

MIDDLESEX COUNTY EMERGENCY OPERATIONS PLAN



Basic Plan November 2018

Adopted January 2, 2019

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PREFACE

The Middlesex County, Virginia 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 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 a wide range of partner agencies and organizations that provide crucial support during emergency operations. 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.

PLAN FORMAT

The Middlesex County EOP consists of the following:

- **Basic Plan**, an operational framework that provides overarching guidance for emergency response and short-term recovery operations. This section also provides references and guidance by providing all applicable State and Federal statutes and planning guidance. Statewide Mutual Aid and Emergency Management Assistance Compact provisions are included in this section.
- **Emergency support function annexes** identify the primary and support agencies for each function, describe expected mission execution, and identify tasks assigned to members of the ESF including nongovernmental and private sector partners.
- **Hazard and incident-specific annexes** describe the policies, situation, concept of operations, and responsibilities for particular hazards or incidents. For example, **The Radiological Emergency Response Plan (RERP)** provides guidance for effective emergency response operations in the event of a radiological emergency precipitated by events at fixed nuclear facilities or by transportation accidents. Another example is the **SARA Title III Plan** that has been developed which provides procedures for a hazardous materials incident response as required by the federal Superfund and Reauthorization Act (SARA Title III).
- **Supporting annexes** describe the framework through which a jurisdiction's departments and agencies, the private sector, not-for-profit and voluntary organizations, and other nongovernmental organizations coordinate and execute the common emergency management strategies.

APPROVAL AND IMPLEMENTATION

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

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

WHEREAS, Middlesex County has established and appointed a Director of Emergency Management and an Emergency Management Coordinator;

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of Middlesex County, Virginia, this Emergency Operations Plan as revised is officially adopted, and

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

Adopted this [insert date], 20__

[name, title]

Middlesex County, Virginia
Commonwealth of Virginia

PROMULGATION

Government is responsible for ensuring the health safety and welfare of its citizens. The welfare and safety of citizens is never more threatened than during disasters. The goal of emergency management is to ensure that mitigation, preparedness, response, and recovery actions exist so that public welfare and safety are preserved.

Middlesex County has updated its Emergency Operations Plan (EOP) to ensure effective allocation of resources during an emergency to protect life, property and the environment. This plan supersedes any previous plans promulgated for this purpose.

The EOP provides a comprehensive framework for the Middlesex County emergency management program. It addresses the roles and responsibilities of government organizations and provides a link to local, State, Federal, and private organizations and resources that may be activated to address disasters and emergencies in Middlesex County.

The Middlesex County Emergency Operations Plan ensures consistency with current policy guidance and describes the interrelationship with other levels of government. The plan will continue to evolve, responding to lessons learned from actual disaster and emergency experiences, ongoing planning efforts, training and exercise activities, and Federal guidance.

Therefore, in recognition of the emergency management responsibilities of Middlesex County government and with the authority vested in me as the Chief Executive Officer of Middlesex County, I hereby promulgate the Middlesex County Emergency Operations Plan.

(name, title)

Middlesex County, Virginia

NIMS RESOLUTION

BE IT RESOLVED by the Board of Supervisors of Middlesex County as follows:

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

WHEREAS, the collective input and guidance from all Federal, State, Territorial, Tribal, and local partners has been and will continue to be vital to the development, effective implementation and utilization of a comprehensive NIMS; and entities involved in emergency response to adopt NIMS; 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, to facilitate the most efficient and effective incident management it is critical that Federal, State and local organizations utilize standardized terminology, standardized organization structures interoperable communications, consolidated action plans, unified command structures, uniform personnel qualifications standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters; and

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

WHEREAS the Governor of the State of Virginia has similarly endorsed NIMS by proclaiming it the official basis for management of incident response in Virginia; and

WHEREAS, the NIMS will enable responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size or complexity, including catastrophic acts of terrorism and natural disaster; and

WHEREAS, Middlesex County Department of Emergency Services currently uses the Incident Command System (ICS) as referred to in NIMS; and

WHEREAS, Middlesex County Department of Emergency Services recognizes the need for a single Incident Management System to be used by all local agencies and disciplines;

BE IT THEREFORE RESOLVED, that Middlesex County adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all

Middlesex County local DEM training courses, and reflected in all DEM emergency mitigation, preparedness, response and recovery plans and programs.

Chairman, Middlesex County Board of Supervisors

RECORD OF CHANGES

Submit recommended changes to this document to the Department of Emergency Services at d.layman@co.middlesex.va.us.

Change Number	Date of Change	Page or Section Changed	Summary of Change	Name of Person Authorizing Change
1	10/2018	Basic Plan	Comprehensive revision for EOP update	D Layman
2	10/2018	Emergency Support Functions	Realigned / revised to be consistent with Federal framework	D Layman
3				
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RECORD OF DISTRIBUTION

The Middlesex County, VA Emergency Operations Plan will be distributed to leadership and key personnel within the County and to others as deemed appropriate. Requests for additional copies of this plan or notification of updates should be directed to the Department of Emergency Services.

