

# **Chesterfield County, VA**

## **Emergency Operations Plan**

### **Basic Plan**



**2016**

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**Board of Supervisor’s Resolution**

# Resolution

*of the Board of Supervisors of Chesterfield County, Virginia*

**RESOLUTION ADOPTING THE CHESTERFIELD COUNTY  
EMERGENCY OPERATIONS BASIC PLAN**

**WHEREAS**, there exist dangers of many types including man-made disasters, natural disasters and possible hostile actions on an unknown enemy; and

**WHEREAS**, the safety and protection of the citizens and property are of the foremost concern to the Board of Supervisors of Chesterfield County; and

**WHEREAS**, the revision of the Emergency Operations Plan will continue to keep Chesterfield County in compliance with the National Incident Management System; and

**WHEREAS**, the Board of Supervisors desires and the Commonwealth of Virginia and Federal Government require the adoption of appropriate planned protection measures.

**NOW, THEREFORE, BE IT RESOLVED** that the Board of Supervisors of the County of Chesterfield, this 27<sup>th</sup> day of June 2012, hereby adopts the Chesterfield County Emergency Operations Basic Plan for county emergency management.

*Daniel A. Gecker*

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Daniel A. Gecker, Chairman

*Dorothy Jaeckle*

\_\_\_\_\_  
Dorothy Jaeckle, Vice Chairman

*Arthur A. Warren*

\_\_\_\_\_  
Arthur A. Warren

*Jim Holland*

\_\_\_\_\_  
James M. "Jim" Holland

*Stephen A. Elswick*

\_\_\_\_\_  
Stephen A. Elswick

*James J. L. Stegmaier*

\_\_\_\_\_  
James J. L. Stegmaier  
County Administrator

## **Approval and Implementation**

A note from County Administrator, Dr. Joe Casey

The Emergency Operations Plan is an essential document for Chesterfield County to aid in an effective and efficient disaster response and recovery. This plan provides an overview of response and recovery by establishing the foundation in the Basic Plan, providing a departmental overview in the Emergency Support Functions, and finally hazard specific annexes that are specific to Chesterfield County.

The Basic Plan is the foundation upon which all other County-wide emergency response plans are built. In addition, this document provides a framework for each County department to create a departmental specific emergency plan. Those departments that are specifically listed in this plan should participate in planning efforts for county-wide disasters as well.

The Basic Plan has been approved by the Board of Supervisors and by County Administration. As County Administrator and Emergency Management Director, I cannot place enough emphasis on the importance of this document. Implementation of this plan by all County departments and agencies is not only strongly encouraged, it is expected.

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Dr. Joe Casey, County Administrator

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

## Record of Changes

<b>Change #</b>	<b>Version</b>	<b>Date of Change</b>	<b>Description</b>	<b>Changed By</b>
		June 27, 2012	Streamlining the plan to better reflect the National Response Framework and Commonwealth of Virginia Emergency Operations plans; incorporate lessons learned from national disasters such as Hurricane Katrina and local disasters such as Hurricane Irene.	M. Oblinsky, E. Ashley
		June 2016	Four year review to incorporate industry best practices	E. Ashley
		April 2016	State Code changing a disaster declaration to be ratified by Board of Supervisors within 45 days, a change from 14 days.	General Assembly

**Record of Distribution**

Plans are sent out (electronically and/or paper) to all County Departments and School System. The plan and most current ESF’s are also available on WebEOC.

<b>Department / Title</b>	<b>Number Copies</b>	<b>Print or Electronic</b>
County Administrator Deputy County Administrators	5	Print and Electronic
Emergency Management	3	Print and Electronic
Accounting - Director	1	Electronic
Budget and Management - Director	1	Electronic
Building Inspection - Director	1	Electronic
CEPC Chairperson	1	Electronic
Communications and Media	1	Electronic
County Attorney	1	Electronic
Emergency Communications Center - Supervisor	1	Electronic
Environmental & Security Management - Director	1	Electronic
Environmental Engineering- Director	1	Electronic
Extension Services- Director	1	Electronic
Fire Chief	1	Electronic
General Services – Director	1	Electronic
Health Department- Director, Emergency Planner	2	Electronic
Human Resources Management - Director	1	Electronic
Information Systems Technology - CIO	1	Electronic
Lucy Corr Nursing Home- Director	1	Electronic
Mental Health Support Services - Director	1	Electronic
Parks and Recreation - Director	1	Electronic
Planning- Director	1	Electronic
Police Chief	1	Electronic
Purchasing - Director	1	Electronic
Real Estate Assessment - Director	1	Electronic
Schools – Superintendent, Safety and Security Manager, Asst. Security Manager	3	Electronic
Sheriff	1	Electronic
Social Services - Director	1	Electronic
Utilities - Director	1	Electronic
Colonial Heights Fire/Emergency Management	1	Electronic

## **I. Purpose**

A crisis or emergency can happen at any time and could impact one individual, a single building or the entire community. Disasters cause confusion and stress for all involved. In order to minimize these effects, initial activation and implementation of this Emergency Operations Plan (EOP) shall always be handled in a calm, consistent manner.

The purpose of this Emergency Operations Plan (EOP) is to establish the legal and organizational basis for emergency operations that include preparedness, response and recovery from all hazards and/or emergency situations in the County of Chesterfield. As required by the “Commonwealth of Virginia Emergency Services and Disaster Law of 2000” (Code of Virginia, 44-146.13 to 146.28.1) this plan assigns broad responsibilities to local government departments, 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 personnel and material resources.

Supporting plans for specific hazards and conditions 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 an emergency or disaster situation.

Efficient implementation of the plan provides a clear direction, responsibility and continuity of control for key officials and administrators. The purpose of any well constructed emergency plan is to minimize the possible threat to individuals and properties during an actual emergency. In order to minimize the threat of an emergency, annual evaluation and review of the emergency plan is required.

## **II. Scope**

The Emergency Operations Plan (EOP) identifies a wide range of disasters that could possibly occur in or near Chesterfield County. The EOP consists of the Basic Plan, Emergency Support Functions and Hazard-Specific Annexes.

With the range of disasters that are anticipated, the EOP provides guidance across County departments, Agencies and other Organizations by describing an overall emergency response system, to include:

- Organization of County Departments/Agencies during response to an event, including command authorities;
- Critical actions and interfaces during response and recovery;
- Management of the interaction between the jurisdiction and regional, state, and federal authorities;
- Management of the interaction between the County and its private partner organizations (hospitals, non-governmental emergency organizations and others) during emergencies;
- Management of needs with available resources.



The EOP is applicable to all County departments and/or agencies; therefore all County departments and/or agencies may be requested to provide support during a disaster. Additionally, all personnel or partners that have a role in emergency response for Chesterfield County have access to and must be knowledgeable of this EOP.

### **III. Situation Overview**

Chesterfield County is located in the Central region of the Commonwealth of Virginia, it covers approximately 446 square miles and had an estimated population of 337,000(2016Chesterfield Planning Department Demographic Estimate). The County falls within two major topographic regions of Virginia. Terrain in the western portion of the county is relatively hilly, with the highest elevation being approximately 400 feet above sea level. The eastern portion of the county, however, is much flatter with elevations less than 100 feet above sea level. The county is crisscrossed by many waterways; most of which are too narrow or shallow to be navigable. Major water bodies in the County are the James River to the north, the Swift Creek Reservoir in the west, and Lake Chesdin and the Appomattox River to the south.

Virginia State University (VSU) also lies within the southern section of the County, bordering the cities of Colonial Heights and Petersburg. VSU is designated as one of the State Managed Shelters and may be used in the event of a disaster related mass evacuation from other parts of the Commonwealth. The 236 acre campus has a student population of just under 6,000. John Tyler Community College also resides in Chesterfield with two locations to include Chester and Midlothian. The two campuses have 700 staff and a daytime student population of 13,980 students.

Chesterfield County is part of the Richmond Metropolitan area in Central Virginia. An estimated 1.25 million residents live in the Richmond Metro area. It is ranked as the 43rd largest Metropolitan Statistical Area (MSA) in the country. Neighboring cities include Richmond, Colonial Heights, Petersburg and Hopewell. Chesterfield County is also neighbored by the counties of Powhatan, Amelia, Dinwiddie, Prince George, Charles City, and Henrico.

