

ROCKBRIDGE COUNTY CITY OF LEXINGTON CITY OF BUENA VISTA



EMERGENCY OPERATIONS PLAN

OCTOBER 2010

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Executive Summary

Pursuant to the Code of Virginia §44-146.20, Rockbridge County, City of Buena Vista, and the City of Lexington have combined their efforts in planning and responding to emergencies and disasters through adoption of a combined Emergency Operations Plan.

The plan is an accurate and appropriate reflection of how all three governments will address natural and man-made disasters and events as they develop. The revised plan is based on current resources available at the local level.

The plan has been formatted to conform to the recommendations of the Virginia Department of Emergency Management, the National Response Framework (NRF), the National Incident Management System (NIMS), and the Incident Command System (ICS).

The EOP consists of a Basic Plan followed by the Emergency Support Functions (ESFs), and Support Annexes.

The Basic Plan establishes the legal and organizational basis for emergency operations in all three governments to effectively respond to and recover from all-hazards and emergency situations.

The Emergency Support Functions group resources and capabilities into functional areas to serve as the primary mechanisms for providing assistance at the operational level. The ESF structure results in improved effectiveness and efficiency in mitigation, preparedness, response, and recovery operations.

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

In addition to the Executive Summary, included in the Basic Plan is a resolution of adoption from each governing body. The purposes of these resolutions are two-fold. First, it serves as the format for formal adoption of the Emergency Operations Plan. Second, it charges and authorizes the Director or his/her designee with the responsibility of maintaining this plan over the next four (4) years, when it will once again come before all three governing bodies for adoption.

I. Introduction

Rockbridge County, City of Buena Vista, and the City of Lexington are vulnerable to a variety of hazards such as flooding, drought, hurricanes, and severe winter storms. To respond effectively to any emergency of a size or complexity beyond routine response systems, it is critical that all public officials, departments and agencies, non-governmental emergency organizations and the public understand their roles and responsibilities. These non-routine responsibilities begin as the incident is recognized and response ensues, and become particularly important as command organizes beyond the initial reactive phase of first responders.

A planned-for and coordinated response on the part of state and local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services. The foundation for this coordinated response is established through the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan (EOP). The "*Commonwealth of Virginia Emergency Services and Disaster Laws of 2000*", as amended (*Code of Virginia, § 44-146.13 to 44-146.29:2*) requires that state and local governments develop and maintain current Emergency Operations Plans (EOP) in order to be prepared for such events.

The Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan (EOP) consists of a basic plan followed by the Emergency Support Functions, and Support Annexes.

Plan Preface

The following items are included in the Rockbridge County/City of Buena Vista/City of Lexington EOP:

- Table of contents
- Promulgation statement
- Executive Summary
- Record of changes
- Distribution list
- Basic Plan
- Emergency Support Functions
- Support Annexes

Purpose and Scope

The purpose of the Basic Plan is to establish the legal and organizational basis for operations in Rockbridge County, City of Buena Vista, and the City of Lexington to effectively respond to and recover from all-hazards disasters and/or emergency situations. It assigns broad responsibilities to local government agencies and support organizations for disaster prevention, preparedness, response, and recovery operations. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources.

The EOP employs a multi-agency operational structure based upon the principles of the National Incident Management System (NIMS) / Incident Command System (ICS) to manage, coordinate and direct resources committed to an incident. Rockbridge County, City of Buena Vista, and City of Lexington are practitioners of NIMS and are committed to insuring that required trainings are provided to all persons with direct responsibility for implementing the plan and critical functions within the plan. Supporting plans for all-hazards disasters set forth the concepts and procedures whereby all three governments can effectively apply available resources to insure 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.

The Emergency Operations Plan (EOP) identifies a range of disasters that could possibly occur in or near this locality. The EOP works to anticipate the needs that the jurisdiction might experience during an incident and

provides guidance across county/city departments, agencies, and response organizations by describing an overall emergency response system:

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

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

II. Planning Situation and Assumptions

Situation

Rockbridge County, the City of Buena Vista, and the City of Lexington are located in Southwest Virginia. The area has a population of 34,024, based on the 2000 U.S. Census. The area covers over 610 square miles. The following demographics are included in the population estimate:

ROCKBRIDGE COUNTY	
<i>Demographic</i>	<i>Percentages/Numbers</i>
Population	20,808
Persons per Household	2.43
Median Household Income	\$36,035
Median Age of Residents	40.4 years
Persons under 5 years old	1,123
Persons under 18 years old	4,629
Person 65 years old and over	3,259
Persons with a disability, age 5 and older	4,361
Individuals below poverty	1,976
Persons of Caucasian Race	19,856
Persons of African-American Race	617
Persons of Asian Race	92
Persons of Hispanic or Latino Race	120
Persons of Other Race	243
Persons who speak a language other than English	601

Table No. 1 – 2000 Census Demographic Data

CITY OF BUENA VISTA	
<i>Demographic</i>	<i>Percentages/Numbers</i>
Population	6,349
Persons per Household	2.38
Median Household Income, 2007	\$32,410
Median Age of Residents	37.9 years
Persons under 5 years old	392
Persons under 18 years old	1,426
Person 65 years old and over	1,034
Persons with a disability, age 5 and older	1,394
Individuals below poverty	627
Persons of Caucasian Race	5,940
Persons of African-American Race	305
Persons of Asian Race	27
Persons of Hispanic or Latino Race	64
Persons of Other Race	77
Persons who speak a language other than English	161

Table No. 2 – 2000 Census Demographic Data

CITY OF LEXINGTON	
Demographic	Percentages/Numbers
Population	6,867
Persons per Household	2.06
Median Household Income	\$28,982
Median Age of Residents	23.2 years
Persons under 5 years old	205
Persons under 18 years old	755
Person 65 years old and over	1,126
Persons with a disability, age 5 and older	899
Individuals below poverty	995
Persons of Caucasian Race	5,906
Persons of African-American Race	713
Persons of Asian Race	132
Persons of Hispanic or Latino Race	109
Persons of Other Race	114
Persons who speak a language other than English	513

Table No. 3 – 2000 Census Demographic Data

The area is also home to several institutions of higher education: Virginia Military Institute, Washington & Lee University, Southern Virginia University, and Dabney S. Lancaster Community College. All of these institutions have points of contact with the Emergency Management Coordinators. Two railroad companies cross through the area: Norfolk-Southern and CSX.

The plan takes into account the increasing risks related to man made hazards, identified through hazardous materials reporting required by the Superfund Amendments and Reauthorization Act of 1986 (SARA). The plan further takes into account, through a review of the *Pre-Hazard Mitigation Plan for Central Shenandoah, Virginia*, the risk levels related to identified hazards and the past and on-going mitigations to address those risks. The chief natural hazards occurring in Rockbridge County, City of Buena Vista, and City of Lexington include flooding, severe snow and ice storms, high winds, and risk of wildfire. The table below indicates the probability of the incidents identified above. Both natural and man-made hazards identified below pose a potential for loss of life, property, agriculture, and infrastructure.