Agency/Department	Title of Recipient	Distribution Method	Date Distributed
BOARD OF SUPERVISORS		Electronic	
COUNTY ADMINISTRATOR		Electronic	
FIRE DEPARTMENTS		Electronic	
MIDDLESEX VOLUNTEER RESCUE SQUAD		Electronic	
SHERIFF		Electronic	
COMMUNICATIONS CENTER		Electronic	
SCHOOL ADMINISTRATION		Electronic	
MIDDLESEX COUNTY ELEMENTARY SCHOOL (SHELTER)		Electronic	
SOCIAL SERVICES		Electronic	
HEALTH DEPARTMENT		Electronic	
THREE RIVERS HEALTH DISTRICT		Electronic	

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INTRODUCTION

Middlesex County is committed to the protection of life, the environment, and property. This Plan provides the basis for response and recovery operations in Middlesex County, Virginia. The success of this Plan depends on the collaboration of the departments and agencies responsible for the development and maintenance of these plans and annexes.

Successful emergency planning utilizes a comprehensive approach to prepare for and plan for all-hazards. Middlesex County is vulnerable to a variety of natural, technological, and manmade hazards. The threat of major disasters and events necessitates this Plan's all-hazards approach.

To respond effectively to any emergency of a size or complexity beyond the routine response system, it is critical that all Middlesex County public officials, departments and agencies, non-governmental emergency organizations and the public understand their roles and responsibilities. These non-routine responsibilities begin when an incident is recognized and response ensues. As an incident develops and command organizes beyond the initial reactive phase of first responders the roles and responsibilities highlighted in this Plan become more critical.

Per the *Commonwealth of Virginia Emergency Services and Disaster Law of 2000* (Code of Virginia, § 44-146.13 to 44-146.28:1), State and local governments are charged with developing and maintaining current Emergency Operations Plans (EOP) in order to be prepared for such events.

This EOP serves as the baseline, by which Middlesex County prepares for, mitigates against, responds to, and recovers from natural disasters/emergencies. It is the primary responsibility of Emergency Coordinator of Middlesex County to develop the County's EOP, update the plan, and maintain a record of changes. This plan seeks to address the County's emergency response procedures, roles and responsibilities of local departments, and other private organizations during emergencies/disasters.

PURPOSE

The purpose of this Basic Plan is to establish the legal and organizational basis for operations in Middlesex County in response to any type of disaster or large-scale emergency situation. It assigns broad responsibilities to local government agencies and support organizations for disaster mitigation, preparedness, response, and recovery. These responsibilities are generally extensions of normal, day-to-day functions involving the same human, physical and financial resources. Supporting plans for peacetime and war-caused disasters set forth the concepts and procedures whereby the County can effectively apply available resources to ensure that casualties and property damage will be minimized and that essential services will be restored as soon as possible following such an emergency or disaster situation.

SCOPE

This EOP and all of its contents apply to the entire jurisdiction and its citizens including populations with access and functional needs. The EOP applies to any extraordinary emergency

associated with any natural, technological or human-caused incident, which may affect Middlesex County and result in the need for a planned, coordinated response by multiple departments and/or supporting agencies. The EOP establishes an emergency organization and defines responsibilities for all staff and individuals (public and private) having roles in the phases of emergency management to include prevention, protection, mitigation, response, recovery in the local government.

This EOP is compliant with the National Incident Management System (NIMS) and employs a multi-agency operational structure based on the principles of the Incident Command System (ICS) to manage, coordinate, and direct resources committed to an incident. Middlesex County is a practitioner of NIMS and is committed to ensuring that the required trainings are provided to all persons with direct responsibility for implementing the plan and critical functions within the plan. Supporting plans for disasters set forth the concepts and procedures whereby Middlesex County can effectively apply available resources to ensure that casualties and property damage will be minimized and those essential services will be restored as soon as possible following an emergency or disaster situation.

Middlesex County includes all residents, governmental entities and departments, businesses and non-profit organizations within the bounds of the County and/or those individuals and entities operating or transiting through the County.

Middlesex County contracts key services that have a direct bearing on its emergency management organization; specifically, debris monitoring, and sheltering. Close planning and coordination with these agencies and organizations is essential to the preparedness and response capabilities of the County. During emergencies, the Emergency Coordinator serves as the lead emergency management representative for Middlesex County. The County submits requests for additional support to the state through WebEOC. If the needs cannot be fulfilled at the state level, the request will be sent on to the Federal level in accordance with NIMS.

SITUATION

Middlesex County is located in Eastern Virginia, approximately 132 square miles (341.88 km²), 134 linear miles of shoreline and has a population of 10,671, according to the estimated 2017 census population estimates. The Rappahannock and Piankatank Rivers are the major waterways in the County, both of which meet the Chesapeake Bay at the eastern-most portion of the county. The elevation of land in Middlesex County ranges from sea level to 123 feet above sea level at the intersection of U.S. Route 17 and State Route 606. The major transportation routes in Middlesex County are Routes 17 and 33. Route 17 links Middlesex County to the national system of interstate highways. Other significant routes include State Routes 3, 602 and 629.

Within Middlesex County lies the Town of Urbanna, which is the county's largest commercial center and its only incorporated area, comprising of 0.49 square miles (1.27 km²). The county seat of government is located at the Village of Saluda on U.S. Route 17. To the east, almost to Stingray Point, the Village of Deltaville is situated on State Route 33 between the mouths of the Rappahannock and Piankatank Rivers. The waterfront east to Stingray Point is home to many

marinas, with a heavy concentration on Broad Creek. Middlesex County, Virginia is home to the second largest boating population in the Commonwealth of Virginia.

