

James City County, Virginia's

Emergency Operations Plan

Basic Plan

2019

APPROVAL AND IMPLEMENTATION

RESOLUTION

ADOPTION OF THE JAMES CITY COUNTY EMERGENCY OPERATIONS PLAN 2019

WHEREAS, the Board of Supervisors of James City County recognizes the threats that natural, technological, and human caused hazards pose to citizens and property within our community; and

WHEREAS, the safety and protection of citizens and property is of foremost concern to the Board of Supervisors of James City County; and

WHEREAS, the Virginia Department of Emergency Management has reviewed the James City County Emergency Operations Plan; and

WHEREAS, the Board of Supervisors desires and the Virginia Department of Emergency Management requires the adoption of appropriate planned protective measures.

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of James City County, Virginia, hereby adopts the James City County Emergency Operations Plan dated December 2019.

James O. Icenhour, Jr.
Chairman, Board of Supervisors

ATTEST:

Teresa J. Fellows
Deputy Clerk to the Board

	VOTES		
	<u>AYE</u>	<u>NAY</u>	<u>ABSTAIN</u>
HIPPLE	_____	_____	_____
LARSON	_____	_____	_____
SADLER	_____	_____	_____
MCGLENNON	_____	_____	_____
ICENHOUR	_____	_____	_____

Adopted by the Board of Supervisors of James City County, Virginia, this 10th day of December, 2019.

JCCEmergOpPln19-res

Promulgation Statement

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

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

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

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

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

Scott Stevens
County Administrator,
Director of Emergency Management

NIMS Resolution

RESOLUTION

NATIONAL INCIDENT MANAGEMENT SYSTEM

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

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

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

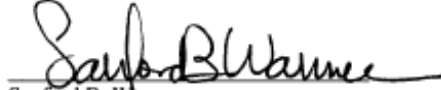
WHEREAS, the Incident Command System components of NIMS are already an integral part of James City County's incident management activities, including current emergency management training programs.

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of James City County, Virginia, hereby endorses the NIMS as the standard for incident management.



Michael J. Brown
Chairman, Board of Supervisors

ATTEST:



Sanford B. Wanner
Clerk to the Board

<u>SUPERVISOR</u>	<u>VOTE</u>
HARRISON	AYE
GOODSON	AYE
MCGLENNON	AYE
BRADSHAW	AYE
BROWN	AYE

Adopted by the Board of Supervisors of James City County, Virginia, this 22nd day of February, 2005.

incident.res

Record of Changes

James City County's Emergency Operation Plan (EOP) will be distributed to each agency and organization that has a role in the plan and noted in the table below. Copies will be available to the public at Williamsburg Regional Library, 7770 Croaker Rd., Williamsburg, VA 23188.

Change Number	Date of Change	Page or Section Changed	Summary of Change	Name of Person Authorizing Change
1				
2				
3				
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10				

Record of Distribution

Group	Agency/Department	Title of Recipient	How Distributed (electronic or hard-copy)
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Table of Contents

Approval and Implmentation.....	2
Promulgation Statement.....	3
NIMS Resolution.....	4
Record of Changes	5
Record of Distribution.....	6
I. Preface.....	9
II. Introduction.....	12
A. Purpose.....	12
B. Scope and Applicability	13
C. Situation.....	14
D. Management.....	16
III. Planning Assumptions & Considerations	17
A. Introduction	17
B. Planning Considerations	17
IV. Roles and Responsibilities.....	19
A. Policy Group.....	19
B. Director of Emergency Management	19
C. Emergency Management Coordinator.....	20
D. Department and Agency Head	21
E. Emergency Support Functions	21
F.Nongovernmental and Volunteer Organizations	22
G. Volunteers and Donations.....	22
H. Private Sector.....	22
I. Citizen Involvement	24
V. Direction, Control, and Coordination.....	25
A. On Scene Incident Command and Management	25
B. Emergency Operations Center	25
C. Essential Elements of Information	25
D. Situational Awareness	26
E. Communications	26
F. Administration, Finance, and Logistics	27
VI. Concept of Operations.....	29
A. General	29
B. Organizational Structure.....	30
C. Delegation of Authority.....	33
D. Concurrent Implementation of Other Plans	34
VI. Incident Management Actions.....	35
A. Actions	35
B. Notification and Assessment	35
C. Dissemination of Warnings and Bulletins	35
D. Prepare Actions	35
E. Response Actions	37
F. EOC Activation.....	38
G. Recovery Actions.....	41
H. Hazard Mitigation Actions.....	42
VII. Ongoing Plan Management and Maintenance	43
VIII. Glossary of Key Terms	44

IX. List of Acronyms	47
X. Authorities and References	49
XI. James City County ICS Chart	50
XII. Matrix of Responsibilities	51
XIII. Succession of Authority	52
XIV. Emergency Operations Plan Distribution List.....	54
XV. Continuity of Government	55
XVI. Declaration of Local Emergency	56
XVII. Mutual Aid Agreements	59

Emergency Support Functions (Annexes)

Emergency Support Functions	
Emergency Support Function 1 – Transportation	
Emergency Support Function 2 - Communication	
Emergency Support Function 3 - Public Works and Engineering.....	
Emergency Support Function 4 - Fire Fighting	
Emergency Support Function 5 – Information and Planning	
Emergency Support Function 6 – Mass Care, Housing, Human Services	
Emergency Support Function 7 - Resource Support.....	
Emergency Support Function 8 – Public Health and Medical Services	
Emergency Support Function 9 - Search and Rescue	
Emergency Support Function 10 - Oil and Hazardous Materials Response.....	
Emergency Support Function 11 - Agriculture and Natural Resources	
Emergency Support Function 12 - Energy	
Emergency Support Function 13 - Public Safety and Security.....	
Emergency Support Function 14 – Long Term Community Recovery and Mitigation.....	
Emergency Support Function 15 - External Affairs	
Emergency Support Function 16 – Military Support.....	
Emergency Support Function 17 – Volunteer and Donations Management.....	