Transportation within the County varies widely. The County has a number of major highways and roads within its jurisdictional boundaries. These include Interstate 95, Interstate 295, Route 288, US-60 (Midlothian Turnpike), US-360 (Hull Street Road), and Route 150 (Chippendale Parkway). Rail lines within the County include the Southern Railway and the CSX Railway. Commodities, as well as people, are moved along the rail lines on a daily basis. Chesterfield has one county owned airport, the Chesterfield County Airport; in addition, the Richmond International Airport is located just a few miles from the northeastern county border in Henrico County.

The County has identified a primary Emergency Operations Center (EOC) to be used to coordinate the County's response in the event of a county-wide disaster or emergency in the Lane Ramsey Administration Building. Should the primary EOC become unavailable or

unusable in anyway, the County has also identified a secondary facility located in the Eanes-Pittman Public Safety Training Center.

***Hazards***

Hazard indices and vulnerability assessments for moderate and significant risk events were developed for Chesterfield County as part of the Richmond-Crater Regional Hazard Mitigation Plan. The hazard indices evaluate the extent to which the buildings in the county are at risk from a particular hazard. The vulnerability assessments estimate the potential impacts if a particular area was affected by a specific hazard. These assessments are described in the Richmond-Crater Regional Hazard Mitigation Plan. Information on hazards from the Commonwealth of Virginia’s Hazard Mitigation Plan was also considered for this plan.

Based on a hazard analysis and risk assessment of the area, the primary hazards in Chesterfield County are listed in the chart below. This list is reviewed annually by the Chesterfield Emergency Planning Committee (CEPC) and can also be found in complete detail and form in the Richmond-Crater Planning District Natural Hazard Mitigation Plan (2011).

***Hazard Analysis Summary***

<b>Hazard</b>	<b>Threat Level</b>
<b>Hurricane/Tropical Storm</b>	<b>Significant</b>
<b>Windstorm/Tornado/Severe Thunderstorm</b>	<b>Significant</b>
<b>Hazardous Materials</b>	<b>Significant</b>
<b>Flash Flood</b>	<b>Significant</b>
<b>Drought (Excessive Heat)</b>	<b>Significant</b>
<b>Winter Storm</b>	<b>Significant</b>
Railroad Derailment	Moderate
Nuclear Attack	Moderate
WMD/Terrorism	Moderate
Riverine Flood	Moderate
Airplane Accident	Moderate
Major Fire	Moderate
Water supply shortage / Contamination	Moderate
Wildland Fire	Limited
Earthquake	Limited
Dam Failure	Limited
Civil Disturbance	Limited
Nuclear Power Plant Accident	Limited
Biological Incident	Limited
Structure Collapse	Limited

Reference Richmond-Crater Multi-Regional Hazard Mitigation Plan; Adopted by Board of Supervisors January 11, 2012

### ***Capability Assessment***

The government of Chesterfield County is responsible for maintaining an emergency operations plan and response capability to protect the lives and property of its citizens from the effects of both man-made and natural disasters. In accordance with the Virginia Emergency Services and Disaster Law of 2000, as amended, this plan, the Chesterfield Emergency Operations Plan (EOP) has been developed. This plan will be followed, revised, exercised, readopted, and reissued once every four years.

The County completes *The Local Community Assessment for Readiness (LCAR)* on an annual basis. The LCAR provides a snapshot of Chesterfield County’s preparedness capabilities. This process is used to determine community capabilities and limits in order to prepare for and respond to the defined hazards. The LCAR can be used to identify resources and also used to identify areas where mutual aid agreement can be developed. A capability assessment for Chesterfield County is completed annually and can be accessed through the Chesterfield County Emergency Management Office.

## **IV. Assumptions**

### ***Planning Assumptions***

- A. Emergencies of various types, size, intensity, and duration may occur within or near the jurisdictional boundaries of the 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.
- B. Based on a hazard analysis of the area, the primary hazards in the County of Chesterfield are hurricanes, windstorms and tornadoes, hazardous materials incidents, flash flood, drought, and winter weather.
- C. The “Commonwealth of Virginia Emergency Services and Disaster laws of 2000” (State Code 44-146.19), as amended, requires that the County have a Director of Emergency Management, who appoints a Coordinator of Emergency Management with the consent of the governing body. In Chesterfield, the County Administrator serves as the Director of Emergency Management and the Fire Chief serves as the Deputy Director. The Emergency Management Coordinator is a civilian position serving as a Division Head in the Fire Department. Emergency Management is a Division under Community Risk Reduction which is led by the Assistant Chief of Community Risk Reduction and manages the daily supervision of Emergency Management.
- D. Incidents are managed at the local level. In the event of an emergency situation that exceeds local emergency response capabilities, outside assistance is available, either through mutual aid agreements with nearby jurisdictions and volunteer emergency organizations or through the State Emergency Operations Center. A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.
- E. Chesterfield County establishes and maintains mutual aid agreements with neighboring jurisdictions. The County also participates in the Statewide Mutual Aid (SMA) program

and Emergency Management Assistance Compact (EMAC) , administered through the Virginia Department of Emergency Management.

- F. The Director of Emergency Management, the Coordinator of Emergency Management, the Deputy Coordinator of Emergency Management, or a designee, mobilize resources and personnel as required by the situation. This includes maximizing resources and partnerships among County departments and agencies.
- G. Disaster coordination, at a strategic level, is conducted from the Emergency Operations Center.
- H. Chesterfield County uses the National Incident Management System (NIMS) and the Incident Command Structure (ICS) in all emergency management operations.
- I. Special facilities such as those hospitals, nursing homes, adult day care, child day care, adult living facilities, juvenile residential facilities, and others have emergency plans developed in accordance with their licensing regulations.
- J. Citizens expect guidance, direction and assistance from the government. The County shall provide information in an emergency as well as throughout the year in times of non-emergency.
- K. County departments responding to a disaster may utilize the Departmental Operations Centers (DOC) concept to coordinate tactical operations.
- L. Regulated facilities such as those storing Extremely Hazardous Substances (EHS), Superfund Amendments and Re-authorization Act (SARA) 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.

The top priorities for Chesterfield County are to:

- Save lives and protect the health and safety of the public, responders and recovery workers;
- Ensure security of the jurisdiction;
- Prevent an imminent incident from occurring;
- Protect and restore critical infrastructure and key resources;
- Ensure local government continues to function throughout the incident;
- Protect property and mitigate damages and impacts to individuals, communities and the environment; and
- Facilitate recovery of individuals, families, business, government and the environment.

## **V. Organization and Assignment of 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. A successful local emergency management program involves local government officials, local government agencies, private sector and non-profit organizations.

This section identifies the local agencies that will participate in the emergency response to a disaster affecting Chesterfield County. In the event of a disaster that is caused by man made actions the Virginia Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be contacted immediately to deploy assistance in the event of an emergency when there are victims as defined in § 19.2-11.01.

***Chesterfield County Officials and Agencies***

- A. Elected officials (Board of Supervisors)
  - Provides strategic guidance and support during an emergency; and
  - Adopts and promulgates the Emergency Operations Plan (EOP);
  - Consent to the appointment of the Coordinator of Emergency Management;
  - Consent to a declared local disaster at the next regularly scheduled meeting or at a special meeting within forty five days of the declaration, whichever occurs first; and;
  - When all emergency actions have been taken and are completed by the County, the Board of Supervisors shall take appropriate action to end the declared emergency.
  
- B. Director of Emergency Management (County Administrator)
  - Lead the Policy Group during an Emergency Operations Center (EOC) activation;
  - Provide programmatic guidance and support to Emergency Management;
  - Provide for Continuity of Government;
  - Provide Direction and Control of Emergency Operations;
  - In conjunction with Health District Director, prepare a recommendation to order quarantine through the State Health Commissioner;
  - Appoint a Coordinator of Emergency Management with the consent of the governing body;
  - Serve as Liaison between the Coordinator of Emergency Management and the Board of Supervisors; and
  - Declare a local emergency with the consent of the governing body.
  
- C. Deputy Director of Emergency Management (Fire Chief)
  - Along with the Assistant Chief of Community Risk Reduction, oversees the daily operation of the Emergency Management Division;
  - Serve as member of the Policy Group;
  - Function as Director of Emergency Management, in the Director's absence; and
  - Hold overall responsibility for maintaining and updating the plan.
  