Terrain features that could affect the plan implementation of the EOP include:

- The coastal areas of the county are predominantly wetlands and much of the terrain is in the floodplain
- The western portion of the county is flat with large portions of farmland
- The central region of the county is relatively rural

Population and Demographics

According to the U.S. Census Bureau, the 2017 population estimate for Middlesex County is 10,671. U.S. Census Bureau data for 2017 indicate 7,336 housing units in the county (82.2% owner-occupied, 17.8% renter-occupied), with approximately 4,474 households and 2.31 persons per owner-occupied household. 2017 U.S. Census Bureau data reports the County’s composition as follows in the table below:

Middlesex County Demographics Based on 2017 U.S. Census Bureau Data

	2017 Census Data	% of Population
Age		
Persons under 18	1,694	16%
Persons 18-64	5,667	53%
Persons 65 and over	3,318	31%
Gender		
Female	5,419	51%
Male	5,188	49%
Race		
American Indian and Alaska Native	56	1%
Native Hawaiian and Other Pacific Islander	6	0%
Black	1,832	17%
Asian	46	0%
White	8,538	80%
Persons reporting two or more races	201	2%

Hazards and Threats Analysis Summary

The County, within the Middle Peninsula region, is vulnerable to a wide range of natural and human-caused hazards which threaten the safety of residents and have the potential to damage or destroy both public and private property, disrupt the local economy, and impact the overall quality of life of individuals who live, work, and play in the County.

The *Middle Peninsula Regional All Hazard Mitigation Plan* (2016) identifies the natural hazards and their associated risks that threaten Middlesex County and the Middle Peninsula region. It measures potential loss of life, personal injury, economic impairment, and property damage

resulting from natural hazards that threaten the Middle Peninsula. The Middle Peninsula HIRA involved:

1. Hazard Identification,
2. Risk Assessment Analysis,
3. Financial Loss Estimations.

The conclusions drawn from the analysis, combined with final determinations from the Middle Peninsula Local Planning Team, were categorized for a final summary of hazard risk for the region. It should be noted that although some hazards are classified as posing low risk, their occurrence at varying or unprecedented magnitudes is still possible.

Middle Peninsula Identified Hazards

Critical Hazard – High Risk	Winter Storm (Ice) Coastal Flooding Lightning	Hurricanes Summer Storms
Critical Hazard – Moderate Risk	Tornadoes Winter Storms (snow) Coastal/shoreline Erosion Wildfires Riverine Flooding	Sea Level Rise High Wind/Windstorms Hazardous Materials Incidents Ditch Flooding
Noncritical Hazard – Low Risk	Drought Extreme Heat/Cold Dam Failure Earthquake Air Quality	Shrink-swell soils Landslide Land Subsidence / Karst Tsunami Volcano

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 the Middlesex 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 NIMS.
- The County government must continue to function throughout a disaster or emergency situation. Depending upon the scope and magnitude of the incident, concurrent implementation of Continuity Plan operations may be necessary.

- 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. **A local emergency must be declared by the Director of Emergency Management and local resources must be fully committed before state and federal assistance is requested.**
- 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.
- 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.

CONCEPT OF OPERATIONS

The ultimate goals of Middlesex County's emergency management program are to:

- Provide effective life safety measures, reduce property loss, and protect the environment;
- Provide for the rapid resumption of impacted businesses and community services;
- Provide inclusive emergency policies that ensure persons with disabilities can evacuate, use emergency transportation, stay in shelters and participate in emergency and disaster-related programs together with service animals; and
- Provide accurate documentation and records required for cost recovery efforts.

Middlesex County's Department of Emergency Services has the primary responsibility for emergency management activities within the County. The Emergency Management Director or Deputy Director has the authority to declare a local emergency with approval of the Board of Supervisors. The local governing board has the legal authority for approving the EOP and declaring a local emergency.

During an emergency, the Director and the Emergency Coordinator, or the Director's designees will work with all appropriate agencies, boards, and departments within Middlesex County to effectively respond to the incident. When an emergency exceeds the local government's capability to respond, assistance will be requested from surrounding jurisdictions, and state and federal government. In any case, incident command and response operations remain with the local jurisdiction.

Implementation of the National Incident Management System (NIMS)

Middlesex County has adopted the NIMS as its operating structure by resolution of the Local Governing Board on (M/D/Yr.). The basic framework of NIMS incorporates the use of the