Support Annexes

Support Annexes.....	
Congregate Household Pet Sheltering Support Annex	
Debris Management Support Annex.....	
Emergency Dispensing Support Annex	
Epidemiology Support Annex	
Family Assistance Center Support Annex	
Hampton Roads Hazard Mitigation Plan Update Support Annex	
Reentry Support Annex	

Incident Annexes

Incident Annexes.....	
Extreme Temperature Incident Annex	
Peninsula Local Emergency Planning Committee Incident Annex.....	
Radiological Emergency Response Incident Annex	
Severe Weather Incident Annex.....	

I. Preface

James City County (JCC) is vulnerable to a variety of hazards such as hurricanes, storm surge, flooding, nor'easters, winter storms, thunderstorms, tornadoes, earthquakes, wildfires, hazardous materials incidents, aircraft crashes, nuclear power plant incident, resource shortages and terrorism. To respond effectively to an emergency of a size or complexity beyond routine response systems, it is critical that all JCC 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 JCC's Emergency Operations Plan (EOP). The *Commonwealth of Virginia Emergency Services and Disaster Laws of 2019 (Code of Virginia, § 44-146.13 to 44-146.29:2)* requires that state and local governments develop and maintain current EOPs in order to be prepared for such events.

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 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.

James City County's Emergency Operations Plan was developed by using the Virginia Department of Emergency Management Emergency Operations Plan (EOP) template, Comprehensive Preparedness Guide 101, researching other EOP's, and including findings from the Regional Catastrophic Planning Grant.

James City County's EOP consists of a Basic Plan followed by the Emergency Support Functions, Support Annexes, and Incident Annexes.

The Basic Plan, uses an all-hazards approach to incident management, describes the concepts and structures of response and recovery operation, identifies agencies with essential (primary) and support emergency management functions, and assigns emergency prevention, preparedness, response and recovery duties and responsibilities to departments and agencies. The Basic Plan includes the James City County's Board of Supervisor's executive order that promulgates James City County, Virginia's Emergency Operations Plan (EOP).

Emergency Support Functions (ESFs) provide the structure for County's interagency emergency operations in support of disaster affected localities. ESF annexes describe the roles and responsibilities for County departments and agencies and non-governmental organizations (NGO), as ESF coordinators or as primary or support agencies. The plan identifies 17 emergency support functions, assigns primary and support agencies and organizations for each function, and explains in general terms how the County will organize and implement those functions.

Each ESF is comprised of a primary and support agencies. The *National Response Framework (NRF)* identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESFs are consistent with resource-typing categories identified in the *National Incident Management System*.

ESFs may be selectively activated for both *Stafford Act* and non-*Stafford Act* incidents. Not all incidents occurring in the county require activation of all ESFs. The EOC can deploy assets and capabilities through ESFs into an area in anticipation of an approaching storm or event that is expected to cause a significant impact. This coordination through ESFs allows the county to position extra support for a quick response. ESFs deliver a broad range of technical support and other services at the local level. The ESFs plan and support response activities. ESFs provide staff to support the incident command sections for operations, planning, logistics, and finance/administration, as requested. The incident command system enables the ESFs to work collaboratively.

To support an effective response, all ESFs are required to have both strategic and more-detailed operational plans that include all participating organizations and engage the private sector and NGOs as appropriate. The ongoing support, coordination, and integration of ESFs and their work are coordinated by the Division of Emergency Management.

Support Annexes address those functions that are applicable to every type of incident and that provide support for all ESFs. They describe the framework through which county departments and agencies, volunteer organizations and nongovernmental organizations coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management.

Incident Annexes address contingency or hazard situations requiring specialized application of the EOP. They describe policies, situations, concepts of operations and responsibilities pertinent to incidents such as hurricanes, acts of terrorism or nuclear/radiological emergencies.

The coordination of planning and the compatibility of plans at the local, state and federal levels, are critical elements in James City County's emergency management program. All incidents are local; yet an effective response from other local jurisdictions in the Hampton Roads region, state and federal agencies depends on compatible structures and resources and scalable plans. The maintenance of this plan is the responsibility of James City County's Division of Emergency Management. All planning is conducted in accordance with guidance provided by DHS. In the event of a major disaster, federal manpower and resources will be available to augment and supplement state and local emergency operations. During short-term and long-term recovery, additional federal support will be provided to affected local governments and individuals to assist them in the recovery process.

The *National Incident Management System (NIMS)* is a companion document that provides standard command and management structures that apply to response

activities. This system provides a consistent, nationwide template to enable Federal, State, tribal, and local governments, the private sector, and NGOs to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of cause, size, location, or complexity. This consistency provides the foundation for utilization of the *NIMS* for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response.

II. Introduction

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

Successful emergency planning utilizes a comprehensive approach to prepare for and plan for all-hazards. The threat of major disasters and events necessitates this Plan's all-hazards approach. It provides the structure and mechanisms for the coordination of state support to impacted local governments and affected individuals and businesses. It is compatible with the National Response Framework and provides the structure for coordinating with the federal government in the delivery of federal disaster assistance. The EOP assists JCC with its preparedness mission of preventing or reducing the threat of terrorist attacks within JCC; reducing the vulnerability to all natural and manmade hazards; and minimizing the damage and assisting in the recovery from any type of incident that occurs.

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

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

It is the primary responsibility of the Emergency Management Coordinator of James City County to develop James City County's EOP, update the plan, and maintain a record of changes. This plan seeks to address James City County's emergency response procedures, roles and responsibilities of local departments, and other private organizations during emergencies/disasters.

This document explains the common discipline and structures that have been exercised and matured at the local, tribal, state, and national levels over time. Most importantly, it builds upon *NIMS*, which provides a consistent template for managing incidents.

A. Purpose

This EOP serves as the baseline, legal and organizational basis for operations in JCC to effectively respond to and recover from all-hazards disasters and/or emergency situations. James City County's EOP assigns broad responsibilities to county agencies and support organizations for disaster prevention, preparedness, response, recovery, and mitigation. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources. It also provides the framework within which more detailed emergency plans and procedures can be

developed and maintained. Supporting plans for all-hazards disasters set forth the concepts and procedures whereby JCC can effectively apply available resources to insure that casualties and property damage will be minimized and restoration of essential services will be conducted as soon as possible following an emergency or disaster situation.