- D. Coordinator of Emergency Management
  - Appointed by the governing body;
  - Direct and control Emergency Operations Center (EOC);
  - Supervise day-to-day responsibilities of Emergency Management staff;
  - Coordinate activities within the EOC (as EOC Manager) and assists with oversight of departments;
  - Submit state-required reports and records;

- Assume certain duties in the absence of the director of emergency management;
- Coordinate disaster assistance and recovery;
- Develop mutual aid agreements to support the response to an incident;
- Conduct exercises to test and improve plans and systems; and
- Ensure that the EOP is reviewed, revised and adopted every four years.

E. Deputy Coordinator of Emergency Management

- Ensure the local Emergency Operations Center (EOC) is in a constant state of readiness;
- Serve as County National Incident Management System (NIMS) Coordinator;
- Assist with coordination of activities within the EOC and with oversight of departments;
- Assist with coordination of disaster assistance and recovery;
- Assist in development and maintenance of Emergency Operations Plan (EOP);
- Review and revises the EOP annually and completes processing to adopt the EOP every four years.

F. All Other County Departments/Agencies

- Develop and maintain detailed plans and standard operating procedures (SOPs) to support the operational mission or assignment;
- Develop and maintain detailed continuity of operations plans to ensure that essential functions of county government can continue even in a disaster;
- Maintain current training levels for all appropriate staff on NIMS and ICS;
- Pre-identify, assign and train staff to serve in the EOC. Staff may report to the EOC if requested by Emergency Management;
- 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 (ESF)***

An Emergency Support Function (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 emergencies. Due to Homeland Security Directive Eight and the updated Presidential Policy Directive Eight, the ESF structure is used extensively for response at the state and federal level through the Commonwealth of Virginia Emergency Operations Plan and the National Response Framework. Localities in the Commonwealth of Virginia are required to report issues and provide situational awareness to the VDEM using the ESF structure. A chart listing the ESF and the lead department for the County can be found in Appendix 5 to this plan.

Note that not all incidents result in the activation of ESFs. It is possible that an incident may be addressed without activating the ESFs or only a few. The ESFs for Chesterfield County include:

- |                        |                         |                               |
|------------------------|-------------------------|-------------------------------|
| 1. Transportation      | 6. Mass Care            | 12. Energy                    |
| 2. Communications      | 7. Resources            | 13. Public Safety             |
| 3. Infrastructure      | 8. Public Health        | 14. Local Short Term Recovery |
| Assessment             | 9. Search and Rescue    | 15. External Affairs          |
| 4. Firefighting        | 10. Hazardous Materials | 16. (none)                    |
| 5. Direction & Control | 11. Agriculture         | 17. Volunteer & Donations     |

### ***Citizen Involvement***

While residents of Chesterfield County do not have an explicit role in response to a disaster within the county, all citizens are encouraged to take care of themselves and their neighbors in the first few days following a disaster. Individuals and households play an important role in the overall emergency management strategy, it is essential they reduce hazards in their own home, prepare a kit and plan, monitor emergency communications carefully and if possible be active in their community to be of assistance. There are several means by which this can be accomplished:

#### **Chesterfield Emergency Planning Committee (CEPC)**

The Chesterfield Emergency Planning Committee (CEPC) is comprised of representatives of local government, private industry, businesses, environmental groups, residents and emergency response organizations. Their primary charge is with meeting the hazardous materials planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) and other local planning considerations as identified. The CEPC also serves as the Citizen Corps Council which serves to harness the power of every individual through education, training and volunteer service to provide for whole community preparedness. The CEPC provides oversight of the following Citizen Corps organizations:

#### **Neighborhood Watch**

The Chesterfield County Neighborhood Watch Program is a crime prevention program designed to remove or reduce the opportunity for crime to occur. Prevention begins with individual security and extends to home security while it encompasses neighborhood security. One of the main goals of the Neighborhood Watch program is to train citizens in the process of passive observation and to properly report suspicious activity. The program is run by the Chesterfield Police Department.

#### **Community Emergency Response Team (CERT)**

Chesterfield County has an active CERT available to assist with emergency preparedness and recovery activities. Emergency Management maintains a list of trained CERT volunteers. The CERT has the following functions but not limited to:

- Participate in periodic training exercises / classes;
- Assist in safely conducting initial windshield assessments in their neighborhood during a natural or man-made disaster affecting that neighborhood;
- Assist with County events by providing volunteers to serve in any capacity needed by the event coordinators;
- Assist the Emergency Management division with sharing preparedness information with neighbors and citizen groups; and
- Assist in additional activities as requested by the Emergency Management Public Outreach Coordinator.

### **Medical Reserve Corps (MRC)**

The Chesterfield County Health Department maintains a list of trained and vetted health care professional and support staff volunteers through its MRC program. These volunteers are available to assist with emergency preparedness, response and recovery activities. Specific examples of roles for the MRC may include the following:

- Work with medical professionals and facilities during a large scale emergency such as a disease epidemic, a hazardous chemical release, or a natural disaster in triage, medical response and/or community education and response
- Provide assistance and coordination in local mass fatality incidents;
- Augment Chesterfield Health District and other ESF-8 staff in staffing shelters, community centers, or other areas of need in a disaster

### ***Nongovernmental and Volunteer Organizations Active in Disaster***

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. These groups offer assistance in sheltering, emergency food supplies, counseling services, specialized services, and other vital services to support response and promote recovery of disaster victims. 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, response and recovery efforts.

If necessary a Local Disaster Recovery Task Force may be set up depending on the needs of the community to provide for individuals, families, and businesses who have unmet needs after all additional outlets for assistance have been exhausted.

There are several volunteer organizations operating in Chesterfield County that assist in disaster response and recovery. The following list is not intended to be comprehensive, but is intended to provide an idea of potential resources available after a disaster.

#### **Salvation Army**

- Establishes “around the clock” feeding sites;
- Available to deploy a team of grief counselors to assist families;
- Organizes canteens throughout the effected area to serve emergency service personnel (i.e., Police, Fire, Public Utilities, etc.);
- Assists with feeding and finding lodging for stranded travelers.

#### **American Red Cross**

- The local chapter will assist Chesterfield County in preparing for, responding to and recovery from disasters affecting Chesterfield County;
- Assists ESF #6 Mass Care to provide shelter supplies (Sheltering, Food Preparation, Mobile Feeding and bulk distribution of supplies) to victims of the disaster;
- Provides family services to augment county, state and federal programs, in order to meet the basic needs of disaster victims;



- Provides disaster welfare inquiry services in accordance with the Federal Response Plan and ARC 3003;
- Works closely with other Voluntary organizations in order to use the combined resources in a most efficient manor;
- May provide a Government Liaison Officer to Chesterfield County EOC, when requested.
- Provides blood and blood products on an as needed basis;
- Provides emergency first aid as required.

#### **Amateur Radio**

- Provides alternative communications for EOC and Emergency Shelters;
- Provides communications at other support locations, i.e. distribution sites, as requested by the County based on their staffing availability.

#### **Virginia Baptist Disaster Relief**

- Work with Salvation Army, and others, to provide feeding sites

#### **Voluntary Organizations Active in Disaster**

- Voluntary Organizations Active in Disaster (VOAD) consists of voluntary and civic government organizations with disaster relief roles. VOAD members come together to provide resources for disaster assistance in the following areas. The list below is not intended to be comprehensive, but to serve as a guide.

- |                     |                              |
|---------------------|------------------------------|
| • Animal Control    | • Disaster Welfare Inquiry   |
| • Building Repair   | • Financial Assistance       |
| • Bulk Distribution | • Food (feeding and storage) |
| • Child Care        | • Human Relations            |
| • Clean up          | • Mass Care                  |
| • Clothing          | • Sheltering                 |
| • Communications    | • Transportation             |
| • Counseling        | • Volunteer Staffing         |
| • Damage Assessment | • Warehousing                |
| • Chainsaw Crews    | • Debris Removal             |

#### ***Private Sector***

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

- Private owners of critical infrastructure;
- Response organizations (e.g. private ambulance, environmental clean-up);
- Regulated or responsible parties: owner operators of certain regulated facilities may have responsibility under law to prepare for and prevent incidents from occurring; or
- A local emergency organization member.