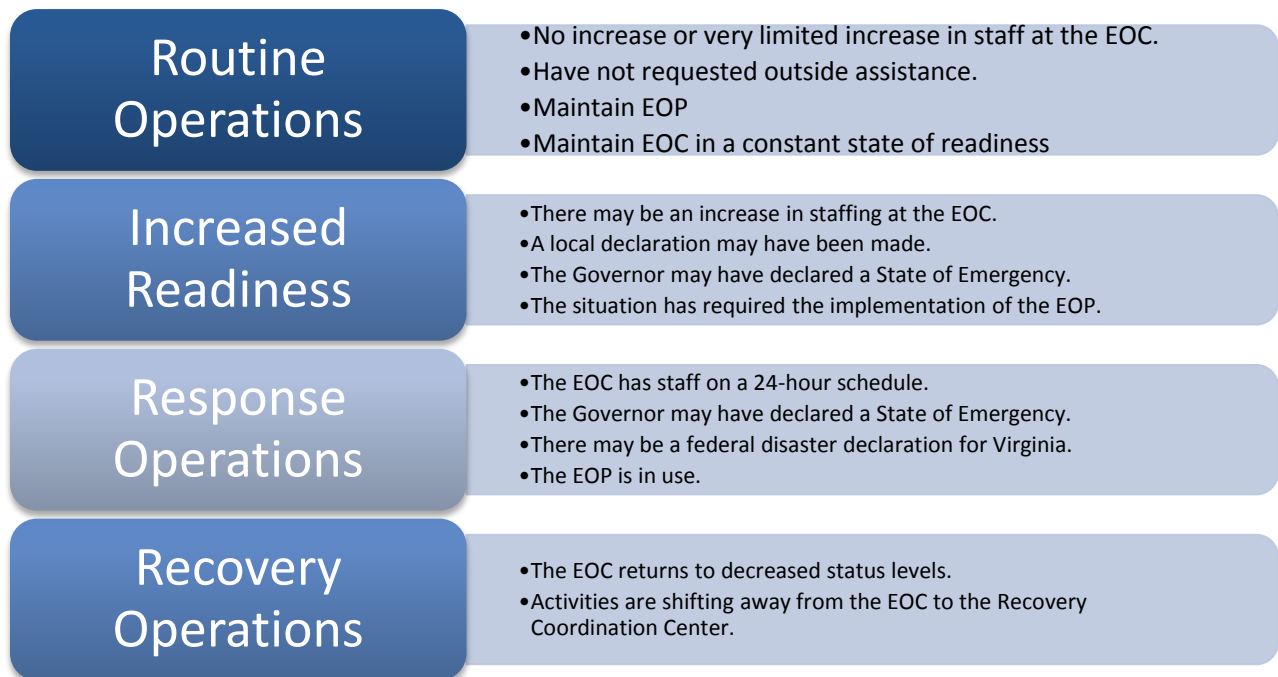
Incident Command System (ICS) and the Multi-Agency Coordination System (MACS). This EOP is based on NIMS. Middlesex County will implement the Incident Command System (ICS) for all incidents and events within the County. ICS will be used as a standardized systematic approach for the development of the Emergency Operations Plan (EOP). ICS is required for all on-scene and Emergency Operations Center (EOC) activations under the all-hazards incident management approach.

Utilization of the ICS:

- Allows for the integration of facilities, equipment, personnel, procedures and communications operating within a common organizational structure.
- Enables a coordinated response among various jurisdictions and functional agencies, both public and private.
- Establishes common processes for planning and managing resources.

Emergency Response Levels

Middlesex County has four levels of EOC activation. The level to which the EOC is activated will be a decision made by the Emergency Management Director or their representative based on the size, scale, and complexity of a given incident or set of circumstances.



Declaration of a Local Emergency

In the event the governing body cannot convene due to the disaster or other exigent circumstances, the director, or in his absence, the deputy director, or in the absence of both the director and deputy director, any member of the governing body may declare the existence of a

local emergency, subject to confirmation by the Board of Supervisors at its next regularly scheduled meeting or at a special meeting within 45 days of the declaration, whichever occurs first. The Board of Supervisors, when in its judgment all emergency actions have been taken, shall take appropriate action to end the declared emergency. A declaration of a local emergency as defined in § [44-146.16](#) shall activate the local Emergency Operations Plan and authorize the furnishing of aid and assistance.

The Circuit Court Clerks' Office will maintain a copy of the declaration for the County's record.

EOC Activation

The Emergency Operations Center (EOC) is the coordination point for successful response and recovery operations. Coordination of activities will ensure that all tasks are accomplished, minimizing duplication of efforts. The Emergency Management Director, and/or their designee may activate the EOC if the following conditions exist:

- There is an imminent threat to public safety or health on a large scale.
- A multi-department or agency response is required to resolve or recover from the emergency or disaster event.
- The local emergency ordinances are implemented to control the major emergency or disaster event.

Upon activation of the EOC, representatives from the Emergency Support Functions will staff the EOC.

In addition, there may be a virtual activation of the EOC, if staff has adequate capabilities to accomplish this such as internet connectivity, cell phone and other requirements and can fulfill the mission of the EOC.

The County will support the whole community including populations which were identified during the plan development process and referenced in the Situation.

Request for State Assistance/Recommendation for State Declaration of Emergency

When local resources are insufficient to cope with the effects of a disaster, Middlesex County will coordinate with VDEM regional staff to request assistance through the VEOC.

- The Emergency Management Director, or their designee, or regional staff will submit a request through WebEOC to VDEM.
- The report/request will include all information requested by the VEOC such as:
 - A local emergency has been declared and the EOP has been implemented;
 - All available resources have been committed, and;
 - Additional assistance from the county/state/etc. is being requested and the resources being requested will be described in detail using the C-SALTT¹ method.

¹ C-SALLT stands for Capability, Size, Amount, Location, Type, and Time

Middlesex County has the overall responsibility to provide an effective emergency response. The County uses NIMS for incident management. This emergency management system provides for on-scene management of an incident and also provides the coordination of response activities between Middlesex County and other jurisdictions.

Middlesex County's emergency management structure and organization covers all emergency management phases – preparedness, response, mitigation, and recovery.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The Director of Emergency Management and the Emergency Coordinator oversee Middlesex County's emergency management organization. They are empowered to review and approve emergency mutual aid plans and agreements, disaster mitigation, preparedness, response and recovery plans, and such ordinances, resolutions, rules and regulations as are necessary to implement them.

Middlesex County Emergency Management Organization

The County's Emergency Management Organization consists of the following entities:

- Director of Emergency Management and Deputies
- Emergency Coordinator and Deputies
- Policy Group/Board of Supervisors
- Local Government Agencies and Staff with emergency responsibilities (ESF roles)
- Nongovernmental and Volunteer Organizations
- Private Sector Partners
- Citizens

Policy Group

- Convene at the EOC or a nearby location.
- Help determine what positions need to be filled at the EOC.
- Make policy level decisions.
- Develop the strategic policy and direction for recovery and resumption of normal operations.
- Review public information statements and releases.