To ensure the county's capability to implement this plan, each agency tasked with essential emergency management responsibilities, as identified in this Basic Plan or any Incident Annex, shall develop a continuity of operations (COOP) plan that identifies the critical and time-sensitive missions, applications, processes, and functions to be recovered and continued in an emergency or disaster; including alternate operating capabilities. Agency's functions critical to the County's emergency response and recovery operations shall have priority for protection and restoration.

B. Scope and Applicability

This EOP and all of its contents apply to the entire jurisdiction and its citizens including populations with access and functional needs. The EOP applies to any extraordinary emergency associated with any natural, technological or human-caused incident, which may affect James City County and result in the need for a planned, coordinated response by multiple departments and/or supporting agencies. The EOP establishes an emergency organization and defines responsibilities for all staff and individuals (public and private) having roles in the phases of emergency management to include, emergency preparedness, response, recovery and/or mitigation in the County.



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

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

James City County contracts key services that have a direct bearing on the emergency management organization; specifically, debris monitor, clearing, and clean up. Close planning and coordination with these agencies and organizations is essential to the preparedness and response capabilities of the James City County.

During emergencies, the County Administrator serves as the lead emergency management representative for James City County. James City County sends requests for additional support through the Virginia Department of Emergency Management (VDEM) regional offices; the regional office will contact the VEOC to fulfill the request. If the needs cannot be fulfilled by the VDEM the request will be sent on to the Federal level in accordance with NIMS.

This EOP has been developed to provide guidance for James City County based on the following objectives:

- Establish the local government's policies and procedures to respond to emergencies;
- Describe the local government's emergency management organization;
- Identify the roles and responsibilities of local government staff during an emergency;
- Identify lines of authorities and relationships; and
- Describe the local EOC.
- Describes the concept of operations and legal authority for emergency operations within James City County.
- How the interaction between James City County and regional, state, and federal authorities is managed
- How the interaction between James City County and its private partner organizations (hospitals, non-governmental emergency organizations and others) is managed during emergencies
- How to handle and manage needs with the resources available.
- Provides the basis to initiate long-term community recovery and mitigation activities.

Selective implementation allows for a scaled response, delivery of the resources needed, and an appropriate level of coordination. Response must be quickly scalable, flexible, and adaptable.

C. Situation

The County is located on a narrow, hilly, wooded peninsula between three major rivers that feed into the Chesapeake Bay.

The geographic features that could affect plan implementation include:

- Floodplain
- Farmland
- Urban development
- Located on a narrow, hilly, wooded peninsula
- Located between three major rivers that feed into Chesapeake Bay
- Extensive waterways
- Wetlands
- Unstable soils,
- Steep slopes,
- Wildlife

- Woodland area

James City County is a place of firsts. It was home to the first permanent English settlement and the first colonial government in America. From this region grew a powerful and prosperous collection of colonies that would eventually free itself from English rule and form a new nation. Because of this proud heritage, James City County is a place of special significance, not only for its residents, but also for citizens across the Commonwealth of Virginia and the United States. Given the importance of our unique historical identity, we have a responsibility to preserve and protect our irreplaceable assets for future generations. James City County can be characterized as suburban in nature, given the lack of an urban core and low densities throughout the County.

James City County is located on a peninsula approximately 50 miles southeast of Richmond and 40 miles northwest of Norfolk. The County is bounded by three rivers: the James to the south, the York to the northeast, and the Chickahominy to the west. Total land area, including inland water, is about 144 square miles, or approximately 92,400 acres. There are 152 miles of shoreline along the three rivers, containing about 138 miles of marshlands and 14 miles of beach. Along these shores are both tidal and non-tidal wetlands.

The James City County border is contiguous with the Cities of Newport News and Williamsburg and the Counties of York, Charles City, and New Kent.

According to the 2010 US Census, James City County population is 67,009. Various sources consider James City County one of the faster growing communities in Virginia and the differences in these population figures indicate the growth rate. James City County has a larger than average senior population than most localities. One reason for this growth in the aging population has been the influx of retirees from the colder regions of the U.S. Northeast.

Interstate 64, a major east/west route passes through the northeast quadrant of James City County. This interstate serves the resort areas of North Carolina and Virginia; international shipping activities located in the region; a number of the region's military bases; and commuter movement within the region's urban area.

Parts of the County are within the 10-mile Emergency Planning Zone (EPZ) for Surry Nuclear Power Plant and maintains a hazard specific plan, which is an annex to the EOP. The County participates along with other local governments in the 10-mile EPZ and State agencies in required exercises to demonstrate response capabilities.

James City County participated in the Hampton Roads Hazard Mitigation Plan 2017. The mitigation plan provides a detailed description of the hazards and history of James City County and establishes goals to mitigate hazards.

The County has vulnerability to flooding, tropical/coastal storm, winter storms, hazardous materials incident, and tornadoes. The County participates in the National Flood Insurance program and maintains a Community Rating System (CRS) score of Class 7 which provides our residents with a 15% discount on flood insurance.

Along with the interstate system, other transportation modes include the main line for the CSX railroad, the Jamestown-Scotland ferry, and a small private airport. All of these systems are considered in the emergency management planning process.

The James City County Comprehensive Plan discusses how the County has transitioned from an agricultural rural jurisdiction to a suburban residential community. Through its policies and ordinances the County continues to encourage growth that occurs to locate inside the Primary Service Area (PSA), rather than outside of the PSA. This is an important tool ensuring that development is keeping with the existing community and preserves the elements of the County's unique community character.

James City County is part of a Historical Triangle that includes York County and Williamsburg. Along with historical sites, the area includes a 3,892-acre national park. The historical sites provide for major economic tourist activities and a welcoming environment for meetings among international economic and policy leaders. These special events require detailed security strategies with coordination among international, federal, state, and local public safety officials.

