emergency notification procedures.
- Develop and maintain an inventory of department resources applicable to accomplishing assigned emergency functions.
- Provide senior representatives to the Emergency Operations Center, command post, or other identified emergency locations when activated and requested with appropriate authority to commit personnel and resources on behalf of the department.
- Participate in approved drills, tests, and exercises.
- Maintain a three-tier (or greater) line of succession for the department's senior position(s) with authority to make decisions for committing organizational resources.
- Safeguard vital records including computer digital data at all times.
- Where appropriate, establish stand-by contracts for services, equipment, and other resources with private industry in consultation with the Finance Department.
- Establish mutual aid agreements to maintain liaison with surrounding municipal, county, nonprofit, and private sector counterparts as appropriate.
- Periodically review and update all emergency plans, policies, and procedures.

The roles of each lead and supporting department are identified in the ESF's and General Instructions to this Plan. In addition, other responsibilities for departments during emergency operations in Powhatan County may be assigned depending on the type, scope, and needs of the incident.

### **Regional**

Given the unique geography, transportation interdependencies, and socio-economic characteristics of the Central Virginia region, coordination of preparedness with neighboring jurisdictions is essential before, during, and after emergencies. Powhatan County maintains partnerships with all regional emergency planning entities through plan-sharing, joint training and exercises, and preparedness committee (e.g. Central Virginia Emergency Management Alliance - CVEMA) attendance. Due to immediate adjacency to the Powhatan County, close collaboration is observed in particular with the Counties of Chesterfield, Amelia, Goochland, Henrico, and Cumberland.

## **Commonwealth of Virginia**

The public safety and welfare of a state's residents are the fundamental responsibilities of every Governor. The Governor coordinates state resources and provides the strategic guidance for response to all types of incidents. This includes supporting local governments as needed and coordinating assistance with other states and the federal government. The governor also:

- In accordance with state law, may make, amend, or suspend certain orders or regulations associated with response,
- Communicates to the public, in an accessible manner, and helps people, businesses, and organizations cope with the consequences of any type of incident,
- Commands the state military forces (National Guard personnel not in federal service and state militias),
- Coordinates assistance from other states through interstate mutual aid and assistance agreements, such as the Emergency Management Assistance Compact (EMAC),
- Requests federal assistance including, if appropriate, a Stafford Act declaration of an emergency or major disaster.

## **Federal Government**

The Federal government maintains a wide range of capabilities and resources to respond to domestic incidents. Although federal disaster assistance is often considered synonymous with presidential declarations under the Stafford Act, Federal assistance can be provided to state and local jurisdictions through a number of different mechanisms and authorities. For incidents in which Federal assistance is provided under the Stafford Act, the Federal Emergency Management Agency (FEMA) coordinates the assistance. For non-Stafford Act incidents, Federal response or assistance may be led or coordinated by various Federal departments and agencies consistent with their authorities. Requests for Federal resources is accomplished thru the VEOC.

## Information Collection, Analysis, and Dissemination

Incident situational awareness (SA) and a common operating picture (COP) is achieved through the use of multiple methods, including email, local and VDOT traffic cameras, VDEM's WebEOC, local media, and other sources. On an as-needed basis, the County coordinates with the Virginia Fusion Center (VFC), Department of Homeland Security (DHS), and other State and Federal partners to support intelligence-gathering efforts prior to, during, or after planned events and/or emergencies.

The Planning Section in the EOC will be responsible for collection, analysis, and dissemination of incident-specific information through a variety of mechanisms including situation status reports, briefings, email communication, maps, and graphics. The Planning Section will establish the essential elements of the information and reporting schedule.

All departments and agencies will be responsible for maintaining current situational awareness and reporting requested information accurately and in a timely manner. Critical information will be disseminated in a timely manner independent of reporting schedules. Each department or agency will be responsible for establishing the necessary communication and coordination mechanisms with supporting and partner organizations for information sharing and situational awareness.

Information related to the incident and other information such as personal protective actions or recovery activities will be coordinated with the PIO and disseminated to the public.

### **Community Lifelines**

Decision-makers must rapidly determine the scope, complexity, and interdependent impacts of an incident. The EOC Planning Section will utilize the **Community Lifelines** construct for information collection, situational awareness, and common operating picture. This analysis and decision-making process allows decision-makers to:

- Rapidly determine whether an incident is large (complicated) or complex,
- Prioritize and focus response efforts to maintain or restore the most critical services and infrastructure,
- Ensure limited resources can go toward a common goal that requires involvement across the whole community (root cause analysis vs. cascading impacts), and
- Promote a response that fosters better integration and communication across the whole community since lifeline management transcends public and private sector boundaries.

Community lifelines reframe incident information to provide decision-makers with impact statements and root causes. This construct maximizes the effectiveness of federally supported, state managed, and locally executed response.

Lifelines primarily impacts how essential elements of incident information is organized and reported during response and recovery.

- Response operational procedures such as NIMS and ICS remain fundamentally the same
- Some changes may include:
  - How we understand, prioritize, and communicate incident impacts,
  - The structure and format of decision-making support products (e.g., briefings, forms)
  - The ability to plan for incident impacts and stabilization methods/resources both prior to and during incidents.

A lifeline enables the continuous operation of government functions and critical business, and is essential to human health and safety or economic security.

Lifelines are designed to:

- highlight priority areas and interdependencies,
- focus attention on actions being taken,
- communicate coordination efforts towards stabilization, and integrate information

**Lifeline Components and Essential Elements of Information**

There are seven basic lifelines. Each lifeline is comprised of multiple components and essential elements of information needed to stabilize the incident.