Hazard	Probability
Flooding	Significant
Drought	High
Hurricane	High
Severe Winter Weather	High
Land Subsidence/Karst	Medium
Tornado	Medium
Wildfire	Medium
Landslide	Low
Terrorism	Low
Earthquakes	Low

Table No. 4 – Hazard Ranking from Central Shenandoah Hazard Mitigation Plan

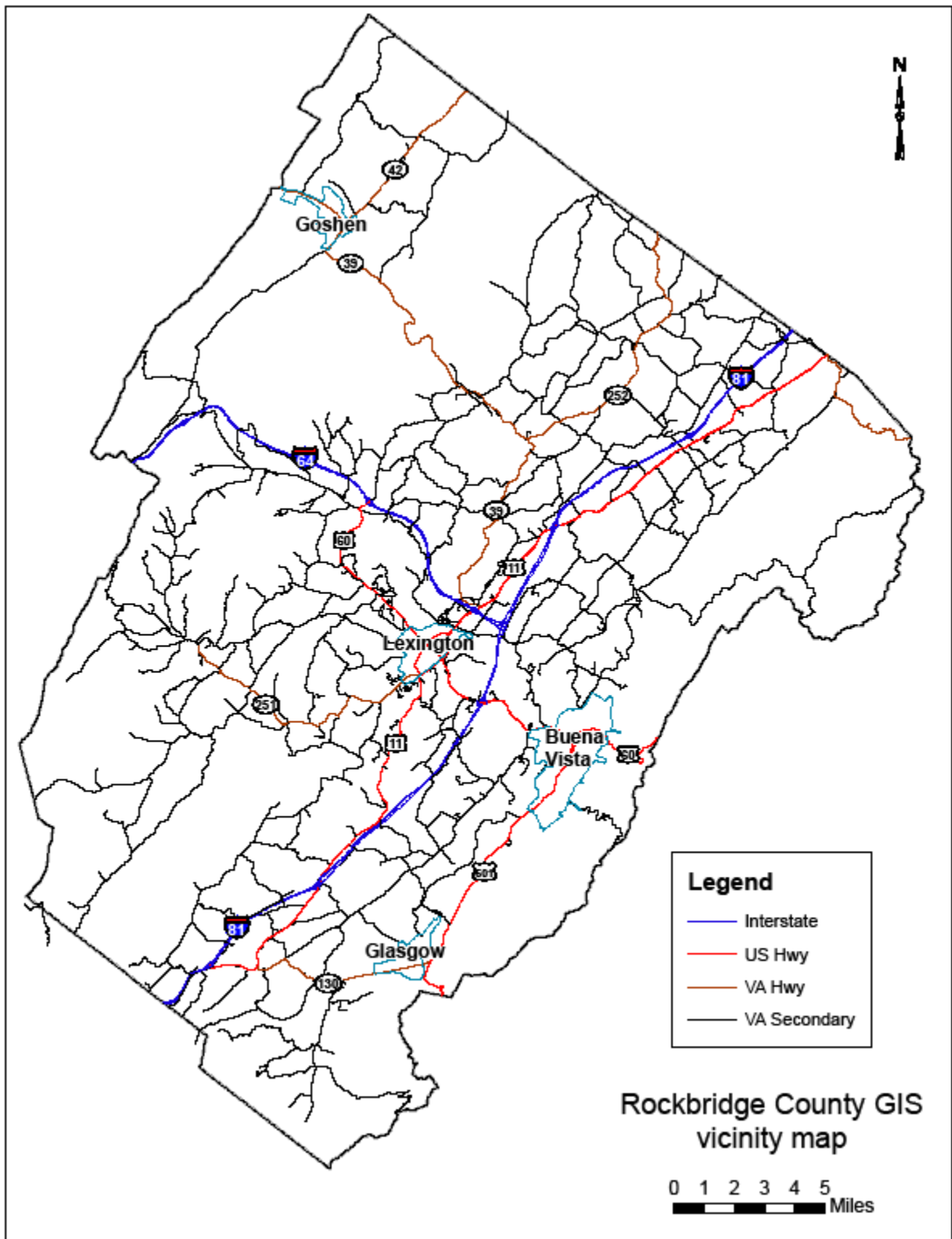
Capability Assessments indicate the strength and knowledge of the personnel in emergency procedures, the importance of the installed and tested emergency alert system throughout the County, and reinforce the need to continue efforts to integrate response with local and state response plans. The Local Capability Assessment for Readiness (LCAR) is a process used to determine community capabilities and limits in order to prepare for and respond to the defined hazards. The LCAR is updated annually, as required by the "*Commonwealth of Virginia Emergency Services and Disaster Laws of 2000*", as amended.

Assumptions

The Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan is based on an all-hazards principle that most emergency response functions are similar regardless of the hazard.

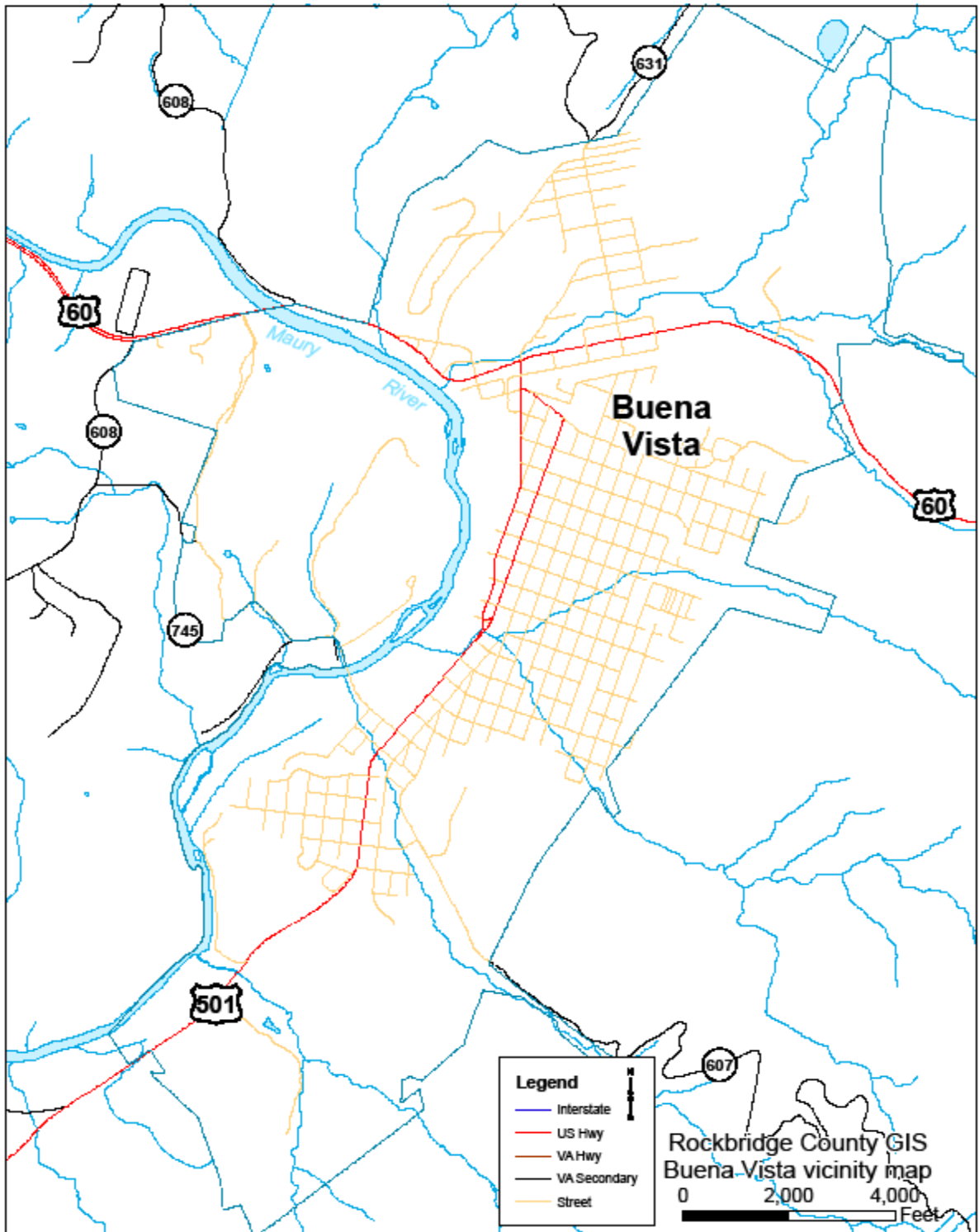
- The Emergency Management Coordinator of each locality will mobilize resources and personnel as required by the situation to save lives, protect property, restore critical infrastructure, insure continuity of government, and facilitate recovery of individuals, families, businesses, and the environment.
- Incidents are managed at the local level.
- All parties will have mutual aid agreements with neighboring jurisdictions.
- Rockbridge County, City of Buena Vista, and City of Lexington uses the National Incident Management System (NIMS) and the Incident Command Structure (ICS).
- Special facilities (schools, nursing homes, adult day care and child care facilities) are required to develop emergency plans, and the Emergency Manager may request the facility to furnish a copy for review as applicable by the *Code of Virginia*.
- Regulated facilities (Superfund Amendments and Re-authorization Act sites posing a specific hazard) will develop, coordinate, and furnish emergency plans and procedures to local, county and state departments and agencies as applicable and required by codes, laws, regulations or requirements.