D. Management

James City County uses the Incident Command System (ICS) as a standard, on scene, all-hazards incident management approach. ICS is flexible and can be used for incidents of any type, scope, and complexity and utilized at all levels of government. The span of control of any individual with incident management supervisory responsibility should range from 3 to 7 subordinates, with 5 being optimal.

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

Examples of incident management actions include:

- Increasing public awareness;
- Coordinating across jurisdictions throughout the Hampton Roads (HR) region on response and recovery issues, such as protective measures, etc.
- Increasing countermeasures such as inspections, security, and infrastructure protection;
- Conducting public health assessments and conducting a wide range of prevention measures to include, but not limited to immunizations;
- Providing immediate and long-term public health and medical response assets;
- Coordinating support in the aftermath of an incident;
- Providing strategies for coordination of resources;
- Enabling immediate recovery activities, as well as addressing long-term consequences in the impacted area.

III. Planning Assumptions & Considerations

A. Introduction

James City County's EOP is based on the planning assumptions, situations, considerations, and risk assessments presented in this section.

B. Planning Considerations

Assumptions

- James City County is vulnerable to various natural, technological, and manmade disaster.
- According to census estimates for July 1, 2018. James City County has approximately 76,397 residents, and the following demographic breakdowns:
 - Average household size: 2.5
 - Average age of residents: 44.9
 - 25.3% of the population is over 65 years of age
 - 4.9% of the population is under 5 years of age
 - 8% of the population has a disability status under the age of 65
 - 6.8% of families fall below the poverty line
 - 56% of the population have a household pet
- The population of James City County has grown more than 10% over the last several years.
- In the event of a significant disaster, the immediate response priority will be saving lives, protecting property, and critical infrastructure.
- All County government employees may assume some support role to emergency support functions.
- Incident Management activities will be initiated and conducted using the principles contained in *NIMS*.
- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from disasters.
- Mutual aid support from surrounding jurisdictions may or may not be available depending on the nature of the emergency or disaster.
- Incidents require local government to coordinate operations and/or resources and may:
 - Occur at any time with little or no warning;
 - Require significant information sharing across multiple jurisdictions and between the public and private sectors;
 - Involve single or multiple geographic areas;
 - Have significant impact and/or require resource coordination and/or assistance;
 - Span the spectrum of incident management to include prevention, preparedness, response, and recovery;
 - Involve multiple, highly varied hazards or threats on a local or regional scale;
 - Result in numerous casualties; fatalities; displaced people; property loss; disruption of normal life support systems, essential public services and basic infrastructure; and significant damage to the environment;
 - Impact critical infrastructure across sectors;
 - Attract a sizeable influx of independent, spontaneous volunteers and supplies;
 - Require short notice State and Federal asset coordination; and

- Require prolonged, sustained incident management operations and support activities.
- The top priorities for incident management 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;
 - Facilitate recovery of individuals, families, businesses, government, and the environment; and
 - Ensure a clear line of communication with residents so they are fully informed about what services the county is currently able to provide.
- The severity of the impact on state and local resources might necessitate a request for federal assistance.
- James City County residents and businesses are expected to use their own resources and be self-sufficient following a significant disaster event for up to 7 days.
- James City County businesses will develop internal standard operating procedures for emergency operations including a COOP that provides for a line of succession for senior management and a means of internal communications.
- James City County employees may become casualties or experience damage to their homes and property.
- There may be competition among residents and communities for scarce resources.
- Widespread power and communications outages may require use of alternative methods of providing public information and delivering essential services. Communications may be problematic due to demands exceeding capacities.
- Upon request, the commonwealth or federal government will provide outside assistance if local capabilities are overwhelmed or local resources are exhausted.

Situations and Considerations

- The county is vulnerable to various natural, technological, and human, threats.
- An emergency originating in a neighboring jurisdiction may impact James City County, such as a Surry Power Station incident, requiring activation of the EOP.
- Countywide physical and personnel resources will be used to meet the challenge of an emergency.
- If James City County needed additional assistance or resources it would enact standing Memorandums of Understanding (MOUs) with other jurisdictions.
- If the need for resources exceeds the capabilities of James City County and MOU partners the County Administrator or designee may request State assistance.
- The emergency preparedness goal of James City County, in cooperation with state and Federal agencies, is to plan and prepare for emergency operations which will ensure that casualties and property damage will be minimized and normal operations will be restored as rapidly as possible in the event of a large scale emergency or disaster situation.

IV. Roles and Responsibilities

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

James City County Emergency Management Organization

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

- Policy Group/Local Governing Board
- Director of Emergency Management and Deputy
- Coordinator of Emergency Management and Deputy
- Local Government Agencies and Staff with emergency responsibilities
- Nongovernmental and Volunteer Organizations
- Private Sector Partners
- Citizens

A. Policy Group

Provide policy guidance on priorities and objectives based on the situational needs and the EOP. This group is led by the Board of Supervisor's chairperson and assisted by the Director of Emergency Management.

Chief elected or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

Any incident can have a mix of public health, economic, social, environmental, criminal, and political implications with potentially serious long-term effects. Significant incidents require a coordinated response across agencies and jurisdictions, political boundaries, sectors of society, organizations, etc. These incidents will require that publicly elected and appointed officials, as well as business owners and community leaders, make difficult decisions for the benefit of the community as a whole. James City County will work with other localities in the region to develop better coordination mechanisms between jurisdictions during emergencies.

B. Director of Emergency Management

James City County's Administrator, serving as the jurisdiction's chief executive, is the Director of Emergency Management for James City County and is responsible for the public safety and welfare of the people in the jurisdiction. For simplicities sake the Director of Emergency Management will be referred to as the County Administrator for the rest of this document and all Annexes. If the County Administrator is unable to carry out his/her duties

for a list of succession refer to Section XII Succession of Authority page 52-53 of the Basic Plan.

The County Administrator and policy group provides strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.