Each lifeline is comprised of several components that represent the bucketing of critical Essential Elements of Information (EEIs)

- The EEIs are the common themes across incidents and indicate overall lifeline status.
- Components includes key capabilities or services that are essential to stabilizing an incident and in providing resources to survivors.
- Components are assessed individually to determine the seven lifelines’ status and overall progress of incident response.

Note that not every incident will impact all of the lifelines or components.

Multiple components establish the parameters of and key assessment elements for each of the lifelines. Component-level analysis is required to determine if each lifeline is stable.

For more information on the use of the Lifelines Construct, see ESF09 “Situational Awareness and Common Operating Picture” and ESF10 “Information collection, analysis and dissemination”.

## Communications

The communications infrastructure may be impacted by the emergency situation. Additionally, communications may be problematic due to demands exceeding capacities. It can be anticipated that normal means of communication in the affected areas will either be disrupted or incapacitated. This will require the use of alternate methods of communication to deliver essential services and public information.

ESF02 – Communications in the EOC will be responsible for establishing and maintaining internal County communications systems. The EM Coordinator and Department of Information Technology will be responsible for establishing communications with surrounding jurisdictions, the Virginia EOC, and Federal agencies as appropriate.

### **Between the Incident Commander and the EOC**

Timely communication amongst first responders and local government officials working within the EOC is critical during an event. Powhatan County has a wide variety of emergency communications equipment available to communicate internally and externally including, public safety radio channels, amateur radio, pagers, telephones, cell phones, fax machines, email, etc.

First responders will maintain operational communication throughout incident response and recovery operations using available public safety communication radio channels.

All functions operating outside of the EOC will maintain contact with the EOC through redundant communications such as amateur radio, telephone, alternate radio channels, fax, etc.

### **Public Information Officer (PIO)**

The Public Information Officer ensures that all official information coming from Powhatan County during an emergency, is timely and reliable.

PIOs get their message out by communicating directly with the public, working through the traditional news media and through social media. PIOs serve an important role in communicating routine emergency information during non-emergency times and emergency public information during an incident.

During an incident the PIO is also responsible for monitoring local news media and social media for rumors. If the various outlets are spreading rumors regarding the incident, the PIO should make every attempt to set the record straight and dispel the rumors.

## **Communications to the Public**

During emergencies and disasters the public needs detailed information regarding protective actions, which need to be taken to minimize the loss of life and property. Every effort should be made to provide emergency information through conventional news media sources, social media sites (e.g. Facebook and Twitter) and the county's Webpage.

For situations that require the public to take immediate action, the county will utilize an appropriate Alert and Warning system(s) that are available, i.e. CodeRED® Alert and Warning System, Integrated Public Alert and Warning System (IPAWS), Wireless Emergency Alerting (WEA), and the National Weather Service, Weather Alert Radio.

## **Joint Information Center (JIC)**

The JIC is a physical location where public affairs professionals from organizations involved in incident management activities work together to provide critical emergency information, crisis communications, and public affairs support. *(See ESF#25: External Affairs/Public Information)* The JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation. The county JIC is located in the auditorium of the Village Building, 3910 Old Buckingham Road.

## **Communications with the VEOC**

The county's EOC integrates into the larger emergency management network at the state-level by using WebEOC and telephone communications with regional liaisons. VDEM regional staff facilitates communications between Powhatan and the VEOC.

## **Communications with surrounding jurisdictions**

Communications with surrounding jurisdictions will be accomplished through existing systems and resources, i.e., phone, email, fax, cellular. There does not currently exist a private or dedicated communications pathway between EOC's that can be utilized during a disaster or emergency.

## Administration, Finance, and Logistics

### Reporting and Documentation

Documenting actions taken during response and recovery is important to create a historical record of the event, recover reimbursable costs, document when and why decisions were made, under what circumstances, and what actions were taken, and provide data for after action reviews, planning, mitigation and preparedness purposes.

Each EOC representative and each department is responsible for documenting actions and expenditures for the duration of the incident. Every county employee, organization, or agency **MUST** document their activities and action on the **ICS-214 Form** for each operational period. The Planning Section in the EOC is responsible for collecting and collating all reports and ICS forms. The Finance and Administration Section of the EOC is responsible for collecting and collating all financial documentation and timesheets.

Periodic Situation Reports and Incident Action Plans will be created when the EOC is activated. Each ESF will be required to provide requested information in accordance with the established reporting schedule.

### After Action Reporting

After-action reviews are essential for identifying issues that impeded operations or innovative approaches that were introduced during the response and recovery that may be applicable to future incidents. For issues to be addressed, they need to be identified and documented.

All departments and partner organizations will participate in the after-action review process and submit issues and recommended solutions to the Emergency Management Coordinator for review and consolidation. The Emergency Management Coordinator or designee may schedule and facilitate an after-action review meeting to verify and document issues for further review and corrective action. Primary ESF agencies should conduct after-action reviews with their support agencies to identify ESF-specific issues or concerns that will be monitored through the corrective actions process.

A formal after-action report may be developed for significant incidents, planned events, or exercises. Corrective actions for the identified deficiencies or areas for improvement will be developed. Departments will be assigned responsibility for developing recommended solutions, identifying a timeline for completion, and implementing the corrective actions.