The private sector has the responsibility to:

- Plan for personal and business disaster preparedness, mitigation, response and recovery;
- Have knowledge of local emergency response plans and procedures;

- Implement protective actions as requested or required by the Emergency Management Coordinator;
- Provide goods and services critical the response and recovery process;
- Provide direct communication during a disaster and may have a representative embedded with emergency crews and/or in the EOC; and
- Participate in local planning and exercises as available.

The overall roles, responsibilities and participation of the private sector during disasters vary based on the nature of the organization and the impact of the disaster. The roles of the private sector organizations are summarized at the top of page 11:

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 Resources	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 incidents, 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 Chesterfield Emergency Planning Committee (CEPC)

## **VI. 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.

Emergency Management in Chesterfield County is a comprehensive Emergency Management Program. The Emergency Management Division strives to cover all mission areas of emergency management in its day-to-day and disaster activities. The five Mission Areas of Prevention, Protection, Mitigation, Response and Recovery support the National Preparedness Goal that is “a secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.” The risks include events such as natural disasters, disease pandemics, chemical spills and other manmade hazards, terrorist attacks and cyber attacks. To best assist in achieving success in the mission areas, as described below, there are thirty-two core capabilities identified in the National Preparedness Goal and is intended to assist all who have a role in emergency management. The core capabilities of planning, public information and warning, and operational coordination are embedded within each of the five mission areas. The remaining twenty-seven are particular to one mission area in no particular order. The core capabilities that are best aligned for local government are included with the appropriate mission areas.

- **Prevention:** this mission area comprises the capabilities necessary to avoid, prevent or stop a threatened or actual act of terrorism or manmade disasters. This also includes preparedness measures of conducting a systematic process engaging the whole community as appropriate in the development of executable strategic, operational or tactical level approaches.
- **Protection:** this mission area ensures that the County has the necessary capabilities to secure our residents and infrastructure against acts of terrorism, manmade or natural disasters.
- **Mitigation:** the effort to reduce loss of life and property by lessening the impact of disasters. This is achieved through risk analysis, which results in information that can be applied to activities that reduce risk pre or post disaster. Mitigation includes the core capability of community resilience that enables the recognition, understanding, communication of, and planning for risk. This is an inclusive whole community approach to empower individuals to make informed decisions to adapt, withstand and quickly recover from incidents that can also reduce long-term vulnerabilities.
- **Response:** comprises the capabilities necessary to save lives, protect property and the environment, and meet the basic human needs after an incident has occurred. This action oriented mission area begins as the disaster occurs. Because all disasters begin locally, 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 have intent to be fully committed before state and federal assistance is requested. Response related core capabilities ensure appropriate measures are taken to protect the health and safety of all responders as well as the environment.
- **Recovery:** allows the community to recovery effectively, this may include state and federal partners. Recovery includes economic and business activities returning to a

healthy state that is defined as an economically viable community for business and employment. When making recovery considerations, the Comprehensive Plan will be used as a tool through Housing and also the protection and natural and cultural resources.

### ***Organization***

When the local emergency operations center (EOC) is activated, the County Administrator serves as the Director of Emergency Management. He/she ensures a consistent response and that the EOC follows the Incident Command Structure (ICS) structure. ICS is both a strategy and a method of organization to direct and control field operations. ICS is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand. Chesterfield County uses ICS and the National Incident Management System (NIMS) in the Emergency Operations Center (EOC), as detailed below.

Incident Command System (ICS) 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
- Emergency Support Functions are staffed only when needed (responsibilities for any positions that are not staffed remain with the next higher filled position.)

Chesterfield County utilizes the structures from NIMS and ICS guidelines, including but not limited to:

- Incident Commander is responsible for field operations including:
  - Isolate the scene;
  - Direct and control on-scene operations;
  - Manage on-scene resources;
  - Request additional resources from the EOC
- Incident Command Posts;
- Area Command (if needed);
- Emergency Operations Center is responsible for
  - Providing an operating picture for the County;
  - Providing resource support to field operations;
  - Organizing and implementing mass care operations, as requested by incident command;
  - Tracking cost for both equipment and personnel; and
  - Requesting assistance from state and other external sources.
- Joint Field Office is responsible for
  - Coordinating federal assistance, and;
  - Supporting incident management activities locally.

### ***Declaration of a Local Emergency***

The Director of Emergency Management declares 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 is declared by the Director of Emergency

Management with the consent and resolution of the Board of Supervisors. If the governing body cannot 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 45 days of the declaration. Appendix 1 of this plan contains a template for a Declaration of Local Emergency.

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

The Emergency Operations Center (EOC) may be opened and the Chesterfield Emergency Operations Plan, and/or the appropriate ESF and/or Annex, activated in the event that a local emergency stresses or exceeds the capabilities / or resources of any county department, or if such an emergency threatens the County's capabilities. The Director of Emergency Management, Emergency Management Coordinator, Fire Chief, Police Chief, or their designee will make this decision.

The EOC may be activated if any or all of the following conditions exist:

- There is an imminent threat to public safety or health on a large scale;
- An extensive multi-agency / jurisdiction response and coordination is 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.

### ***Levels of Operational Response***

Most emergencies follow a recognizable build-up period during which actions are taken to achieve a gradually increasing state of readiness. General actions to be taken at each readiness level are outlined below; more specific actions are detailed in functional annexes or in departmental or agency standard operating procedures. Each response action level will gain and maintain situational awareness as necessary. This awareness requires continuous monitoring or relevant sources of information regarding actual and developing incidents. Critical information is passed through established reporting channels according to protocols and allowing for any level of response to be activated at any moment.

### **Response Actions**

#### **Level IV – Routine (Daily) Operations**

- Develop and maintain County-wide and departmental emergency operations plans, policies, procedures and mutual aid assistance agreements as necessary;
- Provide information and educational materials to the public via brochures, the Chesterfield County website, Local Television Channel, Chesterfield Alert and other media;
- Verify the accuracy of emergency contact lists, resource lists and emergency contracts by the appropriate departments; and
- Emergency Management Division assists County departments / agencies with preparations for an EOC activation.

- Appropriately plan for crisis, determine capability requirements and ensure departments/agencies are effectively trained and participated in exercises

#### Level III – Increased Readiness

- Exists when the Emergency Management Coordinator receives notice of a potential emergency from the Virginia Department of Emergency Management (VDEM), the Virginia Fusion Center, National Weather Service (NWS) or other reliable sources, such as Chesterfield County public safety departments (Fire, Police, Emergency Communication Center and Sheriff Departments);
- Emergency Management monitors the situation and begins to disseminate information to department representatives in the form of SPOT Reports;
- Departments begin preparations to mobilize / activate departmental plans and develop a staffing pattern; and
- Determine any protective action measures that need to be implemented in preparation for the situation.

#### Level II – Response Operations: Mobilization

- Occurs when a disaster (natural or manmade) is eminent or conditions worsen to the point that full scale mitigation and / or preparedness activities are required;
- Determination of Declared Emergency may be needed.
- Activate and deploy key resources and capabilities if necessary;
- Through assessing the situation incident objectives can be made.

#### Level I – Response Operations: Emergency Response

- With a disaster striking key resources to include staff and equipment are deployed and response actions are coordinated. The degree of emergency operation depends on the severity of the event;
- A local emergency may be declared;
- An Incident Action Plan will be developed to identify and prioritize requirements, incident objectives will be established and resources will be prioritized to save lives, protect property and the environment and meet basic human needs;
- 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;
- The local EOC directs and controls all emergency operations;
- Once immediate response missions and life-saving activities conclude demobilization will occur and the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation.

### **Recovery Actions**

Recovery is both a short-term and a long-term process. Short-term operations restore vital services to the community and provide for essential services to the public. Short-term recovery is immediate and overlaps with response, restoring utilities, reestablishing transportation routes and restoring public health, these actions may last for weeks.

Long-term recovery focuses on restoring the community to its normal, or to an improved, state of affairs. Restoring non-essential services and reconstruction of the damaged areas may continue for many months or years.

During the recovery period, some of the actions that may need to be implemented:

- Preliminary damage assessment begins once the situation is deemed safe for personnel. An initial assessment must be completed, and information sent to the State, within 72 hours of the end of the event.
- Determine viability for re-entry of residents;
- Begin immediate repairs to electric, water and sewer lines and stations; and
- Cleanup and restoration of public facilities, businesses, and residences.