The County Administrator helps James City County mitigate against, prepare for, respond to, and recover from potential incidents. Key responsibilities include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners. With the goal of building relationships in advance of an incident and to develop mutual aid and/or assistance agreements for support in response to an incident.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of:
 - The jurisdiction, including persons, property, and structures.
 - Individuals with special needs, including those with service animals.
 - Individuals with household pets.
- Encouraging residents to participate in volunteer organizations and training courses.
- Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies.
- Dependent upon state and local laws, has extraordinary powers to suspend local laws and ordinances, such as to establish a curfew, direct evacuations, and in coordination with the local health authority, to order quarantine.
- Provides leadership and plays a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of incident within the jurisdiction.
- Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource-sharing.
- Requests state assistance when local capabilities have been exceeded or exhausted.
- Coordinates with state and federal officials after a disaster to implement recovery strategies and programs.

C. Emergency Management Coordinator

The emergency management coordinator coordinates all components of the local emergency management program, to include assessing the availability and readiness of local resources during an incident and identifying and correcting any shortfalls.

Other duties of the emergency management coordinator are:

- Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.

- Developing mutual aid and assistance agreements.
- 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 NGOs in planning, training, and exercises.
- Assess incident situation.
- Activate elements of the EOC organization as appropriate.
- Conduct initial briefing for Command and General staff.
- Ensure planning meetings are conducted.
- Approve and authorize implementation of the Incident Action Plan.
- Determine information needs and inform command personnel of needs.
- Coordinate staff activity.
- Manage incident operations.
- Approve requests for additional resources and/or the release of resources.
- Authorize the release of information to the news media.
- Approve plan for demobilization.

D. Department and Agency Heads

Local departments and agencies participate in the ESF structure as coordinators, primary response agencies, and/or support agencies to support incident management activities. The emergency management coordinator is assisted by, and coordinates the efforts of, employees in departments that perform emergency management functions. Department heads collaborate with the emergency management coordinator during development of local emergency plans. They identify sources of emergency supplies, equipment and transportation. For the rest of the document and all annexes the word department will represent department, agencies, and authorities.

Department heads and their staffs develop, plans, standard operating procedures, and train to internal policies and procedures to meet response and recovery needs safely. They will also participate in interagency training and exercises to develop and maintain the necessary capabilities. They maintain records of disaster related expenditures, including appropriate documentation. They protect and preserve vital records essential for the continuity of government and delivery of essential functions. They will also establish and maintain a list of succession of key personnel.

E. Emergency Support Functions

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

Each ESF is composed of primary and support agencies. James City County has identified primary departments on the basis of authorities, resources, and capabilities. Supporting departments are assigned based on resources and capabilities in a given functional area (Matrix of Responsibilities-pg 51). ESFs will be expected to support one another in carrying out their respective roles and responsibilities. They will develop and

maintain plans to support their functional requirements. They will identify sources of emergency supplies, equipment and transportation. They will also maintain accurate records of disaster related expenses. The support functions provide resources to support Incident Command. Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction to the ESF annexes. Not all incidents result in the activation of all the ESFs. It is possible an incident may be addressed without activating ESFs. ESFs are organized under the NIMS structure and operate out of the EOC.

F. Nongovernmental and Volunteer Organizations

Nongovernmental and voluntary organizations (NGOs) 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, Capital Region American Red Cross chapter provides relief at the local level and also supplements staffing of ESF 6 – Mass Care. The Peninsula Voluntary Organizations Active in Disaster (VOAD) is a group of recognized local, state, and national organizations that provide disaster relief. VOAD provides significant capabilities to incident management and response efforts.

Examples of NGO and voluntary organization contributions include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.
- Have knowledge of local emergency response plans and procedures
- Implement protective actions as requested or required by the emergency manager.
- Plan for personal and business disaster preparedness, mitigation, response, and recovery.

G. Volunteers and Donations

Volunteer organization response to incidents frequently exceeds the resources of government organizations. Volunteers and donors can support response efforts in many ways. The Volunteer and Donations Management Support Annex provides detailed guidance on dealing with this multi-faceted group.

H. Private Sector

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, emergencies, or other incidents.

The roles of the private sector organizations are summarized below.

Table 2. Types of Private Sector Partners

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, dam owners, financial institutions, and health care facilities.
Response Resource	Private sector organizations provide response resources (donated or compensated) during an incident—including specialized teams, equipment, and advanced technologies—through local public-private emergency plans, mutual aid agreements, or incident specific requests from local government and private sector volunteer 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 (LEPC).

Many private-sector organizations are responsible for operating and maintaining portions of the Nation's Critical Infrastructure and Key Resources (CIKR). Critical infrastructures include assets, systems, networks, and functions – physical or virtual –vital to James City County. DHS has developed a comprehensive *National Infrastructure Protection Plan (NIPP)* that is synchronized with the *NRF*. The Commonwealth of Virginia also has a *Critical Infrastructure Protection and Resiliency Strategic Plan* that is an additional resource.

Private sector organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum of incidents and emergencies. James City County maintains ongoing interaction with the critical infrastructure and key resources and industries to provide coordination of prevention, preparedness, response, and recovery activities.

During an incident, key private-sector partners will be invited to participate in the EOC or have a direct link to the emergency management coordinator.

Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.

- Planning for the protection of information and the continuity of business operations.
- Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

I. Citizen Involvement

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

James City County's Citizen Corps program focuses efforts of individuals through education, training, and volunteer services to help make our community safer, stronger, and better prepared to address all-hazards incidents.

The Citizen Corps Council implements the Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), Neighborhood Watch, Volunteers in Police Service (VIPS), and Community Animal Response Team (CART). These programs develop targeted outreach for special needs populations and organize special projects and community events.

James City County has the following number of teams and members per organization that are available to assist with emergency preparedness, response and recovery activities:

Table 3. Citizen Corps. Organizations and Volunteers

Organization	Number of Teams	Number of Volunteers
CERT	11	272
CART	1	20
MRC	N/A	248, with 92 of those volunteers willing to go to JCC
Neighborhood Watch	N/A	21

Neighborhood Watch and CERT participants can assist the county with providing an extra set of eyes and ears that are looking for something out of the ordinary. If they run across anything they will report the information to the Police Department or Emergency Management.