The Emergency Management Coordinator will be responsible for managing the corrective action program by documenting issues and tracking the status of resolutions. Open actions will be reviewed as determined appropriate.

## Finance

All agencies participating in response and recovery operations will maintain accurate records that substantiate their response and recovery actions, to include costs and obligations for resources utilized. Powhatan County may be able to apply for reimbursement of eligible disaster-related expenses either through the State or the Federal government. It is important that accurate records are readily available to support requests for recovery assistance from the State or Federal government.

Specific guidance for documentation will be provided through the Finance and Administration Section in the EOC. Information that may be required includes, but is not limited to:

- Purchase orders
- Invoices
- Vouchers
- Payroll information (timesheets)
- Hours worked, job function, and work locations.

## Resource Ordering and Management

In a disaster or emergency situation, any resources or assets in control of the County will be made available to resolve the situation. Requests will be made by the Incident Commander (IC) to the EOC. If additional outside resources are required, procurement will be processed by the Logistics Section in the EOC. The following are sources or potential sources for resources that may be available to the County in responding to disasters and emergencies:

- Personnel, staff, equipment, and facilities belonging to the County.
- Resources available from neighboring jurisdictions through local mutual aid agreements.
- Resources available from the private sector through acquisition/purchasing.
- Resources of the Commonwealth of Virginia including the National Guard.
- Mutual aid resources from other States through the Emergency Management Assistance Compact (EMAC).
- Mutual aid available through the Statewide Mutual Aid Program.
- Resources available from the Federal government under the National Response Framework.

If County resources are exhausted, the EOC will submit the request to the State or request mutual aid assistance other local jurisdictions within the Central Virginia region or from outside jurisdictions within the State. Note that this provision does not apply to existing “automatic” aid/mutual aid agreements.

Unique and specialized resources will be requested from local vendors or the State to resolve the situation. All costs associated with resource procurement will be documented for recovery of expenses incurred, regardless of the source. All requests for outside assistance must be made to the EOC when a declared “Local State of Emergency” exists, so that County-wide requests can be tracked and prioritized. The Logistics Section in the EOC is responsible for tracking resource requests and allocations on behalf of the EOC.

If State resources are exhausted, VDEM will request outside assistance from the Federal government provided that a Federal declaration of an emergency or major disaster is in place. Support by military units may be requested through State EOC provided that a State of Emergency Declaration including the Powhatan County is in place. Military forces, when made available, will support and assist local agencies, and may receive mission-type requests from the County Manager or his or her designated representative to include objectives, priorities, and other information necessary to accomplish missions.

### **Mutual Aid**

The Virginia Emergency Services and Disaster Law of 2000, as amended, authorizes the County Administrator, as the Director of Emergency Management, in collaboration with other public and private agencies within the Commonwealth of Virginia or other States or localities within other States, to develop mutual aid or reciprocal assistance agreements in case of a disaster that is too great to be handled unassisted. Emergency assistance may be made available from neighboring jurisdictions in accordance with mutual aid agreements. Emergency resources may be sent from Powhatan County to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements or, in the absence of official agreements, as directed by the County Administrator, or designee, when it is determined that such assistance is necessary and feasible.

The County coordinates the deployment of fire and rescue resources with neighboring jurisdictions through written mutual aid agreements.

The County has also adopted the Virginia Statewide Mutual Aid Agreement (SMA) operated by the Virginia Department of Emergency Management as a supplement to day-to-day local mutual aid agreements. Requests for statewide mutual aid will be coordinated by Emergency Management in accordance with the Statewide Mutual Assistance Manual.

Mutual aid assistance from other States is available through the Emergency Management Assistance Compact (EMAC). A Governor’s Proclamation of a State of Emergency must be in place to request EMAC assistance. The EOC Manager at the EOC will process and manage requests for EMAC assistance in accordance with procedures established by VDEM.

County Departments may establish additional local mutual aid agreements as necessary to carry out their assigned roles and responsibilities following a disaster or emergency.

## Plan Development and Maintenance

The development, maintenance, and implementation of the County's Basic Emergency Operations Plan (EOP) is the responsibility of EM. The County's approach to emergency planning is that it is a continuous process. EM will coordinate planning needs by involving those agencies and individuals who have responsibility and interest in the plans. The goal of the EOP is to provide a sound working document complementing the County's Emergency Management Program.

Secondary goals identify and address the emergency management functions in an aggressive and progressive manner as time and resources allow. This will ensure that comprehensive consideration of emergency management issues are incorporated in the EOP.

### **Maintenance**

Code of Virginia, §44-146.19E, requires each jurisdiction to prepare and keep current a local emergency operations plan. The Emergency Management Director, assisted by the Emergency Management Coordinator, have overall responsibility for maintaining and updating this plan. It should be updated based on lessons learned and republished following an actual or threatened emergency situation.

The Coordinator will have the EOP readopted every four (4) years by the Board of Supervisors. Guidance and assistance is provided by the Virginia Department of Emergency Management.

Powhatan County shall conduct a comprehensive plan review, revision, and exercises prior to formal adoption to ensure the plan remains current. Guidance and assistance is provided by the Virginia Department of Emergency Management.

The EOP should also be updated and republished following an actual or threatened emergency situation to reflect lessons learned. It is also suggested that plans be updated and reviewed following training, exercises and/or drills, changes in government structure, or if individuals and officials recommend improvements and changes as needed through the Emergency Management Directors or Coordinators.