Short-term immediate recovery begins at the onset of the disaster and is identified through Emergency Support Function #14. In the short term recovery process a secondary priority to the assistance of the community is to also track the expenditures of the county for possible reimbursement through the provisions set-forth by the Stafford Act, FEMA and VDEM. The short term recovery that focuses on this reimbursement, known as public assistance, will be led in a coordinated effort with Risk Management, Accounting, Emergency Management and pre-identified Recovery liaisons from each department.

## **VII. Administration, Finance and Logistics**

During a disaster, all assets of the County (human resources, as well as facility and equipment resources) fall under the purview of the Director of Emergency Management (County Administrator) or his designee to utilize in any way for response to an emergency.

Activation of the EOC or a local emergency declaration indicates that all departments involved in response to the emergency should immediately begin tracking event related costs. In many cases, normal procurement and financial policies will remain in effect, but in extraordinary events, additional provisions must be followed to increase the speed of which these actions can take place.

The County Administrator / Director of Emergency Management must notify the Directors of Risk Management, Budget, Purchasing, Treasurer and Accounting Departments, or their designees, 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*.

- A. In an emergency situation, as defined by the Emergency Operations Plan (EOP), the Purchasing Director, or designee, will be responsible for expediting the process of purchasing necessary emergency equipment, supplies and contracted support personnel.

- B. The Budget 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 Purchasing, Treasurer, Budget and Accounting Departments 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 Accounting Department will coordinate record keeping for 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 EOC's Finance and Administration Section will work within the EOC's Logistics Section – to track resource needs, purchases, equipment and personnel utilizing electronic software to the extent possible.
- F. Employees must complete normal time accounting procedures, 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 County Administrator may re-assign local government employees, as needed, to maintain continuity of government during disaster response and recovery operations.
- H. Chesterfield County 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. Chesterfield County also participates in both the Emergency Management Assistance Compact (EMAC) and 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 the Continuity of Operations Plan (COOP) and/or individual department procedures (COOP).

### **Actions**

- Develop, maintain, and disseminate budget and management directions and 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;
- 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, all human resource policies and procedures.

## **VIII. Mitigation Activities**

Mitigation 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 may need to be addressed:

- Review the Richmond Regional Hazard Mitigation Plan and update, as necessary, any mitigation actions that could be of assistance in preventing similar impacts for a future disaster;
  - Coordinate Federal Flood Insurance operations and integrate mitigation with other program efforts;
  - Work with VDEM to develop mitigation grant projects to assist in areas most at risk if available;
  - Implement mitigation measures in the rebuilding of infrastructure damaged in the event;
  - Document losses avoided due to previous hazard mitigation measures; and
  - Community education and outreach necessary to foster loss reduction.
- 
- Track cost directly related to mitigation activities for possible reimbursement.

## **IX. Communications**

The County's Emergency Communications Center (ECC) is the point of contact for receipt of all warnings and notification of actual or impending emergencies or disaster. The ECC Supervisor on duty notifies key personnel and department heads as required by the type of report and standard operating procedures (SOP).

The ECC is most often the first point of contact for the general public. The ECC receives weather emergency information through the National Weather Service.

The ECC gathers this information and delivers warnings to public safety through text, phone calls and emails, if necessary. Communications and Media has the ability to push information out through websites, social media, and private sector media partners.

Should an evacuation become necessary, warning and evacuation instructions will be put out via media outlets that include social media, radio, internet, Chesterfield Alert, and television. As outlined in ESF #15, Communications and Media shall develop and provide public information announcements and publications regarding evacuation procedures to include recommended primary and alternate evacuation routes, designated assembly points for those without transportation, rest areas and service facilities along evacuation routes, if appropriate, as well as potential health hazards associated with the risk.

County departments utilize additional means to communicate during emergencies. The 800MHz radio system is a primary means of communication for field personnel. Information can be shared between departments quickly and easily. The use of email, cell phones and landline phones is extensive in an emergency. In addition, members of public safety have the ability to communicate through mobile data computers/terminals.

## **X. Information Collection and Dissemination**

In an emergency or disaster it is important to provide timely and accurate information to the public and to the media outlets. Communications and Media will work with the EOC to determine which information should be shared with the public. During an emergency, Communications and Media will disseminate information by appropriate means, to include any media outlets, internet, cable channel, the Emergency Alert System, NOAA All-hazards radio, and the Chesterfield Alert and the County website. Communications and Media will communicate any news releases with the EOC Manager and ensure information is accurately released in a timely manner.

## **XI. Plan Development and Maintenance**

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, requires jurisdictions to develop, adopt, and keep current a written crisis and emergency management plan. The Coordinator of Emergency Management will conduct an annual review of the Chesterfield County Emergency Operations Plan, and update as necessary. In addition, a comprehensive review and revision the Emergency Operations Plan is conducted every four years to ensure that the plan remains current. The revised Basic Plan is formally adopted by the County Board of Supervisors at that time.

Drafting an emergency plan is a community effort and relies heavily on Chesterfield County employees to provide comprehensive guidance on hazard analysis, exercise design, evacuation planning, emergency management, mitigation, recovery, emergency preparedness, and educational awareness. Stakeholders from County agencies, CEPC as well as external partners (hospital, American Red Cross, utility companies, etc.) should have input into the County's Plan.

It is the responsibility of the Coordinator of Emergency Management, or designee, to assure that the plan is tested and exercised on a scheduled basis as per the guidelines of NIMS Homeland

Security Exercise and Evaluation Plans. The Coordinator will maintain the schedule and assure that the appropriate resources are available to complete these activities. Section XII of this plan discusses exercises and training in more detail.

## **XII. Exercises and Training**

Trained and knowledgeable personnel are essential for the prompt and proper execution of the Chesterfield County Emergency Operations Plan and Annexes. The Director of Emergency Management along with the Emergency Management Staff ensures that all response personnel have a thorough understanding of their assigned responsibilities in a disaster or emergency situation, as well as how their role and responsibilities interface with the other response components of the Chesterfield County EOP. Personnel will be provided with the necessary training at a minimum annually to execute those responsibilities in an effective and responsible manner.

The Coordinator of Emergency Management develops, administers, and maintains a comprehensive training and exercise program that fits the needs of Chesterfield County. Chesterfield will utilize a “crawl, walk, run” approach to developing exercises to begin with Tabletop Exercises and working up to Functional Exercises. Training is based on federal and state guidance. All training and exercises conducted in Chesterfield County are documented using the Homeland Security Exercise and Evaluation Program (HSEEP). Deficiencies identified by an exercise are addressed immediately through After Action Reports and Improvement Plans.

The Coordinator of Emergency Management or designee also participates in regional exercises, as available, in order to test the Chesterfield County Emergency Operations Plan and sub-plans.

## **XIII. AUTHORITIES AND REFERENCES**

The organizational and operational concepts set forth in the plan are promulgated under the following authorities:

### Federal

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- The Homeland Security Act
- National Response Framework, January 2008, as amended
- 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
- Emergency Management Assistance, Code of Federal Regulations, Title 44. The Federal Response Plan for Public Law 93-288, as amended, Federal Emergency Management Agency, April 1992.

- CCA General Guidelines, CPG 1-3, Federal Emergency Management Agency, August 1992.
- Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide, CPG 101, Federal Emergency Management Agency, November 2010.
- [www.fema.gov/corecapabilities](http://www.fema.gov/corecapabilities) and [www.fema.gov/mission-areas](http://www.fema.gov/mission-areas)

#### State

- Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Title 44-146.13 to 44-146.28; Code of Virginia, as amended.
- The Commonwealth of Virginia Emergency Operations Plan:
  - Basic Plan, Virginia Department of Emergency Management, September 2010.
  - Radiological Emergency Response Plan, Virginia Department of Emergency Management, September 2010.
  - Oil and Hazardous Materials Emergency Response Plan, Virginia Department of Emergency Management, March 2009
  - Virginia Hurricane Emergency Response Plan, Virginia Department of Emergency Management, July 2010.
  - Hazard Mitigation Management Plan, Virginia Department of Emergency Management, December 2007.
  - Transportation Emergency Operations Plan, Virginia Department of Transportation, August 2007, (Limited Distribution)

#### Local

- Chesterfield Emergency Operations Plan, 2008
- Local Capability Assessment, VDEM, Updated Annually
- Richmond-Crater Multi- Regional Hazard Mitigation Plan, Richmond Regional Planning District Commission and the Crater Planning District Commission, 2011.