V. Direction, Control, and Coordination

The Director of Emergency Management and the Coordinator of Emergency Management implement James City County's policy and operational coordination for domestic incident response. The response structure can be partially or fully implemented in response to a potential/actual threat, in anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the exact resources needed, and a level of coordination appropriate to each incident.

A. On Scene Incident Command and Management

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

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

B. Emergency Operations Center

An Emergency Operations Center or EOC serves as the central coordination hub for an incident response and recovery. Information flows into the EOC from the field and out of the EOC to relevant stakeholders and response partners. During an incident, the EOC supports field operations when resources that are traditionally acquired through mutual aid agreements amongst response partners, are no longer sufficient to handle the incident response.

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

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

C. Essential Elements of Information

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

- Lifesaving needs including evacuation and search and rescue,
- Information on critical infrastructure including determining the status of transportation, utilities, communication systems, and fuel and water supplies

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

D. Situational Awareness

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

E. Communications

Communication between Incident Commander and EOC

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

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

Public Information Officer (PIO)

The Public Information Officer ensures that all official information coming from James City County during an emergency is timely and reliable. PIOs get their message out by communicating directly with the public, working through the traditional news media and through social media. PIOs serve an important role in communicating routine emergency information during non-emergency times and emergency public information during an incident.

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

Communications to the Public

During emergencies and disasters the public needs detailed information regarding protective actions, to minimize the loss of life and property. Every effort should be made to provide emergency information through conventional news media sources, social media sites (e.g. Facebook and Twitter) and James City County's Webpage, as well as a community outreach program of public education for responding to, recovering from and mitigating hazards that pose a threat to a community to ensure necessary protective measures can be employed.

Joint Information Center (JIC)

The JIC is a physical location where public affairs professionals from organizations involved in incident management activities work together to provide critical emergency information, crisis communications, and public affairs support. The JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation. The JIC will normally be collocated with EOC.

Communications with the VEOC

James City County's EOC integrates into the larger emergency management network at the state-level by using WebEOC and telephone communications with regional liaisons. VDEM regional staff facilitates communications between James City County and the VEOC. Local jurisdictions will submit daily or twice daily situation reports to the VEOC.

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

The EOC will immediately contact the DCJS and the VCICF to deploy, if there is an emergency in which there are crime victims involved as defined by §19.2-11.01 of the Code of Virginia. Both entities will serve as the lead for coordinating services and assistance to the victims. The local government is required by the Code of Virginia § 44-146.19 to make these notifications and maintain current contact information for each organization in the EOP.

Contact information for both organizations is maintained on the VDCJS website:

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

VDEM regional staff may assist with this process. Local EOC will make requests for resource to the VEOC with coordination of VDEM Regional Staff

F. Administration, Finance, and Logistics

Administration

In an incident, James City County staff may fulfill roles within the Finance and Administration and Logistics Section of the EOC. Financial and Management Services will serve as the primary Department for the Finance and Administration Section.

The Director of the Fleet and Equipment Division of General Services will serve as a primary department for the Logistics Section and Fire Department will serve as supporting department.

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

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

- Damage Assessment sheets
- Incident Action Reports
- ICS 214s/Activity Log
- Rumor Control Call Logs

Financial Management

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

Logistics

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

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

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

VI. Concept of Operations

A. General

This section outlines James City County's concept of operations for responding to emergencies and disasters. It provides background information on *NIMS* and Incident Command System (ICS), identifies authorities for emergency response, defines command and control structures and lines of authority, describes the roles and organization of the EOC, and outlines how emergency operations will be conducted under the EOP.

The Commonwealth of Virginia Emergency Services and Disaster Law of 2019, as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. James City County's organization for emergency operations consists of existing government departments, nongovernmental, and private sector emergency response organizations.

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

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

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

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

Implementation of the National Incident Management System (NIMS)

James City County adopted NIMS as its operating structure by resolution of the Local Governing Board on (2/22/2005). The basic framework of NIMS incorporates the use of the Incident Command System (ICS) and the Multi-Agency Coordination System (MACS). This EOP is based on NIMS. James City County will implement the Incident Command System (ICS) for all large scale incidents within the James City County. ICS will be used as a standardized systematic approach for the development of the Emergency Operations Plan (EOP). ICS is required for all on-scene and Emergency Operations Center (EOC) activations under the all-hazards incident management approach.

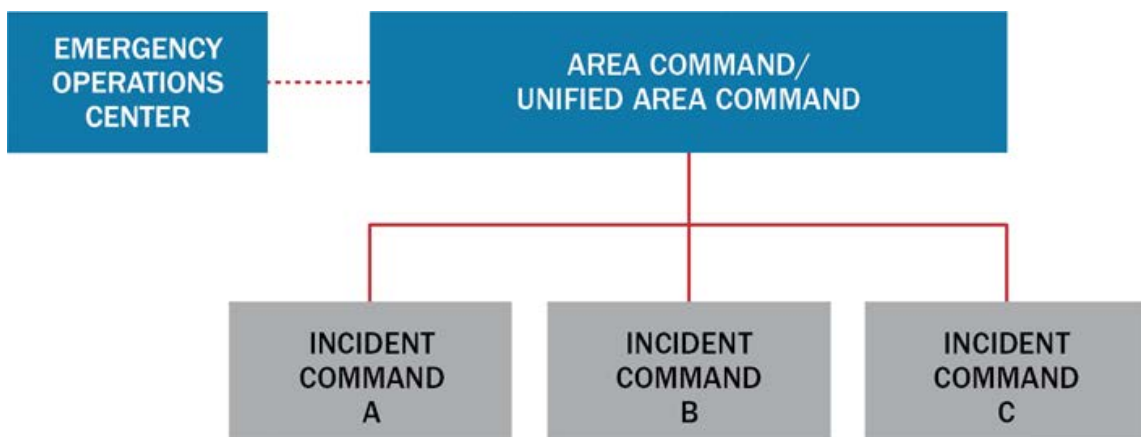
Utilization of the ICS:

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

This section outlines James City County's concept of operations for responding to emergencies and disasters. It provides background information on *NIMS* and Incident Command System (ICS), identifies authorities for emergency response, defines command and control structures and lines of authority, describes the roles and organization of the EOC, and outlines how emergency operations will be conducted under the EOP.