Director of Emergency Management

- Determine the appropriate level of activation based on situation.
- Mobilize appropriate personnel for the initial activation of the EOC.
- Respond immediately to EOC site and determine operational status.
- Obtain briefing from any sources that are available.
- Monitor general staff activities to ensure that all appropriate actions are being taken.
- In coordination with the PIO, conduct news conferences and review media releases for final approval.

- Ensure that the Liaison Officer is providing for and maintaining effective inter-agency coordination.
- Establish initial strategic objectives for the EOC.
- Convene the initial Action Planning meeting.
- Once the Action Plan is completed by the Planning/Intelligence Section, review, approve, and authorize its implementation.
- Conduct periodic briefings with general staff to ensure strategic objectives are current and appropriate.
- Authorize the demobilization of sections.

Emergency Coordinator/EOC Manager

- Assess incident situation.
- Ensure the EOC is properly set up and ready for operations.
- Ensure that an EOC organization and staffing chart is posted and completed.
- Prepare EOC objectives for the initial Action Planning Meeting
- Activate elements of the EOC organization as appropriate.
- Conduct initial briefing for Command and General staff.
- Ensure planning meetings are conducted.
- Approve and authorize implementation of the Incident Action Plan.
- Determine information needs and inform command personnel of needs.
- Coordinate staff activity.
- Manage incident operations.
- Approve requests for additional resources and/or the release of resources.
- Brief relief at shift change.
- Authorize the release of information to the news media.
- Approve plan for demobilization.

Operations Section Chief

- Gather information necessary to assess incident assignment and determine immediate needs and actions.
- Attend all applicable briefings and obtain incident information and incident guidelines/policies.
- Collect information from outgoing Operations Section Chief prior to your arrival.
- Plan and activate section and units within each section that needs to be activated.
- Identify kind, type and number of resources required to achieve objectives.
- Supervise and adjust operations organization and tactics as needed, based on changes in incident situation and resource status.
- Evaluate resource status and tactical needs to determine if resource assignments are appropriate.
- Interact and coordinate with all other command staff, general staff, and appropriate Unit Leaders.
- Ensure effective use and coordination of all assigned resources.
- Coordinate with on the ground responders (e.g. law enforcement, public health, fire).
- Prepare for and participate in strategy meetings.
- Participate in the preparation of the IAP.

- Report special events.
- Complete and submit ICS 214, Unit Log to the Documentation Unit.
- Assist in the design and development of the Incident Demobilization Plan.

Planning Section Chief

- Gather information necessary to assess incident assignment and determine immediate needs and actions.
- Attend all applicable briefings and obtain incident information and incident guidelines/policies.
- Collect information from outgoing Planning Section Chief prior to your arrival.
- Plan and activate section and units within the section that need to be activated.
- Establish priorities and coordinate units within the section.
- Ensure staff uses appropriate ICS forms
- Establish and maintain incident planning cycle.
- Ensure planning staff completes required elements of the Incident Action Plan (IAP) within required timeframes.
- Ensure the incident strategic plan is appropriate.

Logistics Section Chief

- Gather information necessary to assess incident assignment and determine immediate needs and actions.
- Attend all applicable briefings and obtain incident information and incident guidelines/policies.
- Collect information from outgoing Logistics Section Chief prior to your arrival.
- Plan and activate section and units within the section that need to be activated.
- Determine logistics section current capabilities and limitations (i.e. ordering timeline, available equipment, resources on hand, facilities capabilities, etc.).
- Interact and coordinate with all command and general staff.
- Coordinate with unit leaders and provide Planning Section Chief a list of excess personnel, contact equipment, crews, miscellaneous personnel and other resources.
- Complete ICS Form 214, Unit Log.
- Ensure all personnel and equipment time records are complete and have been submitted to the Time Unit Leader/Equipment Time Recorder.
- Participate in the preparation of the IAP.
- Assist in development, approval, and implementation of Demobilization Plan and/or Transition Plan.
- Act as the authorized representative of local agency specific contracts.

Finance/Admin Section Chief

- Gather information necessary to assess incident assignment and determine immediate needs and actions.
- Attend all applicable briefings and obtain incident information and incident guidelines/policies.
- Collect information from outgoing Finance/Admin Section Chief prior to your arrival.
- Plan and activate section and units within the section that need to be activated.
- Provide initial operating instructions to section personnel.
- Ensure reports and forms are complete, accurate, and timely.

- Maintain Unit Log, ICS 214
- Ensure all financial documents are completed and submitted in a timely manner.
- Consolidate incident financial package.
- Provide financial summary information on the current incident.
- Participate in the preparation of the IAP.
- Assist in the development and approval of the Incident Demobilization Plan.

The transfer of management authority for actions during an incident is done through the execution of a written delegation of authority from an agency to the incident commander. This procedure facilitates the transition between incident management levels. The delegation of authority is a part of the briefing package provided to an incoming incident management team. It should contain both the delegation of authority and specific limitations to that authority.

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 and ESF and Hazard-Specific Annexes.