Tab 1 to Planning Situation and Assumptions
MAP OF ROCKBRIDGE COUNTY



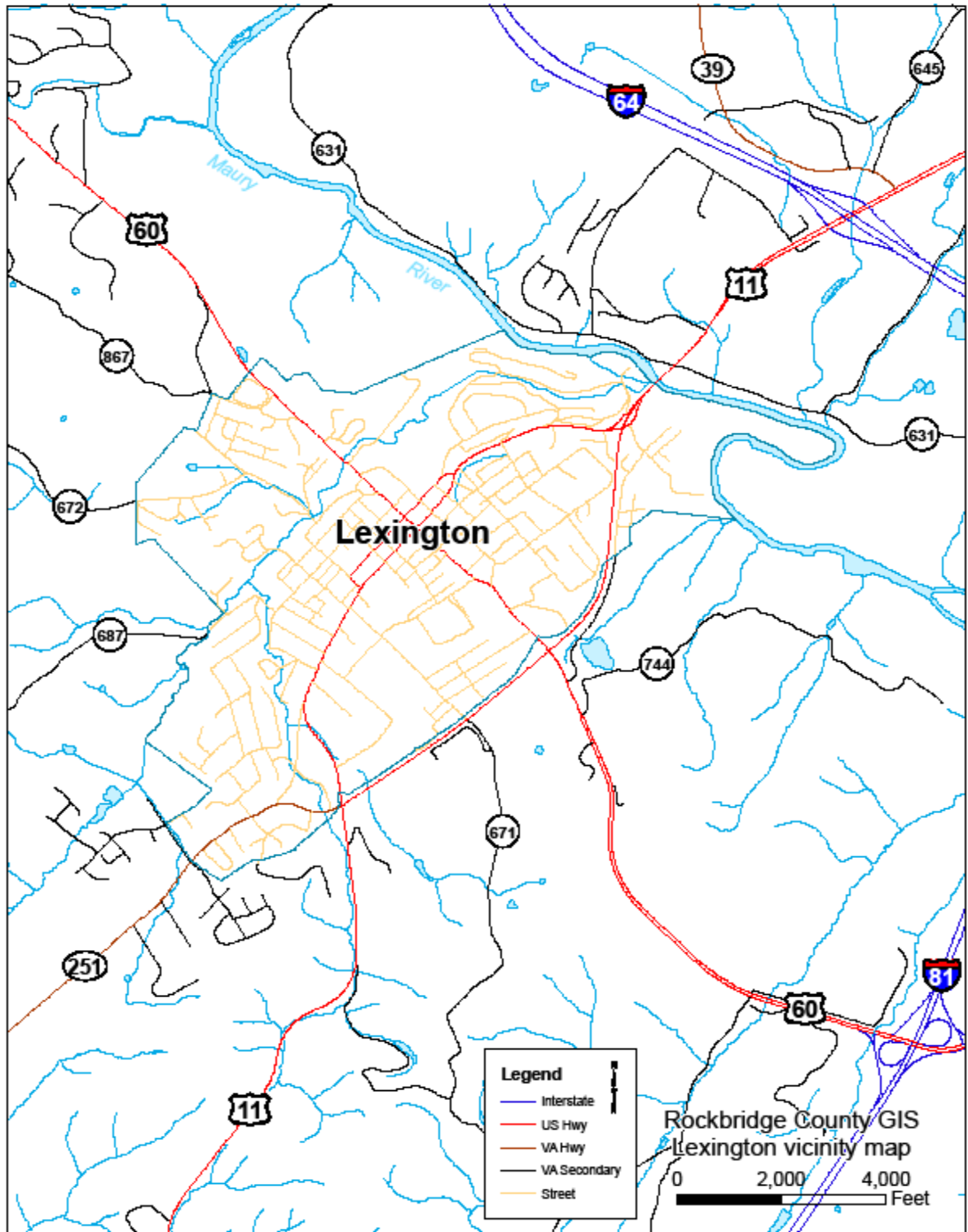
Tab 2 to Planning Situation and Assumptions

MAP OF CITY OF BUENA VISTA



Tab 3 to Planning Situation and Assumptions

MAP OF CITY OF LEXINGTON



III. Roles and Responsibilities

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency services organizations and operations are structured around existing constitutional government. Section 44-146.19 of this *Code* establishes the powers and duties of political subdivisions.

The Emergency Management programs of Rockbridge County, City of Buena Vista, and City of Lexington involves local government officials, local government agencies, private sector and non-profit organizations. Their roles are summarized in the following discussions.

Elected Officials

Members of the Rockbridge County Board of Supervisors and Buena Vista and Lexington City Councils are responsible for:

- Protecting the lives and property of citizens;
- Understanding and implementing laws and regulations that support emergency management and response;
- Establishing the local emergency management program;
- Appointing the local emergency manager; and
- Adopting and promulgating the Emergency Operations Plan (EOP).

Local Chief Executive Officer

County Administrator of Rockbridge County and the City Managers of Buena Vista and Lexington.

These officers are responsible for:

- Coordinating local resources to address the incident;
- Establishing a curfew;
- Directing evacuations;
- In coordination with the District Health Director, ordering a quarantine;
- Providing leadership; and
- Communicating information to the public.

Director of Emergency Management

The Rockbridge County Director of Emergency Management shall be the County Administrator. The Director of Emergency Management for the City of Buena Vista is the City Manager. The Director of Emergency Management for the City of Lexington is the City Manager. He/She is responsible for:

- Determining the need to evacuate endangered areas;
- Exercising direction and control from the EOC during disaster operations; and
- Overall responsibility for maintaining and updating the plan.

Emergency Management Coordinator

The Emergency Management Coordinator is appointed by the local governing body. The Coordinator has the day-to-day responsibility for overseeing emergency management programs and activities, including:

- Assessing the availability and readiness of local resources most likely required during an incident;
- Developing mutual aid agreements to support the response to an incident;
- Coordinating damage assessments during an incident;
- Advising and informing local officials about emergency management activities during an incident;
- Developing and executing public awareness and education programs;
- Conducting exercises to test plans and systems and obtain lessons learned;
- Involving the private sector and nongovernmental organizations in planning, training, and exercises;
- Maintaining the local EOC in a constant state of readiness;

- Developing and maintaining the Emergency Operations Plan (EOP), ensuring the plan takes into account the needs of the jurisdiction, including persons, property, structures, individuals with special needs, and household pets;
- Assuming certain duties in the absence of the director of emergency management; and
- Ensuring that the EOP is reviewed, revised and adopted every four years.

Local Government Agencies

Local department and agency heads collaborate with the emergency manager during development of the EOP and provide key response resources. Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, and public health) are integrated into the EOP. These department and agency heads develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They also participate in interagency training and exercises to develop and maintain their capabilities. Local departments and agencies participate in the Emergency Support Function (ESF) structure as coordinators, primary response agencies, and/or support agencies as required to support incident management activities, such as:

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

Emergency Support Functions (ESFs)

An ESF is a grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, program implementation, and emergency services that are most likely to be needed during incidents. Operating agencies and local departments participate in the Emergency Support Functions (ESF) structure as coordinators, primary response agencies, and/or support agencies and/or as required to support incident management activities. Rockbridge County, City of Buena Vista, and City of Lexington identifies the primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on the resources and capabilities in a given functional area. (See Appendix 1 – Matrix of Responsibilities) Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction to the ESF Annexes. Note that not all incidents result in the activation of the ESFs. It is possible an incident may be addressed without activating the ESFs. The ESFs are responsible for::

- Developing and maintaining detailed plans and Standard Operating Procedures (SOPs) to support their functional requirements;
- Identifying sources of emergency supplies, equipment and transportation;
- Maintaining accurate records of disaster-related expenditure and documentation;
- Protecting and preserving records essential for continuity of government; and
- Establishing a line of successions for key emergency personnel.

Nongovernmental and Volunteer Organizations

Nongovernmental organizations collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. For example, a local American Red Cross chapter provides relief at the local level and also provides staffing of ESF #6 – Mass Care. The Virginia Voluntary Organizations Active in Disaster (VVOAD) is a group of recognized local, state, and national organizations that provide disaster relief. VVOAD provides significant capabilities to incident management and response efforts.