## Training and Exercises

Trained and knowledgeable personnel are essential for the prompt and proper execution of the EOP. The Emergency Management Coordinator will ensure 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 Powhatan County EOP. All personnel will be provided with the necessary training to execute those responsibilities in an effective and responsible manner.

The Emergency Management Coordinator is responsible for the development, administration, and maintenance of a comprehensive training and exercise program customized to the needs and resources of the county. This program will be designed to attain an acceptable level of emergency preparedness.

All training and exercises conducted in will be documented. Training needs will be identified and records maintained for all personnel assigned emergency response duties in a disaster.

The Emergency Management Coordinator will develop, plan, and conduct at least one tabletop, functional, and/or full-scale exercises annually. These exercises will be designed to not only test the EOP, but to train all appropriate officials and personnel, and to improve the overall emergency response organization and capability of Powhatan County.

Quasi-public and volunteer groups and/or agencies will be encouraged to participate. Exercises will be conducted in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP). The county may also participate in regional HSEEP exercises, as appropriate.

The Emergency Management Coordinator will maintain the training and exercise schedule and assure that the appropriate resources are available to complete these activities. Following each exercise or actual event a hot wash and AAR will take place. Strengths and areas for improvement will be incorporated into the updated EOP.

- A Training and Exercise Plan will include priorities based on the goals and objectives of the training program, the core capabilities that the County will train and exercise, and a multi-year schedule.
- Each department with assigned roles and responsibilities in this Plan will ensure that staff members are trained and provided the opportunity to participate in exercises. Departments will maintain a roster of trained staff.
- The County, as a Local/Commonwealth Performance Partnership Agreement (LPPA) jurisdiction, is required to hold annual exercises unless an actual emergency occurs that meets the exercise requirement. In addition to department level exercises, the County may also participate in various Federal and State exercises. Such exercises are encouraged to support planning and operational readiness.
- Exercises will be evaluated so that shortcomings in the plans, training, coordination, and operational procedures can be identified and corrected through a Corrective Action Program.

## After Action Reports (AARs)

After any major disaster response or exercise of the EOP, an AAR should be developed in compliance with the procedures outlined in the Homeland Security Exercise and Evaluation Program (HSEEP).

An AAR results from an administrative process used by the county to review and discuss the response in order to identify strengths and weaknesses in the emergency management and response program. The AAR should:

- Review actions taken;
- Identify equipment shortcomings;
- Improve operational readiness;
- Highlight strengths/initiatives; and
- Identify areas for improvement.

## Corrective Actions

AARs are essential for identifying issues that impeded operations or innovative approaches that were introduced during the response and recovery that may be applicable to future incidents. In order for issues to be addressed, these issues need to be identified and documented. Emergency Management will coordinate AARs, as appropriate, and provide documentation, disseminations, and archiving of findings. The results of the AAR will be provided to the Director of Emergency Management for documenting, tracking, and corrective action processes.

Through a collaborative and objective process with incident organizations a corrective action plan will be developed and established for further incident/event response, mitigation, strategies/actions, and corrective action plans. Corrective actions will be taken directly from the AAR process and associated documents.

## **NIMS Training Requirements**

All provided training will be compliant with current NIMS guidance. (See training guidelines in SD-12). Specialized training based on the County's hazards are also addressed in the training program.

## Exercises

Exercises will be compliant with Homeland Security Exercise and Evaluation Program (HSEEP) guidance, including the building-block concept of exercise design, planning, and execution.

**Seminar:** A seminar involves brief discussions of preparedness strategies and goals. It helps orient participants to new plans, policies or procedures, research, assess interagency capabilities, and construct a common framework.

**Workshop:** A workshop involves more participants and often includes breakout sessions to develop new ideas, processes or procedures, and can be used to develop and obtain consensus for written plans.

**Tabletop Exercise:** A tabletop exercise gathers participants with an experienced facilitator to identify areas for sustainability and improvement in existing plans, present new concepts, and features a slower-paced problem solving process.

**Game:** A game features a realistic scenario in a tabletop exercise to test existing and potential strategies, and prepare for more complex exercises.

**Drill:** A drill is a supervised activity that tests a specific operation or function or maintains a specific operations or emergency response capability.

**Functional Exercise:** A functional exercise is a single or multi-agency activity designed to evaluate capabilities and multiple functions using simulated response. It can be used to evaluate management of EOCs, command posts, and headquarters, and assess the adequacy of response plans and resources.

**Full-Scale Exercise:** A full-scale exercise is a high-stress, multi-agency, multi-jurisdictional activity involving actual deployment of resources in a coordinated response. It includes mobilization of units, personnel, and equipment and scripted exercise scenarios.

## Emergency Support Functions (ESFs)

The Emergency Support Function (ESF) format, which is an element of the National Incident Management System (NIMS), is used in planning documents of all levels of government including the National Response Framework (NRF), Commonwealth of Virginia Emergency Operations Plan (COVEOP), and numerous Local Emergency Operations Plans (LEOP) throughout the state.

ESFs represent groups of functions most frequently used to provide response for disasters and emergencies and provide the structure for coordinating interdepartmental and intergovernmental support for response to an incident occurring in Powhatan County. While it is not a requirement of local government to adopt the Emergency Support Function (ESF) format in order to be NIMS compliant, this format facilitates communications between various levels of government during large-scale emergencies.

The Powhatan County EOP utilizes several Emergency Support Functions (ESFs) to provide support and additional guidance for response to disasters or emergencies. See ***Volume II: “Emergency Support Functions”*** for additional guidance. The volume also includes hazard specific “General Operating Instructions” as well as “Specialty Plans”.