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 annexes, and checklists to accomplish assigned responsibilities.
- Conduct and participate in planning and training in cooperation with identified primary and support agencies and OEM.
- Maintain financial records in accordance with guidance from OEM 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.
- 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 department are identified in the ESF annexes to this Plan. In addition, other responsibilities for departments during emergency operations in Middlesex County may be assigned depending on the type, scope, and needs of the incident

SPECIAL CONSIDERATIONS

The Stafford Act and Post-Katrina Emergency Management Reform Act, along with Federal civil rights laws, mandate integration, and equal opportunity for people with disabilities. Middlesex 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.

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 Emergency Medical Services, 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.

MUTUAL AID AGREEMENTS

During an emergency, Middlesex County may need to activate mutual aid and shared resources quickly. Emergency assistance may be made available from neighboring jurisdictions in accordance with mutual aid agreements. Such assistance will be in accordance with existing mutual aid agreements or, in the absence of official agreements, directed by the Emergency Management Director or, in their absence, the Emergency Coordinator when it is determined that such assistance is necessary and feasible.

In the event an emergency situation exceeds local emergency response capabilities, outside assistance is available through mutual support agreements with nearby jurisdictions and volunteer emergency organizations, or through the Commonwealth of Virginia's Statewide Mutual Aid Compact. For assistance beyond tactical mutual aid (i.e. that which might be used in everyday incidents), a local emergency must be declared and local resources fully committed, with anticipated or actual unmet needs, before state and federal assistance is requested. The EOC coordinates the request for outside assistance.

DIRECTION, CONTROL AND COORDINATION

The Director of Emergency Management and the Emergency Coordinator implement Middlesex County's policy and operational coordination for domestic incident response. The response structure can be partially or fully implemented in response to a potential/actual threat, in

anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the exact resources needed, and a level of coordination appropriate to each incident.

On Scene Incident Command and Management

The on-scene Incident Commander is responsible for all response activities, including the development of strategies and tactics and the ordering and release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

When multiple command authorities are involved, the incident may be led by a unified command comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance, or agreement. The unified command provides direct, on-scene control of tactical operations. At the tactical level, on-scene incident command and management organization are located at an Incident Command Post (ICP), which is typically comprised of local and mutual aid responders.

Emergency Operations Center

An Emergency Operations Center or EOC serves as the central coordination hub for an incident response and recovery. Information flows into the EOC from the field and out of the EOC to relevant stakeholders and response partners.

During an incident, the EOC supports field operations when resources that are traditionally acquired through mutual aid agreements amongst response partners, are no longer sufficient to handle the incident response.

Middlesex County and nongovernmental organizations report threats, incidents, and potential incidents using established communications and reporting channels. Once a threat of incident has occurred, local government, through the Emergency Management Director, makes an initial determination to initiate the coordination of information sharing and incident management activities.

If the incident necessitates the opening of the EOC, the EOC will serve as the hub of information collection, analysis and dissemination relating to an incident or event. During an event or incident information will be collected using a variety of methods.

The primary EOC is currently located in the 2nd floor of the Woodward Building. The alternate location is the basement of the Dispatch Office.

Essential Elements of Information

Each incident has critical or essential information that should be shared during operations. Essential Elements of Information or EEIs include:

- Lifesaving needs including evacuation and search and rescue,

- Information on critical infrastructure including determining the status of transportation, utilities, communication systems, and fuel and water supplies
- Gathering information on critical facilities including determining the status of police and fire stations, medical providers, water and sewer treatment facilities, and media outlets
- Information on the risk of damage to the community from imminent hazards
- Information on the number of individuals who have been displaced because of the incident.

Situational Awareness

During an incident, information should flow freely from the field to the EOC. As information comes into the EOC it should be collected and recorded. This information will be collected and disseminated as a Situation Report and disseminated to the VDEM Regional Coordinator as needed throughout the incident. This information can also be shared with the Virginia Emergency Operations Center (VEOC) and other state and federal partners via conference calls, WebEOC, and email correspondence.

COMMUNICATIONS

Communication between Incident Commander and EOC

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

First responders will maintain operational communication throughout incident response and recovery operations using their communication centers and radio channels. All functions operating outside of the EOC will maintain contact with the EOC through redundant communications such as telephone, radio, fax, or WebEOC. All staff operating within the EOC are responsible for bringing their government-issued technology including laptops, iPads, portable radio, HAM radio, charger, batteries, headsets, and cellular phones.

Public Information Officer (PIO)

The Public Information Officer ensures that all official information coming from Middlesex 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, as well as a community outreach program of public education for responding to, recovering from and mitigating hazards that pose a threat to a community to ensure necessary protective measures can be employed.

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. 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 JIC will normally be collocated with EOC.

Communications with the VEOC

Middlesex 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 Middlesex County and the VEOC. Middlesex County will submit daily or twice daily situation reports to the VEOC via WebEOC or fax.

Regional staff may assist with this process. Local EOC will make requests for resources to the VEOC with coordination of VDEM Regional Staff. If Middlesex County needs to communicate with Federal partners, communication will first come from state partners at the VEOC.

Notification of Virginia Criminal Injuries Compensation Fund (VICF) and Virginia Department of Criminal Justice Services (DCJS)

The EOC will immediately contact the DCJS and the VICF 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.