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

Private Sector

Private sector organizations play a key role before, during, and after an incident. They must provide for the welfare and protection of their employees in the workplace. The Emergency Management Coordinator must work with businesses that provide water, power, communications, transportation, medical care, security, and numerous other services upon which both response and recovery are dependent. Primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from disasters.

The roles, responsibilities and participation of the private sector during disaster vary based on the nature of the organization and the type and impact of the disaster. The four distinct roles of the private sector organizations are summarized below.

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

Table No. 3 – Private Sector Roles

Private sector organizations support emergency management by sharing information with the local government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response and recovery activities. Private sector organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum of incidents and emergencies. Rockbridge County, City of Buena Vista, and City of Lexington maintain ongoing interaction with the critical infrastructure and key resources and industries to provide coordination of prevention, preparedness, response and recovery activities. Private sector representatives should be included in planning and exercises.

Citizen involvement

Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery, and mitigation. Currently the region has a Citizens Corps

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

The Citizen Corps Council implements the Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), Neighborhood Watch, Volunteers in Police Service, and the affiliate programs and provides opportunities for special skills and interests. These programs develop targeted outreach for special needs groups and organize special projects and community events.

Individuals and Households

Although not formally a part of emergency management operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in and around their homes, such as raising utilities above flood level;
- Preparing an emergency supply kit and household emergency plan, including supplies for household pets and service animals;
- Monitoring emergency communications carefully to reduce their risk of injury, keep emergency routes open, and reduce demands on landline and cellular communication;
- Volunteering with an established organization to become part of the emergency management system and ensure that their efforts are directed where they are needed most; and
- Enrolling in emergency response training courses to enable them to take initial response actions required to take care of themselves and their households.

IV. Concept of Operations

General

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

1. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. Rockbridge County's organization, along with the City of Buena Vista, and the City of Lexington, for emergency operations consists of existing government departments, non-governmental, and private sector emergency response organizations.
2. The Director of Emergency Management is the County Administrator in Rockbridge County, and the City Manager in both Buena Vista and Lexington. The day-to-day activities of the emergency preparedness program have been delegated to the Emergency Management Coordinator of each respective government. The Director, in conjunction with the Coordinator, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness and be responsible for emergency public information.
3. The Emergency Management Coordinator, assisted by department heads, will develop and maintain a primary Emergency Operations Center (EOC) from which to direct operations in time of emergency. Due to the fact that all three localities use the same resources for help in times of emergency and disaster it has been agreed that if any emergency or disaster occurs within the boundaries Rockbridge County, City of Buena Vista, and City of Lexington; that all three governments will cooperate to handle the situation. Depending upon the location of the emergency/disaster, the determination of where to open a combined EOC will be decided by Unified Command, consisting of the Emergency Management Coordinators of Rockbridge County, City of Buena Vista, and City of Lexington. Each locality will maintain an EOC. This serves as measure of redundancy with equipment and staff. The three primary EOCs are located at: Rockbridge County & City of Lexington: Lexington Police Department, 11 Fuller Street, Lexington, VA. Buena Vista: Buena Vista Fire Department, 2010 Sycamore Avenue, Buena Vista, VA.
4. The day-to-day activities of the emergency management program, for which the Emergency Management Coordinator is responsible, include developing and maintaining an Emergency Operations Plan, maintaining the EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulation.
5. The Director of Emergency Management or, in their absence, the Emergency Management Coordinator will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. Local law enforcement will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident, the local Fire Chief or his representative on the scene should implement immediate protective action to include evacuation as appropriate.
6. Succession to the Director of Emergency Management shall be the Emergency Management Coordinator
7. The heads of all government departments and agencies will maintain plans and procedures in order to be prepared to effectively accomplish their assigned responsibilities.

8. The Emergency Management Coordinator will assure compatibility between the Emergency Operations Plan and the plans and procedures of key facilities and private organizations within the county as appropriate.
9. The local government must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the state or federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. Requests for assistance will be made through the State EOC to the State Coordinator.
10. The Director of Emergency Management or, in his absence, the Emergency Management Coordinator, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.
11. The heads of government departments/agencies will develop and maintain detailed plans and standing operating procedures necessary for their departments to effectively accomplish their assigned tasks. Department and agency heads will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained. All disaster-related expenditures will be documented to provide a basis for reimbursement if federal disaster assistance is needed. In time of emergency, the heads of county/city offices, departments, and agencies will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department and agency heads will establish lists of succession of key emergency personnel.
12. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.
13. In the event an incident exceeds local emergency response capabilities, outside assistance is available, either through mutual support agreements with nearby jurisdictions and volunteer emergency organizations or, through the Virginia Emergency Operations Center (VEOC). A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.

Concurrent Implementation of Other Plans

The Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan (EOP) is the core plan for managing incidents and details the local coordinating structures and processes used during incidents. Other supplemental agency and interagency plans provide details on the authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wild land fires, etc.). In many cases these local agencies manage incidents under these plans using their authorities. These supplemental agency or interagency plans may be implemented concurrently with the EOP, but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the EOP.

Organizational Structure

In accordance with the National Incident Management System (NIMS) process, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level. Reflecting the NIMS construct and in alignment with the National Response Framework (NRF), the EOP includes the following command and coordination structures:

- Incident Command Posts, on-scene using the Incident Command System;
- Area Command (if needed);
- Emergency Operations Centers;
- Emergency Support Functions;
- Joint Field Office (JFO), which is responsible for coordinating Federal assistance supporting incident management activities locally;
- Local Department of Emergency Management;
- Director of Emergency Management;
- Coordinator of Emergency Management; and
- Incident Commander

Emergency Operations Center (EOC)

When the local Emergency Operations Center (EOC) is activated, the emergency manager will coordinate with the incident commander to ensure a consistent response:

- EOC follows the Incident Command System (ICS) structure and
- The Emergency Support Functions (ESFs) are aligned with ICS staff.

The Incident Command System ensures:

- Manageable span of control (3 to 7 staff; optimum is 5);
- Personnel accountability (each person reports to only one person in the chain of command); and
- Functional positions staffed only when needed (responsibilities for any positions that are not staffed remain with the next higher filled position)

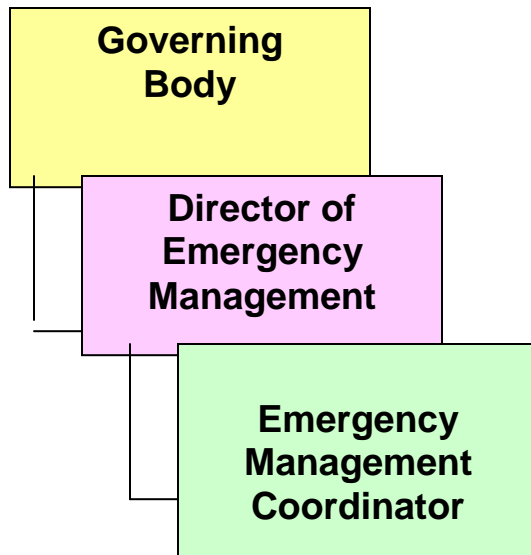
The diagram on page 21 represents the EOC staff. Additional details on the EOC function can be found in the ESF # 5 Annex.