B. Organizational Structure

In accordance with the *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. On a day-to-day basis James City County's Departments handle many incidents without the need for support from the Emergency Operations Center, however, when an incident becomes large enough the Incident Commander can ask for the EOC to be stood up or the Emergency Management Director can activate it to support the Incident Commander or Unified Command.



EOCs are locations where staff from multiple agencies come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other EOCs. The purpose, authorities, and composition of the teams that staff EOCs vary, but generally, the teams consolidate and exchange information, support decision making, coordinate resources, and communicate with personnel on scene and at other EOCs.

EOC staff may share the load with on-scene incident personnel by managing certain operations, such as emergency shelters or points of distribution. EOC staff may

coordinate the efforts of several geographically disparate incidents or activities. In some instances, the incident command or Area Command may be conducted in the EOC.

Primary functions of EOC Staff include:

- Collecting, analyzing, and sharing information;
- Supporting resource needs and requests, including allocation and tracking;
- Coordinating plans and determining current and future needs; and
- In some cases, providing coordination and policy direction.

Incident Command System

ICS is a management system designed to enable effective and efficient management of incidents by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. ICS is widely applicable to organize both short-term and long-term field operations for the full spectrum of emergencies.

The Incident Commander (IC) is the individual responsible for all incident activities including the development of incident objectives, approving on-scene strategies and tactics, and the ordering and release of on-scene resources. The IC is delegated overall authority and responsibility for conducting incident operations.

- IC Command Staff typically include:
 - Public Information Officer (PIO): the PIO is responsible for interfacing with the public and media and providing incident-specific information.
 - Safety Officer (SO): The SO monitors incident operations and advises the IC on all matters of operational safety.
 - Liaison Officer (LO): The LO serves as the point-of-contact on behalf of the IC representatives from other government agencies, non-governmental organizations, and private sector entities.
- IC General Staff include:
 - Planning: The Planning Section Chief is responsible for gathering information and intelligence to the incident and providing this information to the IC and other incident management personnel. This section is also responsible for developing and documenting the Incident Action Plan (IAP) that identifies overall incident objectives and strategies.
 - Operations: The Operations Section Chief is responsible for all tactical activities directed to the reduction of the immediate hazard, saving lives and property, establishing situational control, and restoration of normal operations.
 - Logistics: The Logistics Section Chief is responsible for all support requirements needed to achieve an effective response to the incident. This includes ordering resources from off-site as needed.
 - Finance/Administration: the Finance/Administration Section is established when incident management activities require finance and administrative support services. The Chief of this section is responsible for recording personnel time and attendance; all financial management matters pertaining to vendor contracts, handling injury claims, and compensation; and recording, tracking, and analyzing cost data for the incident.

The ICS develops in a top-down, modular fashion that is based upon the size and complexity of the incident (see figure 1 below). As needed, separate functional elements

can be established, each of which can be further sub-divided. For example, the Operations Section can be expanded to include branches, divisions, groups, and specialized resources as required to effectively manage the incident. Responsibility for the establishment and expansion of the ICS organization ultimately rests with the IC who bases the organization on the requirements of the situation. As incident complexity increases, the organization expands from the top down as functional responsibilities are delegated.

The IC may appoint additional staff and support positions as necessary depending upon the nature, scope, and complexity of the incident or the requirements identified by the IC.

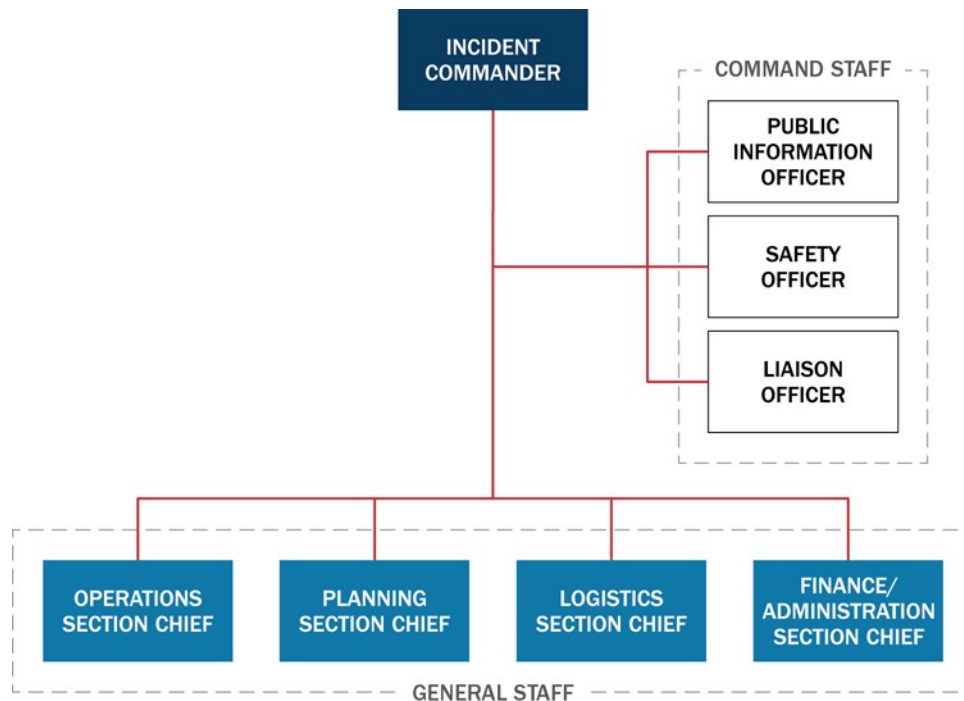


Figure 1. Incident Command System

Unified Command

Unified command will be used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish common objectives and strategies under a single IAP.