## Primary Responsible Department/Agency

### Emergency Support Function

ESF	Function	Primary Department/Agency
ESF01	Transportation	Public Works
ESF02	Communications	Emergency Communications
ESF03	Public Works and Engineering	Public Works
ESF04	Firefighting/Fire Protection	Fire and Rescue
ESF05	Emergency Management	Emergency Management
ESF06	Mass Care and Sheltering	Social Services
ESF07	Resource Management & Logistics	Emergency Management
ESF08	Emergency Medical Services	Fire and Rescue
ESF09	Search and Rescue	Sheriff's Department
ESF10	Oil and Hazardous Materials Response	Fire and Rescue
ESF11	Agriculture and Natural Resources	Cooperative Extension
ESF12	Energy & Critical Power	Public Works
ESF13	Public Safety and Security	Sheriff's Department
ESF14	-reserved-	----
ESF15	External Affairs/Public Information/JIC	Public Information Officer
ESF16	-reserved-	----
ESF17	Volunteer and Donations Management	Emergency Management
ESF18	Situational Awareness, Common Operating Picture	Emergency Management
ESF19	Information collection, analysis and dissemination	Emergency Management
ESF20	Population Protection (Evacuation)	Sheriff's Department
ESF21	Mutual Aid, SMA, & EMAC	Emergency Management
ESF22	Mass Casualty Incident	Fire and Rescue
ESF23	Mass Fatality and Mortuary Services	Fire and Rescue
ESF24	Alert, Warning and Notification	Emergency Management
ESF25	Severe Weather Warning and Notification	Emergency Communications

### Specialty Plan

SP	Plan	Primary Department/Agency
SP01	Radiological Ingestion Pathway Plan (North Anna NPS)	Health Department
SP02	Colonial Pipeline Emergency Response Plan	Emergency Management
SP03	Railroad Incident Emergency Response Plan	Emergency Management
SP04	Special Events and Festivals	Emergency Management
SP05	PCPS School Crisis Response Plan ( <b>CONFIDENTIAL</b> )	Schools
SP06	Amateur Radio Support	Emergency Management
SP07	UAS (Drone) Program	Emergency Management
SP08	Family Assistance Center (FAC) Plan	Social Services
SP09	Mass Prophylaxis (VDH Plan)	Health Department
SP10	Active Shooter, Hostile Event Response ( <b>CONFIDENTIAL</b> )	Sheriff's Department
SP11	Drive Thru Testing and Dispensing Site	Health Department

## Acronyms

APHIS	Animal and Plant Health Inspection Service
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CR	Community Relations
DSCO	Deputy State Coordinating Officer
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
EEI	Essential Element of Information
EOC	Emergency Operations Center
ESF	Emergency Support Function
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
JIC	Joint Information Center
JFO	Joint Field Office
MACC	Multi-agency Command Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCR	National Capital Region
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRP	National Response Plan
NWS	National Weather Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services
SAR	Search and Rescue
SCC	State Corporation Commission
SOP	Standard Operating Procedures
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
VEOC	Virginia Emergency Operations Center
VOAD	Voluntary Organizations Active in Disaster
WMD	Weapons of Mass Destruction

## Glossary

### **Amateur Radio Emergency Services**

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

### **Command Post**

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

### **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.

### **Decontamination**

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

### **Emergency**

Any occurrence, or threat, whether natural or man-made, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property or natural resources and may involve governmental action beyond that authorized or contemplated by existing law because governmental inaction for the period required to amend the law to meet the exigency would work immediate and irrevocable harm upon the citizens or the environment of the Commonwealth or clearly defined portion or portions thereof.

### **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 Management**

The preparation for and the carrying out of functions (other than 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 fire-fighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

### **Emergency Operations Center (EOC)**

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 reported on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

### **Evacuation**

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

### **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.

### **Federal Disaster Assistance**

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 (PL 93-288).

### **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 that may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored or disposed of, which may include materials that are solid, liquid, or gas. Hazardous materials 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 Reauthorization Act of 1986. It is intended to be a tool for our community's use in recognizing the risks of a hazardous materials release, in evaluating our preparedness for such an event, and in planning our response and recovery actions. This plan is separate from the county's Emergency Operations Plan.

### **Hazard Mitigation**

Any action taken to reduce or eliminate the long-term risk to human life and property from natural hazards.

### **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**

The individual responsible for the management of all incident operations.

### **Initial Damage Assessment Report**

A 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.

### **Joint Field Office**

The central coordination point among federal, state and local agencies and voluntary organizations for delivering recovery assistance programs.

### **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**

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 complied with.

### **Mitigation**

Activities that actually eliminate or reduce the chance occurrence or the effects of a disaster. Examples of mitigation measures 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 inspection and enforcement of such ordinances, codes and regulations.

### **Mobile Crisis Unit**

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**

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

### **National Response Framework**

Is a guide to how the nation conducts all-hazard response. It is built upon scalable, flexible and adaptable coordinating structures to align key roles and responsibilities across the nation.

### **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**

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 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.

### **Situation Report**

A form which, when completed at the end of each day of local Emergency Operations Center operations, will provide the jurisdiction with an official daily summary of the status of an emergency and of the local emergency response. A copy should be submitted to the VEOC via WebEOC or fax.