Joint Field Office (JFO)

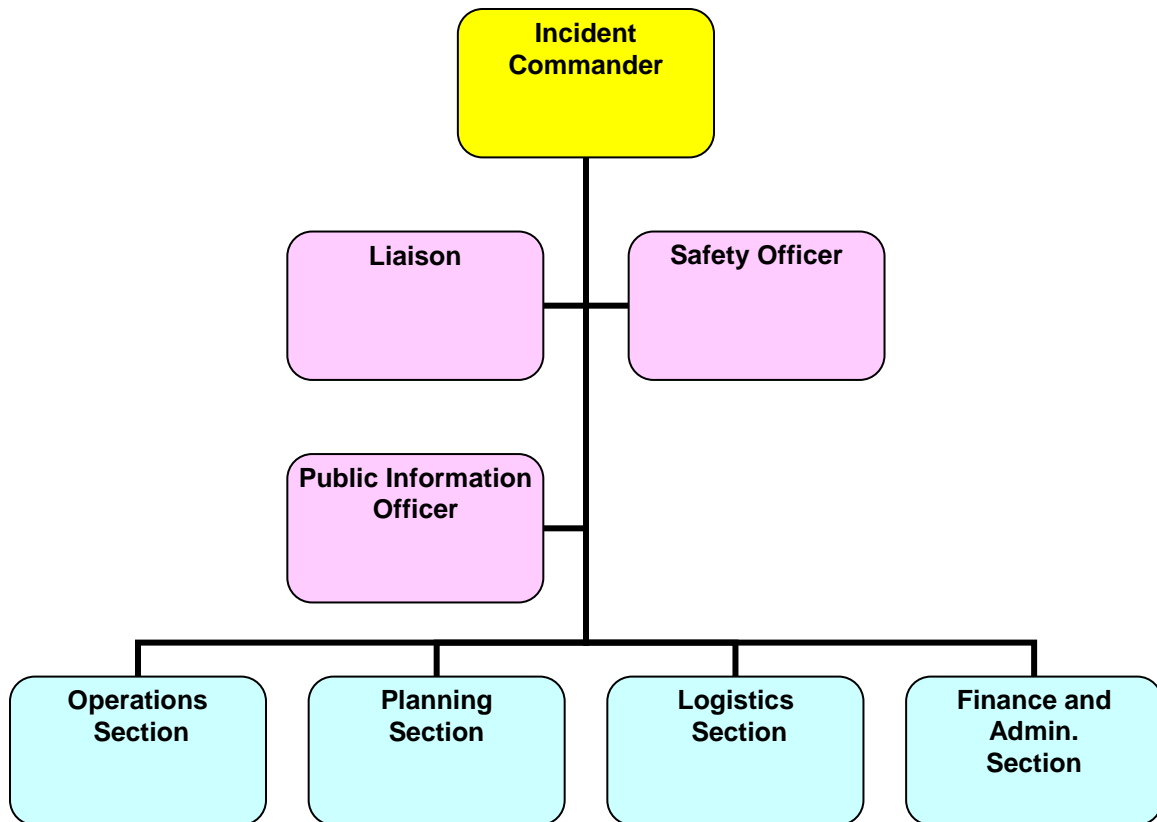
The Joint Field Office (JFO) is responsible for coordinating Federal assistance supporting incident management activities locally. Activities at the JFO primarily focus on recovery operations; however, a JFO may be operating simultaneously with a local EOC during response operations.

The diagram on page 22 represents the JFO Organizational Structure. Additional details on the programs and services coordinated from the JFO are available in Emergency Support Function #14 Annex.

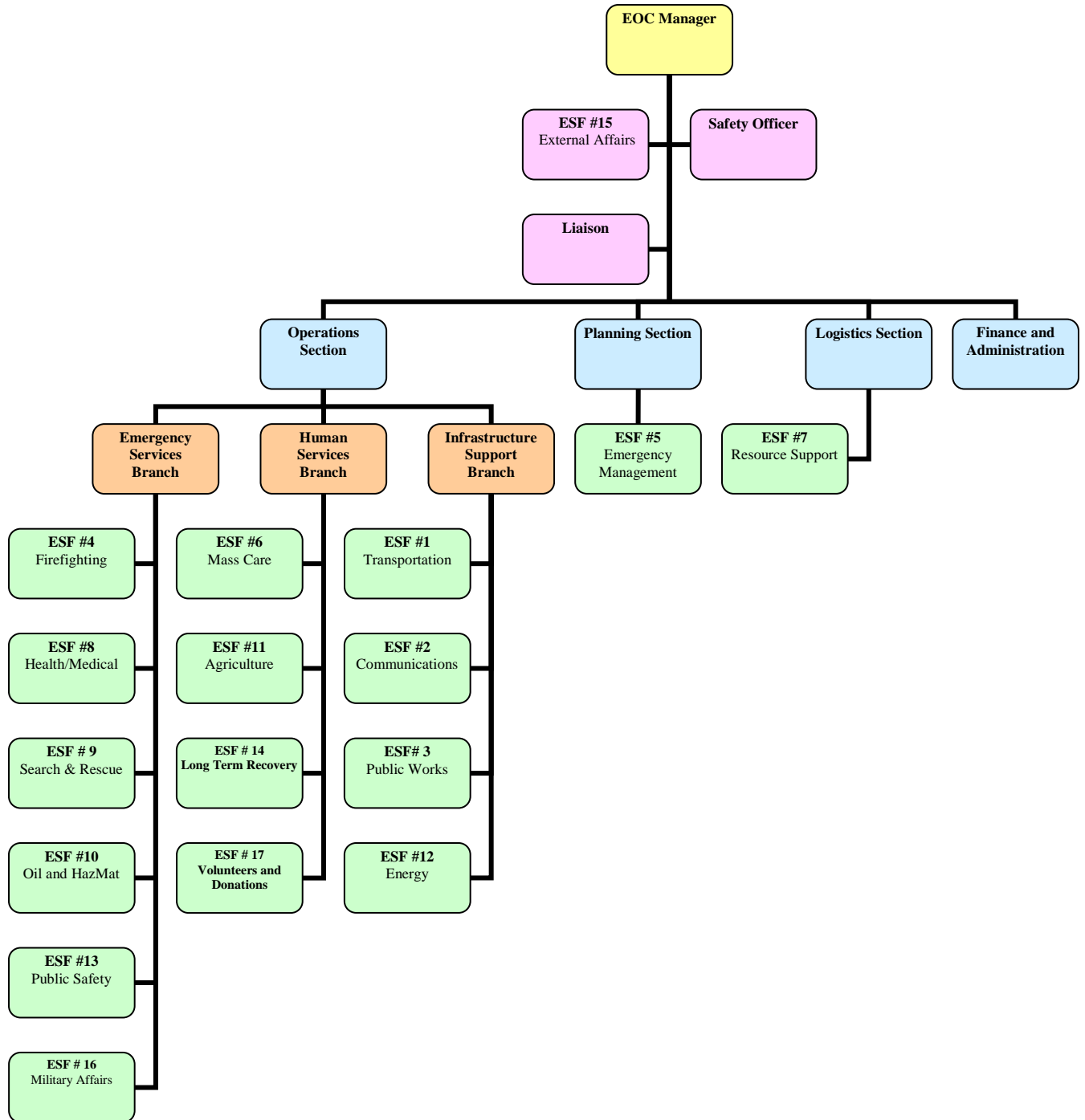
**ROCKBRIDGE COUNTY/CITY OF BUENA VISTA/CITY OF LEXINGTON
ORGANIZATIONAL STRUCTURE**