## **Appendix 1 – List of Acronyms**

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ARC	American Red Cross
ARES	Amateur Radio Emergency Service
CAP	Civil Air Patrol
CART	Community Animal Response Team
CEPC	Chesterfield Emergency Planning Committee
CERT	Community Emergency Response Team
DAC	Disaster Assistance Center
DFO	Disaster Field Office
DHS	Department of Homeland Security
DMAT	Disaster Medical Assistance Teams
DOC	Department Operating Centers
DRC	Disaster Recovery Center .
DRT	Disaster Recovery Team
EAS	Emergency Alert System
ECC	Emergency Communications Center
EMOI	Emergency Management Operating Instruction
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
ERT	Emergency Response Team
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
IED	Improvised Explosive Device
IEMS	Integrated Emergency Management System
IFLOWS	Integrated Flood Observing and Warning System

JIC	Joint Information Center
JFO	Joint Field Office
LCAR	Local Capability Assessment Report
MACC	Multi-agency Command Center
MCI	Multi-Casualty Incident
MEDEVAC	Medical Evacuation
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MSA	Metropolitan Statistical Area
MSDS	Material Safety Data Sheet
NDMS	National Disaster Medical System
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
OCME	Office of the Chief Medical Examiner
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act
SART	State Animal Response Team
SCC	State Corporation Commission
SOP	Standard Operating Procedures
USACE	U.S. Army Corps of Engineers
USAFC	U.S.A. Freedom Corps
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture

VDEM	Virginia Department of Emergency Management
VEOC	Virginia Emergency Operations Center
VFDA	Virginia Funeral Directors Association, Inc.
VOAD	Voluntary Organizations Active in Disaster
WMD	Weapons of Mass Destruction

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## Appendix 2 – Sample Declaration of Local Emergency

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### RESOLUTION DECLARING AN EMERGENCY EXISTS IN THE COUNTY OF CHESTERFIELD, VIRGINIA

**WHEREAS**, the Board of Supervisors of the County of Chesterfield, Virginia, does hereby find:

1. That due to impending heavy rains, flooding and high winds associated with <EVENT>, citizens of the County of Chesterfield are facing dangerous conditions; and
2. That due to impending heavy rains, flooding and high winds associated with <EVENT>, conditions of extreme peril to life and property necessitate the proclamation of the existence of an emergency.

**NOW, THEREFORE, BE IT RESOLVED** that, pursuant to Virginia Code Section 44-146.21, the Director of Emergency Services may declare the existence of an emergency for the County of Chesterfield with the consent of Board of Supervisors, which such emergency exists throughout the County of Chesterfield effective <TIME>\_\_A/P.m. on <MONTH>\_<DAY>, 20 <YR>; and

**BE IT FURTHER RESOLVED** that during the existence of said emergency, the powers, functions and duties of the Director of Emergency Management and the emergency service organization of the County of Chesterfield are those prescribed by state law and the ordinances, resolutions, and approved plans of the County of Chesterfield in order to mitigate the effects of said emergency; and

**BE IT FURTHER RESOLVED** that the said emergency shall continue until declared discontinued by the Director of Emergency Management, such declaration to be ratified at the next regular or special Board meeting.

**ADOPTED** by the Board of Supervisors of the County of Chesterfield, Virginia, this <DATE> day of <MONTH>, 20 <YR>.

APPROVED:

\_\_\_\_\_  
Chairman

ATTEST:

\_\_\_\_\_  
Clerk of the Board



## **Appendix 3 - Essential Records**

### **Court Records**

The preservation of certain vital records for the locality and all essential records of the Circuit Court is the responsibility of the Clerk of the Circuit Court. All such records are to be stored in the records vault located in the Office of the Clerk of the Circuit Court. These records include, but are not limited to, the following:

- Land Records
- Criminal Records
- Wills and Estate Records
- Civil Records
- Adoption, Divorce and other Chancery Records
- Marriage Licenses
- Judgments
- Business Assumed Names
- District Court Appeal Records

The evacuation of such records in the event of an emergency will be accomplished only by approval of the Clerk of the Circuit Court. The Sheriff's Office will provide security of records upon request by the Clerk of Courts.

**\* Microfilm copies of all land records and permanent records are stored in the Archives of the Library of Virginia located in Richmond, Virginia.**

### **Agencies/Organizations**

Each agency/organization within Chesterfield County 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 4 – Succession of Authority**

Refer to Direction and Control ESF for list

## Appendix 5 – Emergency Support Functions

<b>ESF Name &amp; Coordinating Agency</b>	<b>State</b>	<b>Local</b>
<b>ESF # 01 TRANSPORTATION</b>		
Coordinate, develop and implement traffic control measures that will enhance traffic flow, evacuation and re-entry to affected areas.		
Federal: DHS	State: VDOT	Local: Law Enforcement
<b>ESF # 02 COMMUNICATIONS</b>		
To maintain continuity of information and telecommunications equipment.		
Federal: NCS	State: VITA	Local: Info Systems Tech/ECC
<b>ESF # 03 INFRASTRUCTURE ASSESSMENT (Federal and State: Public Works)</b>		
Coordinate and organize capabilities and resources to facilitate the delivery of essential services, technical assistance, engineering expertise, construction management and other support to prepare, respond, or recover from an incident.		
Federal: USACE	State: DCR	Local: Utilities, Building Inspections
<b>ESF # 04 FIRE FIGHTING</b>		
Directs and controls operations regarding fire suppression, technical rescue, hazardous material and emergency medical services.		
Federal: USFA	State: VFP	Local: CFEMS
<b>ESF # 05 Direction and Control (Federal and State: EMERGENCY MANAGEMENT)</b>		
Provide centralized direction and coordination during an event. Collect and process information and assure the implementation of emergency actions, disseminate information and act as a liaison to other agencies.		
Federal: FEMA	State: VDEM	Local: Emergency Management
<b>ESF # 06 MASS CARE, HOUSING, AND HUMAN SERVICES</b>		
Receives and cares for persons who have been evacuated, either from a high-risk area in anticipation of an emergency or response to an actual emergency. Includes provision for sheltering, emergency assistance and other human services.		
Federal: FEMA	State: DSS	Local: Social Services
<b>ESF # 07 LOGISTICS AND RESOURCE SUPPORT</b>		
Minimize the effect that disasters or emergency situations may have on the County to include property, personnel and citizens. Provides support for requirements not specifically identified in other Emergency Support Functions.		
Federal: GSA	State: VDEM	Local: Management Services
<b>ESF # 08 HEALTH AND MEDICAL SERVICES</b>		
Provides for coordinated medical, public health, mental health and emergency medical services to save lives in the time of an emergency.		

Federal: USPHS	State: VDH	Local: Public Health, Fire and EMS
<b>ESF # 09 SEARCH AND RESCUE</b>		
Provides for the coordination and effective use of available resources for search and rescue activities.		
Federal: FEMA	State: VDEM	Local: Police
<b>ESF # 10 HAZARDOUS MATERIALS</b>		
Response to hazardous material incidents, preventing or minimizing the loss of life and property and to assist with rescue, warning and other operations required.		
Federal: USEPA	State: VDEM	Local: Fire & EMS, Environmental Engineering
<b>ESF # 11 AGRICULTURE AND NATURAL RESOURCES</b>		
Coordinate response to agriculture loss and emergencies		
Federal: USDA	State: VDACS	Local: Agriculture Planning
<b>ESF # 12 ENERGY</b>		
Describe procedures to restore utilities critical to saving lives, protecting health, safety and property; to enable other support functions to respond.		
Federal: USDOE	State: SCC	Local: General Services, Utilities
<b>ESF # 13 PUBLIC SAFETY AND SECURITY</b>		
Maintain law and order and assist with evacuation of threatened areas or re-entry		
Federal: DHS	State: VDMA/VNG	Local: Police, Sheriff
<b>ESF # 14 RECOVERY</b>		
Provides a framework to facilitate short term recovery and begin the process of long term recovery which includes resources, financial reimbursement and community needs.		
Federal: DHS	State: VDEM	Local: Risk Management/Accounting
<b>ESF # 15 EXTERNAL AFFAIRS</b>		
Keep the public and County employees informed in regards to an emergency situations.		
Federal: DHS	State: VDEM	Local: Communications and Media
<b>ESF # 16 MILITARY AFFAIRS</b>		
Coordinate response with military partners in the Region.		
Federal: DHS	State: VNG	Local: Emergency Management/County Administration
<b>ESF # 17 VOLUNTEER AND DONATIONS MANAGEMENT</b>		
Coordinating process for the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated good during a disaster.		
Federal: DHS	State: VDEM	Local: Libraries

## **Appendix 6 – Glossary of Key Terms**

**Amateur Radio Emergency Services (ARES):** A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed

**American Red Cross (ARC):** 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.

**Chesterfield Emergency Planning Committee (CEPC):** 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.

**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 co-located with the Incident Base. Also referred to as the Incident Command Post.