### **Span of Control**

As defined in the Incident Command System, span of control is the number of subordinates one supervisor can manage effectively. Guidelines for the desirable span of control recommend three to seven persons. The optimal number of subordinates is five for one supervisor.

### **Special Needs Populations**

Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who are older adults, who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation dependent.

### **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**

Established federal regulations for the handling of hazardous materials.

### **Unified Command**

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.

### **Victim**

A person who has suffered physical, psychological or economic harm as a direct result of the commission of a felony, assault and battery, stalking in violation, sexual battery, attempted sexual battery, maiming or driving while intoxicated in violation (Source §[19.2-11.01B](#)).

### **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).

## Tabs

### Tab Table of Contents

#	Item
<a href="#">1</a>	EOP BOS adoption resolution
<a href="#">2</a>	Sample Declaration of Local Emergency
<a href="#">3</a>	Sample BOS resolution confirming the declaration of a Local Emergency
<a href="#">4</a>	Sample BOS resolution ending the existence of a Local Emergency
<a href="#">5</a>	BOS adoption of NIMS, 1/10/2005
<a href="#">6</a>	List of Emergency Support Functions (ESFs)
<a href="#">7</a>	List of Specialty Plans (SPs)
<a href="#">8</a>	List of General Operating Instructions (GOIs)
<a href="#">9</a>	List of Standard Operating Procedures (SOPs)
10	Community Lifelines (CL)

## Tab 1: Board of Supervisors EOP adoption Resolution

R-2020-03

### RESOLUTION ADOPTING THE POWHATAN COUNTY EMERGENCY OPERATIONS PLAN

**WHEREAS**, the Board of Supervisors of Powhatan Virginia recognizes the need to prepare for, respond to, and recover from natural and manmade disasters;

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

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

**WHEREAS**, the Commonwealth of Virginia Emergency Services and Disaster Law 2000, as amended (2019 Edition section 44-146.19 E), requires local governments to update and adopt their Emergency Operations Plan every four years.

**NOW THEREFORE, BE IT RESOLVED** by the Board of Supervisors of Powhatan County that the updated Powhatan County Emergency Operations Plan entitled "*Volume I – Emergency Operations Plan – V1.0 2020*" is hereby approved and adopted for the County of Powhatan.

**ADOPTED BY THE POWHATAN COUNTY BOARD OF SUPERVISORS ON  
JANUARY 27, 2020.**



\_\_\_\_\_  
**David T. Williams, Chairman**  
Powhatan County Board of Supervisors

**ATTEST:**



\_\_\_\_\_  
**Bret Schardein, Interim Clerk**  
Powhatan County Board of Supervisors

**Recorded Vote:**

<b>David T. Williams</b>	<u>    Aye    </u>
<b>Larry J. Nordvig</b>	<u>    Aye    </u>
<b>Michael W. Byerly</b>	<u>    Aye    </u>
<b>William L. Cox</b>	<u>    Aye    </u>
<b>Karin M. Carmack</b>	<u>    Aye    </u>

## Tab 2: SAMPLE Declaration of a Local Emergency

### DECLARATION OF A LOCAL EMERGENCY FOR THE COUNTY OF POWHATAN, VIRGINIA

**WHEREAS**, pursuant to the County’s Emergency Operations Plan (EOP) dated: **[Insert EOP Adoption Date here]**; and,

**WHEREAS**, due to **[Insert the situation or condition that will impact the county]**;

1. The County of Powhatan is **[or will be]** in a state of extreme peril to the lives, health, safety, welfare, and property of the residents of Powhatan County; and
2. That as a result of this extreme peril, the declaration of the existence of an emergency is necessary to permit the full powers of government to deal effectively with this condition of peril; and
3. The Board of Supervisors is unable to convene in a timely manner to address this occurrence due to the disaster or other exigent circumstances; and

**NOW, THEREFORE, IT IS HEREBY DECLARED** pursuant to authority granted under § 44-146.21(a) of the *Code of Virginia*, that an emergency presently exists throughout the County of Powhatan; and

**IT IS FURTHER DECLARED AND ORDERED** that during the existence of this emergency, the powers, functions, and duties of the Director of Emergency Management and the Emergency Management organization and functions of the County of Powhatan, shall be those prescribed by the laws of the Commonwealth of Virginia and the ordinances, resolutions, and approved Emergency Operations Plan of the County of Powhatan, in order to prepare, respond, recover, and mitigate the effects and dangers posed by this emergency;

DECLARED By: \_\_\_\_\_ Date: **[Insert Date]**  
**[Insert Name]**, County Administrator – Director of Emergency Management

DECLARED By: \_\_\_\_\_ Date: **[Insert Date]**  
**[Insert Name]**, Deputy Director of Emergency Management

### **Tab 3: SAMPLE BOS resolution confirming the existence of a Local Emergency**

#### **RESOLUTION CONFIRMING THE EXISTENCE OF A LOCAL EMERGENCY**

**WHEREAS**, on [Insert event date], the county experienced [Insert the event or conditions experienced by the County].

**WHEREAS**, due to this occurrence the County of Powhatan was in a state of extreme peril to the lives, health, safety, welfare, and property of the residents of Powhatan County, and,

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

**WHEREAS**, in accordance with § 44-146.21 Code of Virginia and the County of Powhatan Emergency Operations Plan, adopted on [Insert EOP adoption date], a Local Emergency was declared to exist by [Insert who declared the Local Emergency – Name and title]; and,

**WHEREAS**, pursuant to the declaration of a local emergency, the County’s Emergency Operations Plan was activated;

**NOW, THEREFORE, BE IS RESOLVED**, that a local emergency was declared on [Insert date of Local Declaration] and is confirmed by Powhatan County Board of Supervisors on this date.