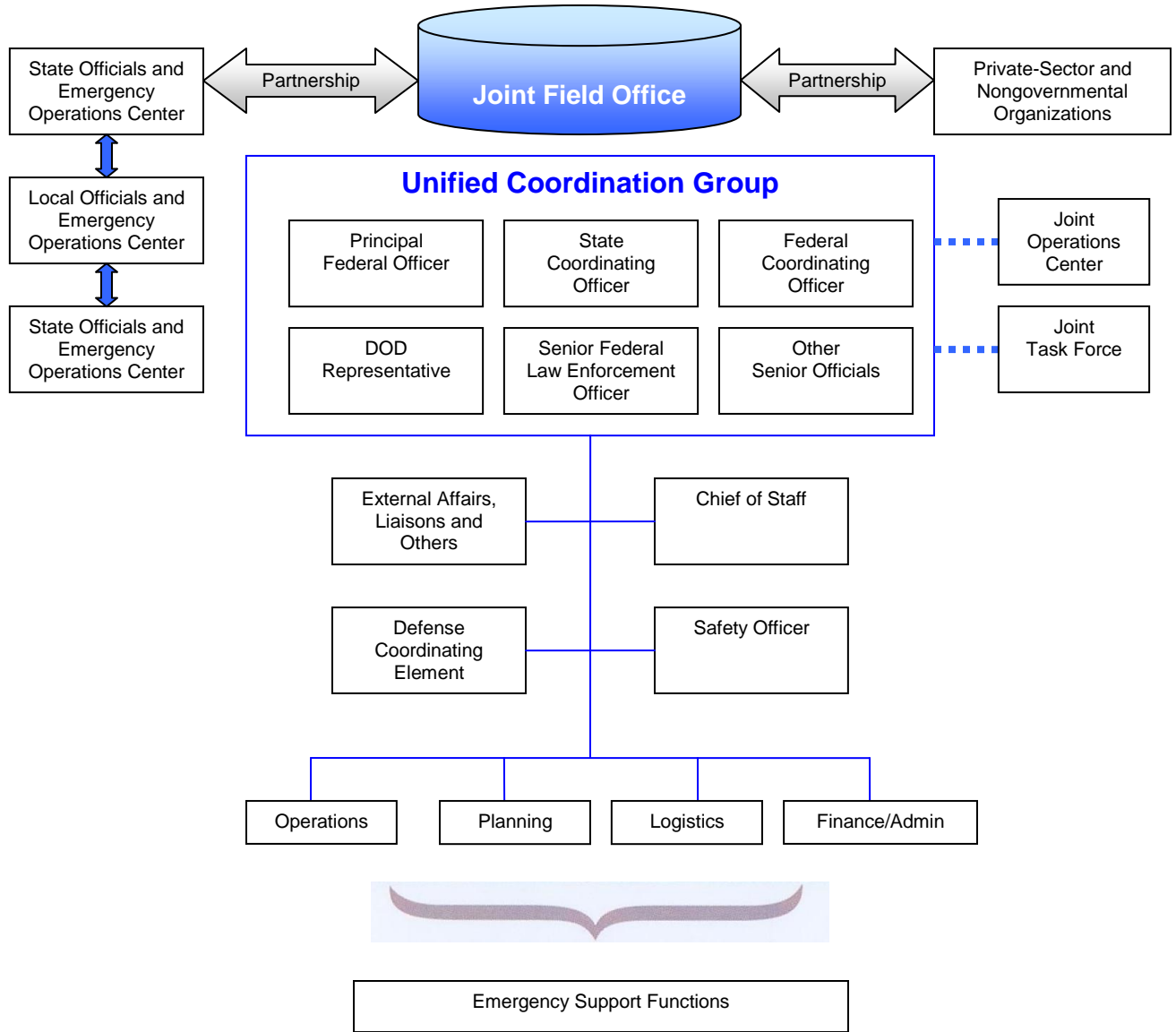
ROCKBRIDGE COUNTY/CITY OF BUENA VISTA/CITY OF LEXINGTON INCIDENT COMMAND SYSTEM STRUCTURE



ROCKBRIDGE COUNTY/CITY OF BUENA VISTA/CITY OF LEXINGTON EMERGENCY OPERATIONS CENTER STRUCTURE



JOINT FIELD OFFICE ORGANIZATIONAL CHART



Sequence of Action

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

Non-emergency/Normal Operations

These are actions that are implemented during non-emergency or disaster periods that will prepare Rockbridge County, City of Buena Vista, and City of Lexington for potential emergency response if necessary:

- Public information and educational materials will be provided to the public via municipal newsletters, brochures, publications in telephone directories, municipal web-sites and other media;
- Develop, review and exercise emergency operations plans and standard operating procedures;
- Assure the viability and accuracy of emergency contact lists, resource lists and emergency contracts; and
- Conduct response and incident management training.

Pre-Incident Actions

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

Some issues to consider at this point in the incident are:

- Communication alert & warning;
- Public health and safety;
- Responder health and safety;
- Property protection;
- Possible partial activation of the EOC;
- Brief the local governing body of the impending situation;
- Alert emergency response personnel and develop a staffing pattern;
- Coordinate with external agencies (i.e. Health Department, American Red Cross, etc.); and
- Determine any protective action measures that need to be implemented in preparation for the situation.

Response Actions

These actions are taken to preserve life, property, the environment, and the social, economic, and political structure of the community. Some issues to consider at this point in the incident are:

- Law enforcement;
- Protection of responder health and safety;
- Fire;
- Emergency medical services;
- Evacuations;
- Dissemination of public information;
- Actions to minimize additional damage;
- Urban search and rescue;
- Public health and medical services;

- Distribution of emergency supplies;
- Debris clearance;
- Protection and restoration of critical infrastructure;
- Daily functions of the government that do not contribute directly to the emergency operation may be suspended for the duration of the emergency response;
- Efforts and resources may be redirected to accomplish an emergency task;
- Implement evacuation orders as needed;
- Open and staff emergency shelters as needed; and
- Submit Situation Reports to the Virginia Emergency Operations Center (VEOC).

Once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation.

Recovery Actions

These actions occur after the initial response has been implemented. These actions should assist individuals and communities return to normal as much as feasible. During the recovery period, some of the issues that will need to be addressed are:

- Preliminary damage assessment—within 72 hours if impact, complete and submit an Initial Damage Assessment (IDA) to the VEOC;
- Assess local infrastructure and determine viability for re-entry of residents;
- Begin immediate repairs to electric, water, and sewer lines and pumping stations;
- Assess long-term recovery needs
- Begin cleanup and restoration of public facilities, businesses, and residences;
- Re-establishment of habitats and prevention of subsequent damage to natural resources; and
- Protection of cultural or archeological sites during other recovery operations.

A Joint Field Office (JFO) may open to assist those impacted by the disaster if the event is declared a Federal Disaster. The JFO is the central coordination point among Federal, State and Local agencies and voluntary organizations for delivering recovery assistance programs.

Mitigation Actions

These actions are completed to reduce or eliminate long-term risk to people and property from hazards and their side effects. During the mitigation process, these issues will need to be addressed:

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

Declaration of a Local Emergency

The governing body shall declare by resolution an emergency to exist whenever the **threat** or **actual occurrence** of a disaster is or threatens to be of sufficient severity and magnitude to require significant expenditure and a coordinated response in order to prevent or alleviate damage, loss, hardship or suffering. A local emergency may be declared by the Director of Emergency Management with the consent of the local governing board. If the governing body can not convene due to the disaster or other exigent circumstances, the director or in his absence the deputy director shall declare the existence of an emergency, subject to the confirmation by the governing board within 14 days of the declaration (Title 44-146.21 Code of Virginia).

A declaration of a local emergency as defined in 44-146.16 shall activate Rockbridge County/City of Buena Vista/City of Lexington EOP and authorize the furnishing of aid and assistance thereunder (Title 44-146.21(b)).

A declaration of a local emergency by a governing body is only binding upon the locality upon which that body governs. For all three localities to declare a local emergency, each governing body must declare that emergency separately.

Activation of the Emergency Operations Center (EOC)

The Emergency Management Coordinator may activate the EOC if the following conditions exist:

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

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

Communication, Alert and Warning will be provided to the public via the Emergency Alert System (EAS) and the reverse 911 system. Other systems will be used as available to include door to door notifications, loud speakers, television, radio, and the internet.

V. Finance and Administration

Each locality's Finance Department will ensure the necessary management controls, budget authorities, and accounting procedures are in place to provide the necessary funding in a timely manner to conduct emergency operations, document expenditures, and maximize state and federal assistance following the disaster.

The Director of Emergency Management must notify the Finance Director or designee that a local emergency or disaster has been declared in accordance with the provisions set forth in *Section 44-146.21 of the Virginia Emergency Services and Disaster Law of 2000, as amended*.