**Comprehensive Resource Management:** Maximizes the use of available resources, consolidates like resources and reduces the communications load on the Incident Command Operation.

**Coordination:** The process of 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.

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

**Disaster Field Office (DFO):** An administrative office established by FEMA and staffed by appropriate Federal / State personnel following a disaster declaration by the President.

**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 (EAS):** A network of broadcast stations and 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 Management Assistance Compact (EMAC):** Administered by the National Emergency Management Association, EMAC is congressionally ratified organization that provides form and structure to the interstate mutual aid and assistance process. Through EMAC or other mutual aid or assistance agreements, a State can request and receive other assistance from other member States.

**Emergency Operations Center (EOC):** A facility from which government directs and controls its emergency operations; where information about the status of the emergency situation is officially collected, assimilated, and reported on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

**Emergency Operations Plan (EOP):** A document which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

**Emergency Planning Committee:** Designated local officials responsible for developing, maintaining and evaluating the local Emergency Operations Plan(s).

**Emergency Support Function (ESF):** 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 (GIS):** A computer system capable of assembling, storing, manipulating, and displaying geographically referenced information, i.e.-data identified according to their locations.

**Hazardous Materials (HazMat):** 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.

**Incident Action Plan (IAP):** A plan that provides a concise, coherent means of capturing and communicating overall incident priorities, objectives, and strategies in the contexts of both operations and support activities. If an incident is likely to extend beyond one operational period, become more complex, or involve multiple jurisdictions and/or agencies, in this case preparing an IAP will become increasingly important to maintain effective, efficient and safe operations.

**Incident Command System (ICS):** 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 (IDA):** 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.

**Major Disaster:** Any natural or man-made disaster in any part of the United States which, in the determination of the President of the United States, is or thereafter determined to be of sufficient

severity and magnitude to warrant disaster assistance, above and beyond the capabilities of the state and local emergency services, by the federal government to supplement the efforts and available resources of the affected states, local governments, and relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby and is so declared by the President.

**Man-Made Disaster:** Any industrial, nuclear, or transportation accident, explosion, conflagration, power failure, resource shortage, or other condition such as sabotage, oil spills, and other injurious environmental contaminations which threaten or cause damage to property, human suffering, hardship, or loss of life.

**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 (NRF):** 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 (NWS):** The federal agency which provides localized weather information to the population, and during a weather-related emergency, to state and local emergency management officials.

**Natural Disaster:** Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, drought, fire, or other natural catastrophe resulting in damage, hardship, suffering, or possible loss of life.

**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.

**Recovery:** Recovery involves restoring systems to normal after the emergency. Some long-term recovery actions may continue for months or even years.

**Resource Shortage:** The absence, unavailability, or reduced supply of any raw or processed natural resource or any commodities, goods, or services of any kind which bear a substantial relationship to the health, safety, welfare, and economic well being of the citizens of the Commonwealth.

**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.

**Severe Weather "Warning":** Severe weather conditions which could cause serious property damage or loss of life have occurred -- have been actually observed or reported. For example, a Flash Flood Warning means that heavy rains have occurred and low-lying areas are likely to be flooded

**Severe Weather "Watch":** Atmospheric conditions indicate that severe weather is possible, but has not yet occurred (e.g., Hurricane Watch, Flash Flood Watch, Tornado Watch, 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.

**Stafford Act:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707. In this plan it is referred to as "The Stafford Act." A Federal statute, which provides for the prompt delivery of Federal assistance to affected local governments and individuals following a major disaster, especially when State and local relief resources are overwhelmed.

**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. Referred to as SARA Title 3.

**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.

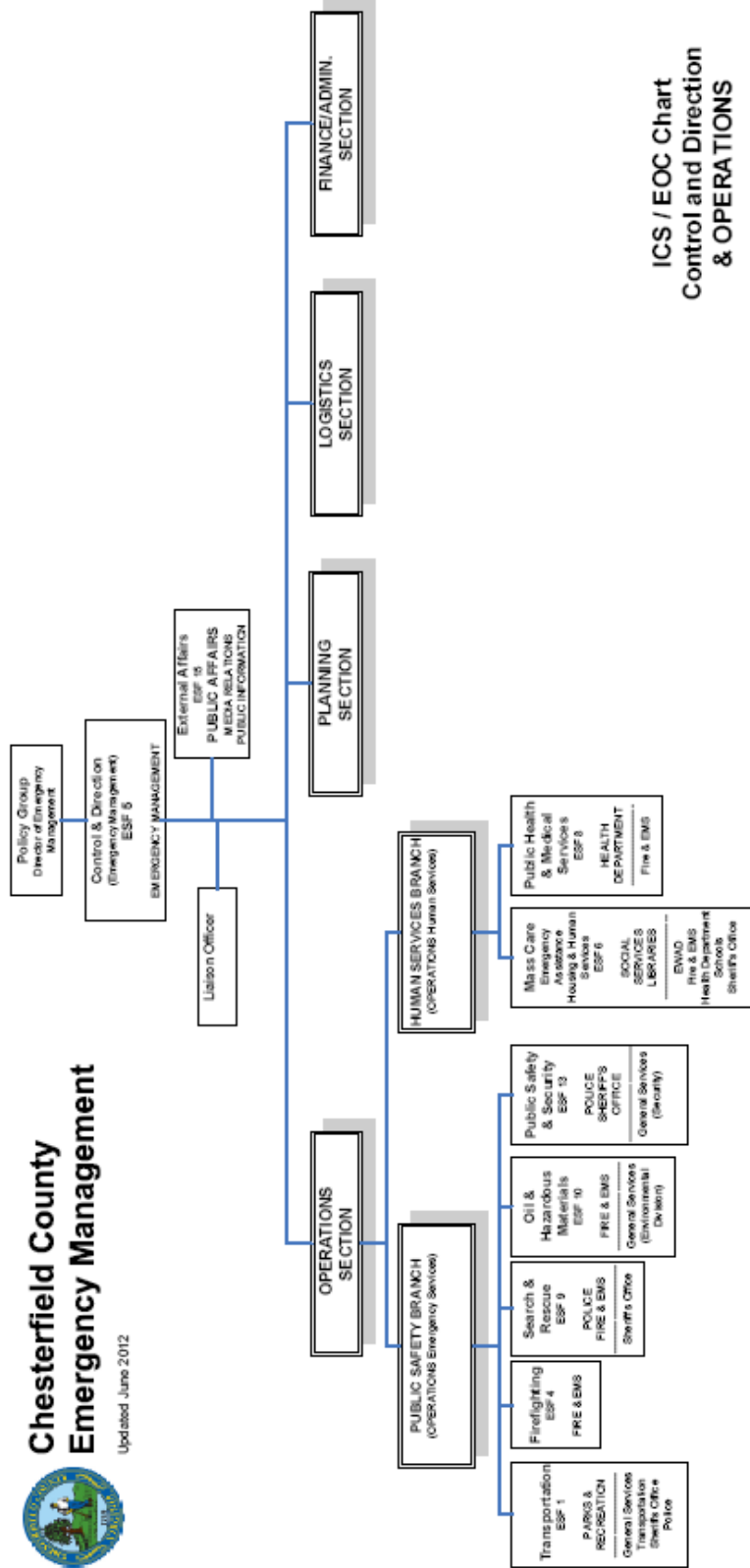
**Voluntary Organizations Active in Disasters (VOAD):** Coalition of non-governmental agencies that actively participate in disaster response and recovery.