**ADOPTED BY THE POWHATAN COUNTY BOARD OF SUPERVISORS ON:** [Insert date]

\_\_\_\_\_  
[Insert name], Chairman  
Powhatan County Board of Supervisors

**ATTEST:**

\_\_\_\_\_, Clerk  
Powhatan County Board of Supervisors

**Recorded Vote:**

District 1 Supervisor [Insert name]	vote ____
District 2 Supervisor [Insert name]	vote ____
District 3 Supervisor [Insert name]	vote ____
District 4 Supervisor [Insert name]	vote ____
District 5 Supervisor [Insert name]	vote ____

**Tab 4: SAMPLE BOS resolution confirming the ending of a Local Emergency**

**RESOLUTION  
 ENDING THE EXISTENCE OF A LOCAL EMERGENCY**

**WHEREAS**, on [Insert event date], the county experienced [Insert the event or conditions experienced by the County].

**WHEREAS**, due to this occurrence the County of Powhatan was in a state of extreme peril to the lives, health, safety, welfare, and property of the residents of Powhatan County, and,

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

**WHEREAS**, in accordance with § 44-146.21 Code of Virginia and the County of Powhatan Emergency Operations Plan, on [Insert EOP adoption date] a Local Emergency was declared to exist by [Insert who declared the Local Emergency – Name and title]; and,

**WHEREAS**, on [Insert meeting date] the Powhatan County Board of Supervisors met and confirmed by resolution that a Local Emergency did exist, and,

**WHEREAS**, pursuant to the declaration of a local emergency, the County’s Emergency Operations Plan was activated;

**NOW, THEREFORE, BE IS RESOLVED**, that the local emergency that was declared on [Insert event date] and confirmed by Powhatan County Board of Supervisors by resolution adopted on [Insert adoption date], no longer exists and is therefore declared to be ended.

**ADOPTED BY THE POWHATAN COUNTY BOARD OF SUPERVISORS ON:** [Insert date]

\_\_\_\_\_  
 [Insert name], Chairman  
 Powhatan County Board of Supervisors

**ATTEST:**

\_\_\_\_\_, Clerk  
 Powhatan County Board of Supervisors

**Recorded Vote:**

District 1 Supervisor [Insert name]	vote ____
District 2 Supervisor [Insert name]	vote ____
District 3 Supervisor [Insert name]	vote ____
District 4 Supervisor [Insert name]	vote ____
District 5 Supervisor [Insert name]	vote ____

**Tab 5: BOS re-adoption of NIMS**

**R-2021-31**

**RESOLUTION R-2021-31**

**RE-ADOPTING THE NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)**

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

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

**WHEREAS**, NIMS provides for interoperability and compatibility among federal, state, and local capabilities and includes a core set of concepts, principles, terminology, and technologies covering the incident command system, unified command, training, management of resources and reporting; and

**WHEREAS**, in a Resolution dated January 10, 2005, the Powhatan County Board of Supervisors adopted the National Incident Management System for emergency incident management in the County.

**NOW, THEREFORE, BE IT RESOLVED** that the Powhatan County Board of Supervisors do hereby re-adopt the National Incident Management System (NIMS) as the standard for incident management in the County.

**ADOPTED BY THE POWHATAN COUNTY BOARD OF SUPERVISORS ON MAY 24, 2021.**

  
 Karin M. Carmack, Chair  
 Powhatan County Board of Supervisors

**Recorded Vote:**

<i>David T. Williams</i>	<u>AYE</u>
<i>Thomas E. Berry</i>	<u>AYE</u>
<i>Michael W. Byerly</i>	<u>AYE</u>
<i>Bill L. Cox</i>	<u>AYE</u>
<i>Karin M. Carmack</i>	<u>AYE</u>

**ATTEST:**

  
 Ned Smither, Clerk  
 Powhatan County Board of Supervisors

**Tab 6: Master Catalog of Plans and Documents**

<b>Volume/Section</b>	<b>Title</b>
<b>I.</b>	<b>Emergency Operations Plan</b>
EOP-01	Emergency Operations Plan (EOP) <i>this document</i>
<b>II.</b>	<b>Supporting Plans, Procedures, and Instructions</b>
<b>Emergency Support Functions (ESF)</b>	
ESF-01	Transportation
ESF-02	Communications
ESF-03	Public Works and Engineering
ESF-04	Firefighting/Fire Protection
ESF-05	Emergency Management
ESF-06	Mass Care and Sheltering
ESF-07	Resource Management & Logistics
ESF-08	Emergency Medical Services
ESF-09	Search and Rescue
ESF-10	Oil and Hazardous Materials Response
ESF-11	Agriculture and Natural Resources
ESF-12	Energy & Critical Power
ESF-13	Public Safety and Security
ESF-14	-reserved-
ESF-15	External Affairs/Public Information/JIC
ESF-16	-reserved-
ESF-17	Volunteer and Donations Management
ESF-18	Situational Awareness, Common Operating Picture
ESF-19	Information collection, analysis and dissemination
ESF-20	Population Protection (Evacuation)
ESF-21	Mutual Aid, SMA, & EMAC
ESF-22	Mass Casualty Incident
ESF-23	Mass Fatality and Mortuary Services
ESF-24	Alert, Warning and Notification
ESF-25	Severe Weather Warning and Notification
<b>General Operating Instructions (GOI)</b>	
GOI-01	Severe Storms
GOI-02	Hazardous Materials Spill or Leak
GOI-03	Winter Storm
GOI-04	Flooding
GOI-05	Tropical Storm/Hurricane
GOI-06	Dam Failure
GOI-07	Earthquake
GOI-08	Search and Rescue
GOI-09	Health Emergency/Pandemic
<b>Community Lifelines (CL)</b>	
CL-01	Safety and Security
CL-02	Food, Water, Shelter