Concept of Operations

- A. In an emergency situation as defined by the Emergency Operations Plan (EOP), the Finance Director or designee will be responsible for expediting the process of purchasing necessary capital items. Verbal approval will replace the usual written budget change request process; however, the budget change requests must be documented at a later time. The Director of Emergency Management or designee must request verbal approval of funding.
- B. The Finance Director or designee would permit over-spending in particular line items (e.g. overtime, materials, and supplies) under emergency circumstances as defined in the EOP. A year-end adjustment can be made if required.
- C. The Finance Department will staff the Emergency Operations Center's Finance and Administration Section during emergency operations. This section will work with the Emergency Support Functions (ESF) to facilitate needed purchases.
- D. The Director of Emergency Management or designee must define disaster related expenditures for the Finance Section and the appropriate length of time these disaster-related expenditures will be incurred. All disaster related expenditures must be documented in order to be eligible for post-disaster reimbursement from the Commonwealth of Virginia or Federal government. The Finance Department will implement record keeping of all incurred expenses throughout the emergency/disaster period. This office will also assist in compilation of information for the "Report of Disaster-Related Expenditures" as required.
- E. The Finance Department will work with ESF #7 - Resource Management – to track resource needs, purchases, equipment, and personnel, utilizing electronic software to the extent possible.
- F. Employees must complete times sheets, to include overtime hours worked, during disaster response and recovery operations. Copies of employee time sheets must be signed by their immediate supervisor or the EOC Manager, as appropriate.
- G. The Chief Administrative Officer (county administrator/city manager) of each locality may re-assign local government employees, as needed, to maintain continuity of government during disaster response and recovery operations.
- H. Each locality has mutual aid agreements in place with local volunteer and non-governmental agencies for use of facilities, food, equipment, etc. during disaster response and recovery operations. Rockbridge County, City of Buena Vista, and the City of Lexington also participate in the Statewide Mutual Aid (SMA) Agreement, which provides for requesting goods, services, personnel, and equipment through the Virginia Emergency Operations Center. Mutual Aid Agreements are referenced in ESF #7.

Actions

- Develop, maintain, and disseminate budget and management procedures to ensure the prompt and efficient disbursement and accounting of funds to conduct emergency operations, as well as support and maximize claims of financial assistance from state and federal governments;
- Provide training to familiarize staff with state and federal disaster assistance requirements and forms;
- Instruct all departments to maintain a continuous inventory of supplies on hand at all times;
- Prepare to make emergency purchases of goods and services;
- Inform departments of the procedures to be followed in documenting and reporting disaster related expenditures;
- Implement emergency budget and financial management procedures to expedite the necessary purchases of goods and services to effectively address the situation;
- Track and compile accurate cost records from data submitted by departments and ESFs;
- Prepare and submit disaster assistance applications for reimbursement;
- Assist in the preparation and submission of government insurance claims;
- Work with the County Treasurer to ensure reimbursements are received and reconciled; and
- Update and revise, as necessary, human resource policies and procedures.

VI. Plan Maintenance

Coordination

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

The planning team may include the Emergency Management Coordinator, Public Works, representatives from internal agencies such as Finance, Human Resources, etc. External group representatives may include Emergency Medical Services (EMS), Fire, Law Enforcement, Hospitals, Red Cross, Health Department, and others as appropriate.

Rockbridge County, City of Buena Vista, and the City of Lexington will conduct a comprehensive plan review and revision of its EOP every four years, followed by adoption of each governing body to ensure the plan remains current.

Such review shall also be certified in writing to the Virginia Department of Emergency Management (VDEM).

It is the responsibility of the Coordinator of each locality to assure the plan is tested and exercised on a scheduled basis.

VII. Exercise and Training

Trained and knowledgeable personnel are essential for the prompt and proper execution of the Rockbridge County/City of Buena Vista, and City of Lexington Emergency Operations Plan (EOP). The Director of Emergency Management of each locality 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 Rockbridge County/City of Buena Vista/City of Lexington EOP. All personnel will be provided with the necessary training to execute those responsibilities in an effective and responsible manner.

The Emergency Management Coordinator of each locality is responsible for the development, administration, and maintenance of a comprehensive training and exercise program customized to the needs of the citizenry. This program will be designed to attain an acceptable level of emergency preparedness for Rockbridge County, City of Buena Vista, and the City of Lexington.

Training will be based on federal and state guidance. Instructors may be selected from government officials and staff, state and federal governments, private industry, the military, and volunteer groups trained in emergency management. All training and exercises conducted 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 of each locality will develop, plan, and conduct 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 Rockbridge County, City of Buena Vista, and the City of Lexington. 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). Rockbridge County, City of Buena Vista, and the City of Lexington may also participate in regional HSEEP exercises, as appropriate.

The Emergency Management Coordinator of each locality will maintain the training and exercise schedule and assure that the appropriate resources are available to complete these activities. All exercises will be done jointly with Rockbridge County, City of Buena Vista, and City of Lexington to maximize efficiency and effectiveness.

Following each exercise or actual event, a hot-wash and After Action Review (AAR) will take place. Strengths and areas for improvement will be identified, addressed and incorporated into an update of the EOP.

Appendix 1 – Glossary of Key Terms

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

American Red Cross

A humanitarian organization led by volunteers, that provides relief to victims of disasters and helps prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

Command Section

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

Command Post

That location at which primary Command functions are executed; usually collocated with the Incident Base. Also referred to as the Incident Command Post.

Comprehensive Resource Management

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

Coordination

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

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.

Decontamination

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

Emergency/Disaster/Incident

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

Emergency Alert System

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

Emergency Operations Center

A facility from which government directs and controls its emergency operations; where information about the status of the emergency situation is officially collected, assimilated, and reported on; where

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

Emergency Operations Plan

A document which provides for a preplanned and coordinated response in the event of an emergency or disaster 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 Support Function

A functional area of response activity established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health and maintain public 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.

Evacuation

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

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

Homeland Security Exercise and Evaluation Program

The Homeland Security Exercise and Evaluation Program (HSEEP) is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning. The HSEEP constitutes a national standard for all exercises. The HSEEP is maintained by the Federal Emergency Management Agency's National Preparedness Directorate, Department of Homeland Security.

Incident Command System

A model for disaster response that uses common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span or 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.

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.

Primary Agency

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

Regional Information Coordination Center

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

Situation Report

A form which, when completed at the end of each day of local Emergency Operations Center operations, will provide the County with an official daily summary of the status of an emergency and of the local emergency response. A copy should be submitted to the State EOC via fax or submitted through the Virginia Department of Emergency Management website.

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.

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.

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).

Appendix 2 – List of Acronyms

APHIS	Animal and Plant Health Inspection Service
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CR	Community Relations
DSCO	Deputy State Coordinating Officer
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
EOC	Emergency Operations Center
ESF	Emergency Support Function
EPA	Environmental Protection Agency
ERT-A	Emergency Response Team – Advance Element
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
HSEEP	Homeland Security Exercise and Evaluation Program
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
NRF	National Response Framework
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
VOAD	Voluntary Organizations Active in Disaster
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

Appendix 3 – Authorities and References

Federal

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
2. The Homeland Security Act
3. National Response Framework
4. Local and Tribal NIMS Integration: Integrating the National Incident Management System into Local and Tribal Emergency Operations Plans and Standard Operating Procedures, V. 1, Department of Homeland Security
5. Comprehensive Preparedness Guide 101, Interim Version, August 1, 2008

State

1. Commonwealth of Virginia Emergency Services and Disaster Law of 2006, as amended.
2. The Commonwealth of Virginia Emergency Operations Plan, December 2007

Local

1. Central Shenandoah Regional Pre-Hazard Mitigation Plan, 2004

Appendix 4 – Matrix of Responsibilities

Agency	ESF # 1 Transportation	ESF # 2 Communications	ESF # 3 Public Works	ESF # 4 Fire Fighting	ESF # 5 Emergency Management	ESF # 6 Mass Care	ESF # 7 Resource Support	ESF # 8 Health & Medical	ESF # 9 Search & Rescue	ESF # 10 Hazardous Materials	ESF # 11 Agriculture & Natural Resources	ESF # 12 Energy	ESF # 13 Public Safety	ESF # 14 Long-Term Recovery	ESF # 15 External Affairs	ESF # 16 – Military Affairs	ESF # 17 – Volunteers & Donations
Emergency Management	P	P	S	S	P	P	P	S	S	S		S	S	P	S	S	S
Fire			S	P	S	S			P	P			S		S		
EMS/ Public Health			S	S	S	S		P	P	S	S		S		S		
Law Enforcement	S	S	S	S	S	S	P	S	P	S	S	S	P		P	S	
Public Works	S		P	S	S	S		S		S		S					
Building Inspection			P		S							S		S			
Planning and Zoning			S		S									S			
Parks and Rec.			S														
American Red Cross			S		S	P					S			S			
Information Technology		P			S												
Social Services					S	P					S			S			
Finance					S												
Transportation	P		S			S	S						S				
Schools	S	S				S									S		
Water Authority			S									S					
County Attorney			S		S									S			
Public Affairs		S				S								S			S
VVOAD						S					S			S	P		S
Local Recovery Task Force														S			S
Extension Service						S					P						
Hospital																	
E-911		P				S	P						S				
Animal Control						S					P						
District Health	S					S											
Private Sector	S					S											
Amateur Radio		S															
Utility Providers		S	P			S						P					

P = Primary

S = Support

Appendix 5 – 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 in the table below by position in decreasing order.