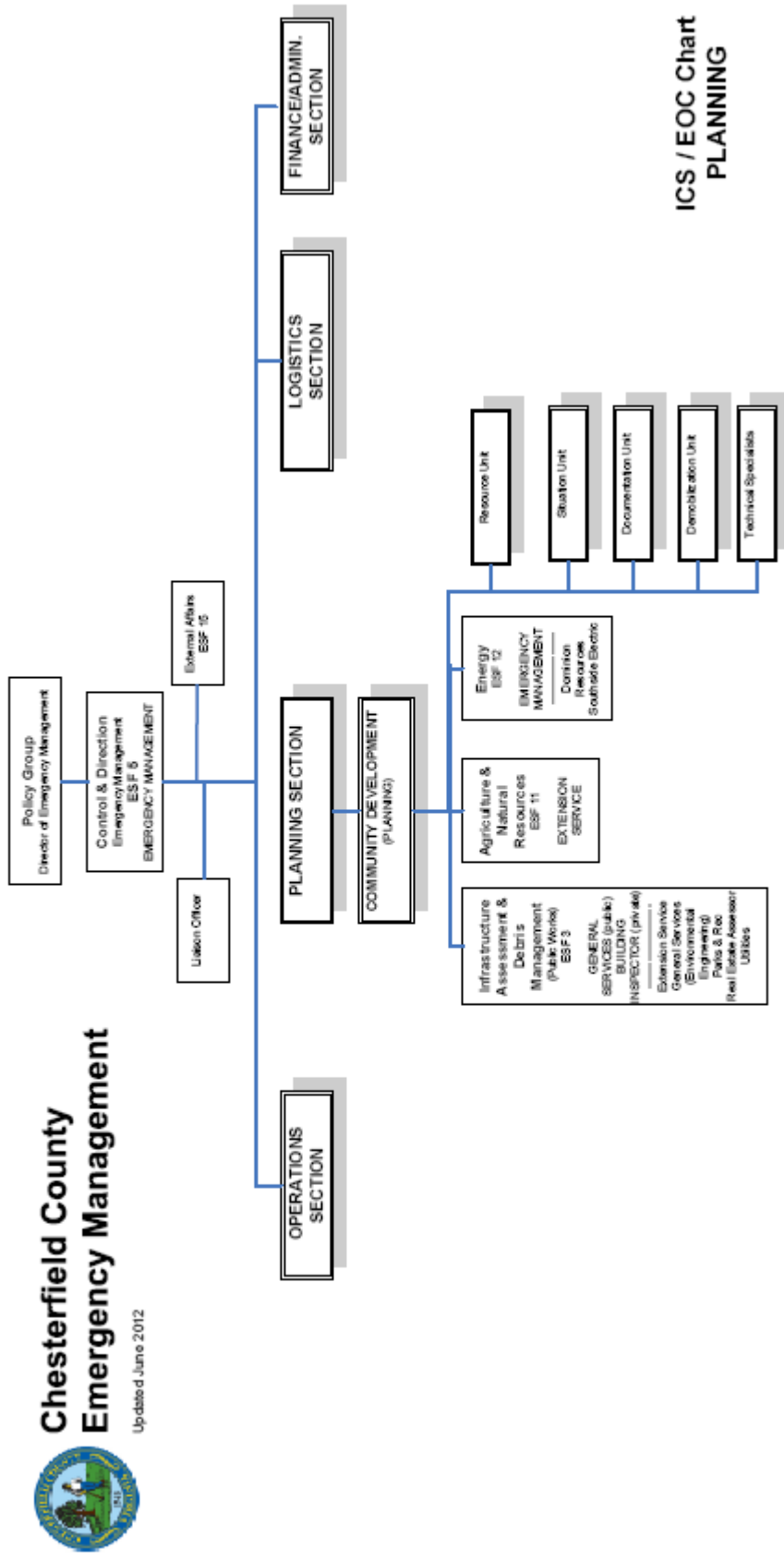
**Warning:** The alerting of public officials, emergency support services, and the general public to a threatened emergency or disaster situation.

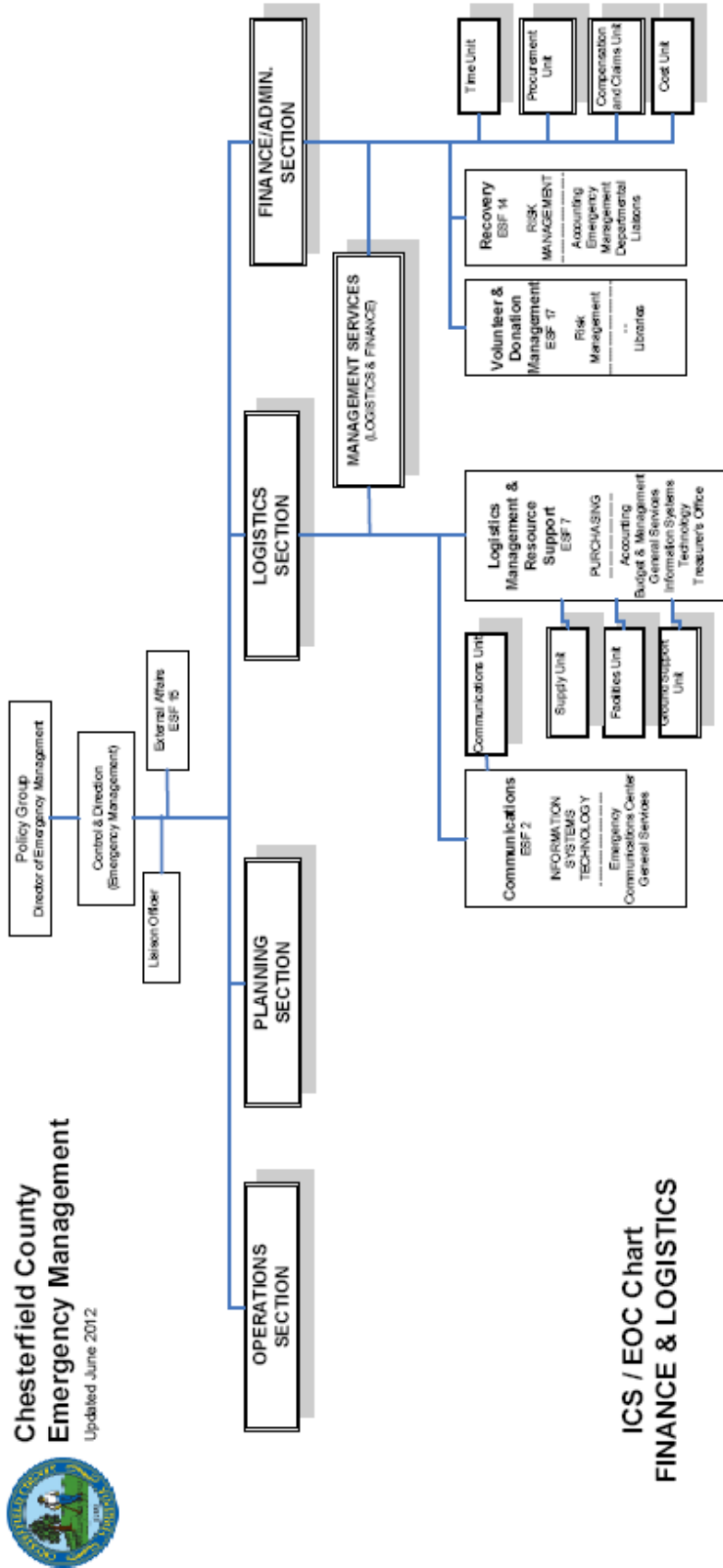
**Weapons of Mass Destruction (WMD):** Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounce, or mine or device similar to the above; poison gas; weapon involving a disease 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).

**WebEOC:** An internet based crisis management system used in the Emergency Operations Center (EOC) for recording event related information throughout an event.

## Appendix 7 – EOC Organization







**Chesterfield County  
 Emergency Management**  
 Updated June 2012



**ICS / EOC Chart  
 FINANCE & LOGISTICS**