Volume/Section	Title
CL-03	Health and Medical
CL-04	Energy
CL-05	Communications
CL-06	Transportation
CL-07	Hazardous Materials
<b>Specialty Plans (SP)</b>	
SP-01	Radiological Ingestion Pathway Plan (North Anna NPS)
SP-02	Colonial Pipeline Emergency Response Plan
SP-03	Railroad Incident Emergency Response Plan
SP-04	Special Events and Festivals
SP-05	PCPS School Crisis Response Plan ( <b>CONFIDENTIAL</b> )
SP-06	Amateur Radio Support
SP-07	UAS (Drone) Program
SP-08	<i>-reserved-</i>
SP-09	Mass Prophylaxis (VDH Plan)
SP-10	Active Shooter, Hostile Event Response ( <b>CONFIDENTIAL</b> )
SP-11	Drive Thru Testing and Dispensing Plan
<b>Standard Operating Procedures (SOP)</b>	
SOP-01	Operation of the Emergency Operations Center (EOC)
SOP-02	Operation of the Recovery Operations Center (ROC)
SOP-03	Operation of the Backup Emergency Operations Center
SOP-04	Operation of the Mobile Command Unit (MCU)
SOP-05	Operation of the Mobile Light Tower & Generator Trailers
SOP-06	Operation of the Shelter Supply Trailer
SOP-07	Operation of the Amateur Radio Repeater Equipment
SOP-08	Operation of the AuxComm Support Unit (ASU)
SOP-09	Operation of the CodeRED® Alert and Notification System
SOP-10	Operation of the UAS (Drone) Equipment
SOP-11	Operation of the Mass Vaccination/Dispensing Clinic
SOP-12	Operation of the EOC Audio Visual Equipment
<b>Training and Exercises</b>	
TEX-01	Multi-year Training and Exercise Schedule
TEX-02	Severe Weather/Tornado
TEX-03	Hazardous Materials Spill/Leak
TEX-04	Emergency Operations Center
<b>III.</b>	<b>Recovery Operations Plan (ROP)</b>
ROP-01	Recovery Operations Plan
<b>Recovery Functional Protocols (RFP)</b>	
RFP-01	Recovery Priorities, Short & Long-Term (ESF # 14)
RFP-02	Critical infrastructure and key resource restoration
RFP-03	Volunteer and Donations Management
RFP-04	Damage Assessment
RFP-05	Debris Management
RFP-06	Points of Distributions (POD's)

<b>Volume/Section</b>	<b>Title</b>
RFP-07	Health and Social Services
RFP-08	Housing, Short & Long-term
RFP-09	Federal Disaster Relief programs (IA, PA, SBA)
RFP-10	Disaster Recovery Center (DAC) Operation
RFP-11	Business coordination & recovery
RFP-12	Family Assistance Center (FAC)
RFP-13	Rapid Needs Assessment
RFP-14	Mass Feeding
RFP-15	Re-Entry Procedures
<b>IV.</b>	<b>Continuity of Operations/Government (COOP/COG)</b>
COOP-01	COOP/COG Plan
<b>Mission Essential Functions (MEF)</b>	
MEF-01	Communications
MEF-02	Public Safety (Police, Fire, EMS, 911)
MEF-03	Critical Government Services
MEF-04	Board of Supervisors
MEF-05	Constitutional Services
MEF-06	Restoration and reconstitution of critical services
MEF-07	Alternate Facilities
<b>V.</b>	<b>Hazard Mitigation Plan (HMP)</b>
HMP-01	Hazard Mitigation Plan
HMP-02	Richmond-Crater Hazard Mitigation Plan (Regional)
HMP-03	Community Rating System (CRS)
<b>VI.</b>	<b>Forms (FM) and Supporting Documents (SD)</b>
<b>Forms</b>	
FM-01	Declaration of Local Emergency (Resolution)
FM-02	Ending A Local Emergency (Resolution)
FM-03	Initial Damage Assessment Report
FM-04	EOC FAX Cover Sheet
FM-05	Hazardous Materials Incident Report
<b>Supporting Documents</b>	
SD-01	EOP adoption resolution
SD-02	NIMS adoption resolution
SD-03	Matrix of Responsibility
SD-04	EOP Record of Distribution
SD-05	Directory of Contacts
SD-06	Virginia Disaster Laws (Title 44)
SD-07	Authorities and References
SD-08	Commonwealth of Virginia EOP (COVREP)
SD-09	Acronyms, Abbreviations & Terms (FEMA P-524)
SD-10	EMAP – EM Standards
SD-11	FEMA CPG-101 Developing and Maintaining EM Plans
SD-12	NIMS Required Training
SD-13	<i>-reserved-</i>

<b>Volume/Section</b>	<b>Title</b>
SD-14	Debris Management Contracts with CVWMA
SD-15	Regional Recovery Framework – EMA of Central VA
SD-16	Memorandums of Agreement (MOU's)