<u>Organization/Service Function</u>	<u>Authority in Line of Succession</u>
Direction and Control	<ol style="list-style-type: none"> 1. Director of Emergency Management 2. County Administrator/City Manager 3. Emergency Management Coordinator
Emergency Public Information	<ol style="list-style-type: none"> 1. Director of Emergency Management 2. County Administrator/City Manager 3. Emergency Management Coordinator 4. Public Information Officer (PIO)
Sheriff's Office/Police Dept	<ol style="list-style-type: none"> 1. Sheriff/Police Chief 2. Chief Deputy/Deputy Chief 3. Senior Officer Deputy/Shift Sergeant
Fire Department	<ol style="list-style-type: none"> 1. Fire Chief 2. Assistant Chief 3. Captain
Emergency Medical Services (EMS/Rescue)	<ol style="list-style-type: none"> 1. Captain 2. First Lieutenant 3. Second Lieutenant
School Division	<ol style="list-style-type: none"> 1. Superintendent 2. Director of Facilities and Operations 3. Support Services Specialists 4. Supervisor of Maintenance
Building Inspections	<ol style="list-style-type: none"> 1. Building Official 2. Building Inspector
Utilities	<ol style="list-style-type: none"> 1. Director 2. Assistant Director
Health Department	<ol style="list-style-type: none"> 1. District Health Director 2. Nursing Supervisor Senior 3. Business Manager
VPI Extension Service	<ol style="list-style-type: none"> 1. Unit Director 2. Extension Agent 3. Senior Secretary
Social Services	<ol style="list-style-type: none"> 1. Director 2. Social Work Supervisor 3. Eligibility Supervisor

Table 5 – Succession of Authority

Appendix 6 – Emergency Operations Plan Distribution List

Director of Emergency Management (x3)
Emergency Management Coordinator (x3)
Sheriff's Office
Police Departments (x2)
Fire Departments
Utilities
Director of Inspections
Director of Parks and Recreation
Assessor (Chief)
Director of Social Services
County Administrator
City Manager (x2)
Unit Director - Extension Service
Health Department
County Attorney
City Attorney (x2)
Communications Center
Public School System
Public Information Office
Rescue Squads
Virginia Department of Transportation
Damage Assessment Team
Local Emergency Planning Committee

Appendix 7 – Essential Records

Court Records

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

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

The evacuation of records in the event of an emergency will be accomplished only by approval of the Clerk of the Circuit Court. The loading and transportation of these records is the responsibility of the Sheriff's Office.

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

Agencies/Organizations

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

Appendix 8 – NIMS Resolution

Declaration of Adoption National Incident Management System

BE IT RESOLVED by the Rockbridge County Department of Emergency Management as follows:

WHEREAS, at the request of the President, the Department of Homeland Security has developed the National Incident Management System (NIMS) for the purpose of unifying and coordinating all emergency responders' efforts during disasters; and

WHEREAS, the Department of Homeland Security has directed all Federal, State, Territorial, Tribal, and local entities involved in emergency response to adopt NIMS; and

WHEREAS, the Governor of the Commonwealth 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, Rockbridge County Department of Emergency Management currently uses the Incident Command System (ICS) as referred to in NIMS; and

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

BE IT THEREFORE RESOLVED, that Rockbridge County Department of Emergency Management adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all training courses, and reflected in all emergency mitigation, preparedness, response and recovery plans and programs.

Adopted by the Rockbridge County Board of Supervisors and effective on the date of adoption.

Chairman, Board of Supervisors

ATTEST:

Clerk, Rockbridge County Board of Supervisors

Adopted this ____ day of _____ 2010

**Declaration of Adoption
National Incident Management System**

BE IT RESOLVED by the City of Buena Vista Department of Emergency Management as follows:

WHEREAS, at the request of the President, the Department of Homeland Security has developed the National Incident Management System (NIMS) for the purpose of unifying and coordinating all emergency responders' efforts during disasters; and

WHEREAS, the Department of Homeland Security has directed all Federal, State, Territorial, Tribal, and local entities involved in emergency response to adopt NIMS; and

WHEREAS, the Governor of the Commonwealth 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, the City of Buena Vista Department of Emergency Management currently uses the Incident Command System (ICS) as referred to in NIMS; and

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

BE IT THEREFORE RESOLVED, that the City of Buena Vista Department of Emergency Management adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all training courses, and reflected in all emergency mitigation, preparedness, response and recovery plans and programs.

Adopted by the City of Buena Vista City Council and effective on the date of adoption.

Mayor, City of Buena Vista

ATTEST:

Clerk, City Council

Adopted this ____ day of _____ 2010

**Declaration of Adoption
National Incident Management System**

BE IT RESOLVED by the City of Lexington Department of Emergency Management as follows:

WHEREAS, at the request of the President, the Department of Homeland Security has developed the National Incident Management System (NIMS) for the purpose of unifying and coordinating all emergency responders' efforts during disasters; and

WHEREAS, the Department of Homeland Security has directed all Federal, State, Territorial, Tribal, and local entities involved in emergency response to adopt NIMS; and

WHEREAS, the Governor of the Commonwealth 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, the City of Lexington Department of Emergency Management currently uses the Incident Command System (ICS) as referred to in NIMS; and

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

BE IT THEREFORE RESOLVED, that the City of Lexington Department of Emergency Management adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all training courses, and reflected in all emergency mitigation, preparedness, response and recovery plans and programs.

Adopted by the City of Lexington City Council and effective on the date of adoption.

Mayor, City of Lexington

ATTEST:

Clerk, City Council

Adopted this ____ day of _____ 2010

Appendix 9 – Resolution of Adoption of EOP

Resolution Emergency Operations Plan

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

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

WHEREAS Rockbridge County has established and appointed a Director and Coordinator of Emergency Management.

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

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

Chairman, County Board of Supervisors

ATTEST:

Clerk
Rockbridge County Board of Supervisors

Adopted this ____ day of _____ 20____

**Resolution
Emergency Operations Plan**

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

WHEREAS the City of Buena Vista has a responsibility to provide for the safety and well being of its citizens and visitors; and

WHEREAS the City of Buena Vista has established and appointed a Director and Coordinator of Emergency Management.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Buena Vista, Virginia, this Emergency Operations Plan as revised is officially adopted, and

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

Mayor, City of Buena Vista

ATTEST:

Clerk
City Council

Adopted this ____ day of _____ 20_____

**Resolution
Emergency Operations Plan**

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

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

WHEREAS the City of Lexington has established and appointed a Director and Coordinator of Emergency Management.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Lexington, Virginia, this Emergency Operations Plan as revised is officially adopted, and

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

Mayor, City of Lexington

ATTEST:

Clerk
City Council

Adopted this ____ day of _____ 20____

Appendix 10 – Local Declaration of Emergency

Consent to Director of Emergency Management's DECLARATION OF EMERGENCY

WHEREAS, the (insert name of governing body) does hereby find:

1. That due to _____, (insert name of locality) is facing dangerous conditions;
2. That due to _____, conditions of extreme peril to life and property necessitates the proclamation of the existence of an emergency;
3. The Director of Emergency Management has declared a local emergency.

NOW THEREFORE, IT IS HEREBY PROCLAIMED that the (insert name of governing body) consents to the declaration of emergency by the Director of Emergency Services and the emergency now exists throughout _____; and

IT IS FURTHER PROCLAIMED AND ORDERED that the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan is now in effect.

(insert name of governing body)

ATTEST:

Clerk, (insert name of governing body)

Adopted this ____ day of _____, 20____