[Criminal Injury Compensation Fund](#)

Jack Ritchie, Director

Department Virginia Workers' Compensation Commission

1000 DMV Drive Richmond, VA 23220

CICF Toll Free: 1-800-552-4007 Phone: (804) 367-1018

Email: Jack.Ritchie@cicf.virginia.gov

After Hours: 804-307-5431

Leigh Snellings, Acting Director, (alternate)

800-552-4007 (normal business hours)
Email: leigh.snellings@cicf.virginia.gov
After Hours: 804-212-4232

Virginia Department of Criminal Justices Services

Melissa Roberson, Training and Critical Incident Response Coordinator 1
100 Bank Street Richmond, VA 23219
Phone: (804) 840-4276 Fax: (804) 786-3414

ADMINISTRATION, FINANCE, AND LOGISTICS

Administration

In an incident, Middlesex County staff may fulfill roles within the Finance and Administration and Logistics Section of the EOC. The Finance Administrative Assistant will serve as the Lead for the Finance and Administration Section.

Documentation is a key administrative process that must be used by Middlesex County to document the response to and recovery from a disaster. Documenting actions taken during response and recovery is essential for creating historical records of incident, applying for recovery costs, addressing any insurance needs, and developing future mitigation strategies.

At a minimum, the Middlesex County EOC will maintain the following types of reports:

- Damage Assessment sheets
- Incident Action Reports

Financial Management

The Finance & Admin Section manages all financial, administrative and cost analysis aspects of an emergency. Disaster-related expenditures and obligations of state agencies, local jurisdictions and organizations may be reimbursed under a number of federal programs (i.e. Small Business Administration (SBA), etc.)

Logistics

Risk analysis and capabilities assessments help Middlesex County identify what resources are needed for a response to a defined hazard. Based on past incident critiques, Middlesex County has worked to identify and procure additional resources to improve capability for future events.

The incident commander can activate tactical-level mutual aid agreements at the incident-level. Needs that cannot be met via mutual aid agreements at the tactical-level will be escalated to the EOC.

At the EOC, the Logistics Section will provide guidance for coordinating resources needed to support the incident. Logistics primarily addresses protocols, processes, and systems for

requesting, utilizing, tracking and reporting resources that are outside the standard practices of pre-existing discipline-specific mutual aid agreements (e.g., law enforcement, public works, fire). When local resources are not sufficient the Logistics Section will coordinate mutual aid agreements and work with private resources. Purchasing resources for an incident response is done by the Logistics Section Chief as needed throughout the incident response.

PLAN 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 Local Governing Board. Guidance and assistance is provided by the Virginia Department of Emergency Management. Middlesex County should conduct a comprehensive plan review, revision, and exercises prior to formal adoption to ensure the plan remains current.

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.

The plan review team should include representatives from all internal departments. External group representatives may be included as needed.

EXERCISES AND TRAINING

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

The Emergency Coordinator is responsible for the development, administration, and maintenance of a comprehensive training and exercise program tailored to the needs of Middlesex County. This program will be comprised of a general core, functionally specific, as well as on-going refresher training programs designed to attain and sustain an acceptable level of emergency preparedness for Middlesex County.

Training will be based on federal and state guidance. Instructors will be selected from Middlesex County's government officials and staff, federal and state governments, private industry, the military, as well as quasi-public and volunteer groups trained in emergency services and response. All training and exercises conducted in Middlesex County will be

documented. Training needs will be identified and records maintained for all personnel assigned emergency duties in a disaster.

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

AUTHORITIES

The following provides emergency authorities for conducting and/or supporting emergency operations:

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](#)
- [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 \(NRF\), May 2013](#)
- [National Disaster Recovery Framework \(NDRF\), September 2011](#)
- [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 \(NIMS\), December 2008](#)
- [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 \(SARA\)](#)

COMMONWEALTH OF VIRGINIA

- [Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended](#)
- [The Commonwealth of Virginia Emergency Operations Plan, 2012](#)
- [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 Six \(2006\), 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 \(2011\), Continuing Preparedness Initiatives In State Government and Affirmation of the Commonwealth of Virginia Emergency Operations Plan](#)

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
EI	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

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).

SUCCESSION OF AUTHORITY

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

<u>Organization/Function</u>	<u>Authority in Line of Succession</u>
Direction and Control	1. Director 2. Coordinator
Emergency Public Information	1. Coordinator 2. Public Information Officer
Law Enforcement	1. Sheriff 2. Major
Fire Department	1. Chiefs 2. Assistant Chiefs
Rescue Squad	1. Captain 2. Assistant Captains
School System	1. Superintendent 2. Assistant Superintendent
Public Works/Utilities	1. Maintenance Supervisor
Health Department	1. Director
Social Services	1. Director 2. Office Manager

SAMPLE RESOLUTION FOR THE DECLARATION OF A LOCAL EMERGENCY

AT A SPECIAL MEETING OF THE BOARD OF SUPERVISORS OF MIDDLESEX COUNTY, VIRGINIA, HELD AT _____, ON _____, 2_____.

RESOLUTION _____ - _____ DECLARING A LOCAL EMERGENCY TO EXIST IN MIDDLESEX COUNTY, VIRGINIA

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

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

NOW, THEREFORE, BE IT HEREBY PROCLAIMED by the Board of Supervisors of Middlesex County, Virginia, that a local emergency now exists throughout Middlesex County; and

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

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

Dated: _____

Board of Supervisors, Middlesex County, VA

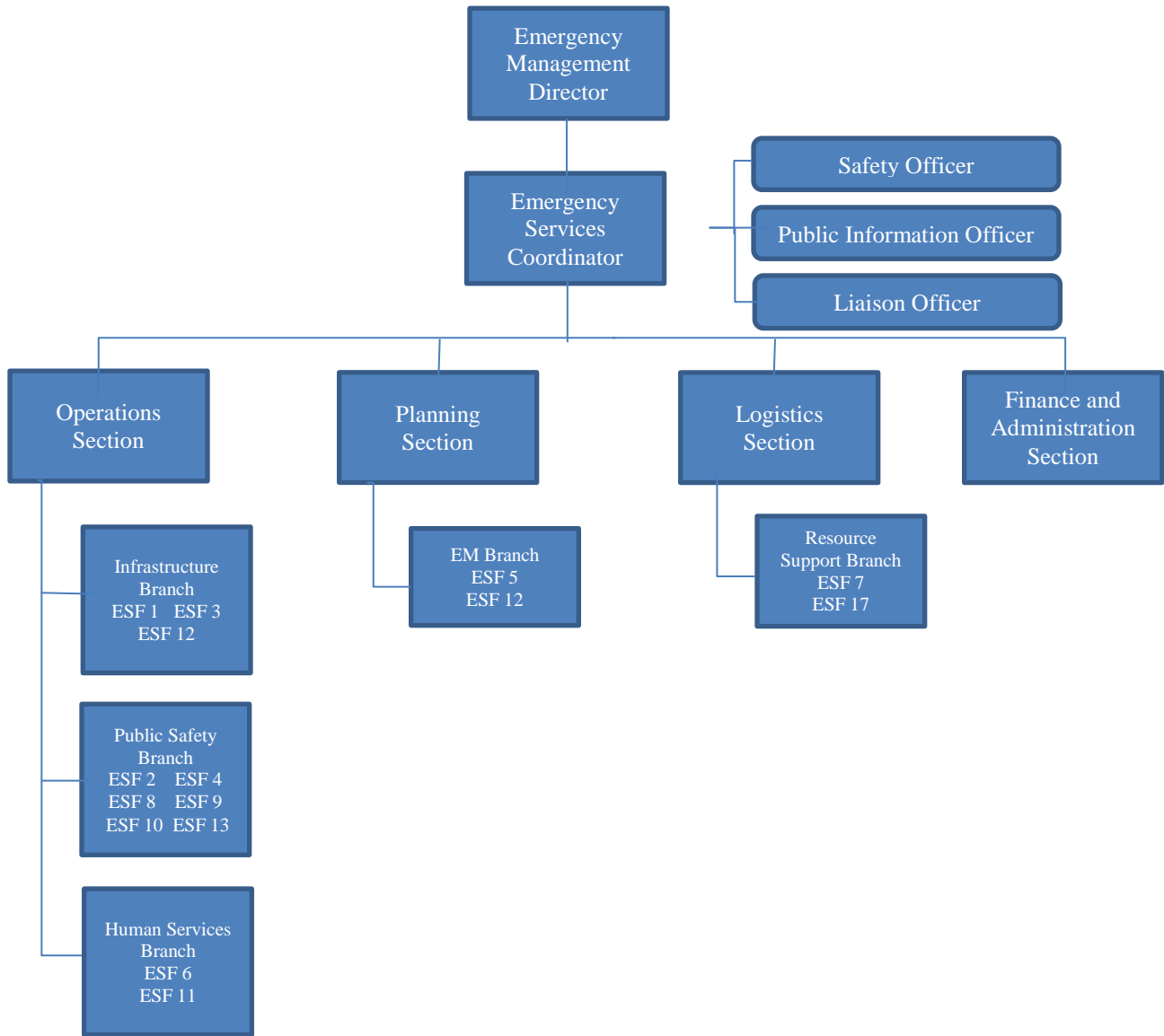
Attest: _____
Clerk, Board of Supervisors

EMERGENCY SUPPORT FUNCTIONS

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 several Local Emergency Operations Plans (LEOP) throughout the state.

The purpose is to facilitate communications between various levels of government during large-scale emergencies, and for this reason, the Virginia Department of Emergency Management (VDEM) recommends adopting the ESF format, although it is not a requirement of a local government in order to be NIMS compliant.

Attachment 1 – Emergency Organization



Attachment 2 - Matrix of Responsibilities

Emergency Support Function	1: Transportation	2: Communications	3: Public Works & Engineering	4: Firefighting	5: Emergency Management	6: Mass Care, Housing, & Human Services	7: Logistics Management & Resource Support	8: Public Health & Medical Services	9: Search and Rescue	10: Oil & Hazardous Materials Response	11: Agriculture & Natural Resources	12: Energy	13: Public Safety & Security	14: Long-Term Community Recovery	15: External Affairs	17: Volunteer & Donations Management
Virginia Cooperative Extension			S				S	S			P					S
Board of Supervisors		S	S		S	S	S	S			S	S		P	S	S
Dispatch	S	S		S					S	S			S		S	
Emergency Services	S	S	S	S	P	S	S	S	S	S	S	S	S	S	P	S
Emergency Medical Services	S	S				S		P	S	S					S	
Fire	S	S	S	P	S	S	S	S	P	S				S	S	
Housing			S		S	S								S		
Human Resources					S	S	S							S		S
Human Services						P		S						S		S
Planning and Zoning		P	S		S	S					S	S		S	S	S
Parks and Recreation			S			S					S	S	S	S	S	S
Sheriff's	S	S	S	S		S		S	S	S	S		P	S	S	
Public Health						S		P		S	S			S	S	
Public Works	P		P		S	S	P		S	S	S	P	S	S	S	P
School Board	S	S	S	S	S	S	S	S						S	S	

P = Primary Department or Responsibility
 S = Supporting Department or Responsibility

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