In large-scale emergencies, fire-rescue and police commanders may establish a Unified Command Post at or near the incident site. They will notify other agencies that need to be present at the Unified Command Post. They will jointly appoint command and general staff as necessary to carry out incident objectives.

Emergency Response Levels

James City County has 3 levels of EOC activation. The level to which the EOC is activated will be a decision made by the Emergency Management Director or their representative based on the size, scale, and complexity of a given incident or set of circumstances.

Activation Level	Description
3 Normal Operations/ Steady State	<ul style="list-style-type: none">Activities that are normal for the EOC when no incident or specific risk or hazard has been identifiedRoutine watch and warning activities if the EOC normally houses this function
2 Enhanced Steady-State/ Partial Activation	<ul style="list-style-type: none">Certain EOC team members/organizations are activated to monitor a credible threat, risk, or hazard and/or to support the response to a new and potentially evolving incident
1 Full Activation	<ul style="list-style-type: none">EOC team is activated, including personnel from all assisting agencies, to support the response to a major incident or credible threat

C. Delegation of Authority

The Director of Emergency Management is the County Administrator. The day-to-day activities of the OEM have been delegated to the Coordinator of Emergency Management. The Director, in conjunction with the Coordinator of Emergency Management, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness.

The Coordinator of Emergency Management, assisted by department heads, will develop and maintain a primary EOC from which to direct operations in time of emergency. The primary EOC is currently located at [REDACTED]. The alternate EOC facility is located at [REDACTED].

The day-to-day activities, for which the Coordinator of Emergency Management is responsible, include developing and maintaining an EOP, maintaining James City County's EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulations.

Succession to the Director of Emergency Management will be the Deputy Director, the Coordinator of Emergency Management, and the Deputy Coordinator of Emergency Management, respectively.

The Coordinator of Emergency Management, assisted by the Deputy Coordinator, will assure compatibility between the locality's EOP and the plans and procedures of critical facilities and private organizations within the county, as appropriate.

All appropriate available local and regional forces and resources will be fully committed before requesting assistance from the State. Requests for assistance will be made through the VEOC to the State Coordinator.

The County Administrator or, in his/her absence, the Coordinator of Emergency Management, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s) using the ICS structure. Available warning time will be used to implement increased readiness

measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.

The department directors will develop and maintain detailed plans and standard operating procedures necessary for their departments to effectively accomplish their assigned tasks. Department directors will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared. During an emergency, department heads will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department Directors will establish lists of succession of key emergency personnel.

Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.

E. Concurrent Implementation of Other Plans

James City County's 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 local agencies manage incidents under these plans using their own 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.

VII. Incident Management Actions

A. Actions

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. When a disaster strikes, it might affect victims in many ways, causing problems in response and obstacles to recovery.

B. Notification and Assessment

Local and nongovernmental organizations report threats, incidents, and potential incidents using established communications and reporting channels. James City County will try and mitigate any threat before it occurs. Once a threat or incident has occurred, The Board of Supervisors through the County Administrator makes an initial determination to initiate the coordination of information-sharing and incident management activities. Notification and coordination with other local jurisdictions within the Hampton Roads Region will be incident driven.

C. Dissemination of Warnings and Bulletins

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

- National Emergency Alert System (National EAS): the National EAS is a nationwide network of readily available and reliable means to communicate emergency information to the American people.
- State and Local EAS: State and local authorities have their own EAS which may be used to broadcast information on major disasters or emergencies.
- James City County has a mass notification system that can be targeted to specific areas in the county or can be sent out to all households with land telephone lines in the county.

D. Prepare Actions

This section discusses the six essential activities for responding to an incident: plan, organize, train, equip, exercise, and evaluate and improve.



Figure 2. The Preparedness Cycle

Plan

It includes the collection and analysis of intelligence and information, as well as the development of policies, plans, procedures, mutual aid and assistance agreements, strategies, and other arrangements to perform missions and tasks. Planning improves effectiveness by defining required capabilities, shortening the time required to gain control of an incident, and facilitating the rapid exchange of information about a situation.

James City County's plans clearly defined leadership roles and responsibilities, and they articulate the decisions that need to be made, who will make them, and when. These plans include both hazard-specific as well as comprehensive all-hazards plans. Plans will be community-based, representing the whole population and its needs. Planning will include participation from all stakeholders in the community. Planning uses a logical and analytical problem-solving process to help address the complexity and uncertainty inherent in potential hazards and threats. Planning is flexible enough to address both traditional and catastrophic incidents. It depicts the anticipated environment for action. Planning identifies tasks, allocates resources to accomplish those tasks, and establishes accountability. Effective plans tell those with operational responsibilities what to do and why to do it, and they instruct those outside the jurisdiction in how to provide support and what to expect. Planning is fundamentally a process to manage risk. Specific procedures and protocols will augment these plans to guide implementation.

James City County departments possess personnel and resources that may be needed in response to an incident. Some departments have primary responsibility for certain aspects of response, such as search and rescue. Others have supporting roles in providing different types of resources, such as communications personnel and equipment. All departments must develop policies, plans, and procedures governing how they will effectively locate resources and provide them as part of a coordinated response.

Organize

James City County's plan has developed an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams of paid and volunteer staff for essential response and recovery tasks using *NIMS*. This common

system enables responders from different jurisdictions and disciplines to work together to respond to incidents.

Training

While there are many aspects of this plan that could be trained on every year due to limited funds for equipment, overtime for personnel, and the training itself James City County will conduct or participate in at least one regional exercise a year using the *Homeland Security Exercise and Evaluation Program* guidelines. All personnel will take the appropriate ICS and NIMS courses, as recommended by DHS, along with any other new training requirements from DHS.

Exercise

Exercises provide opportunities to test plans and improve proficiency in a risk-free environment. Exercises assess and validate proficiency levels. They allow personnel to become familiar with roles and responsibilities, improve interagency coordination and communications, highlight capability gaps, and identify opportunities for improvement. Exercises will:

- Include multidisciplinary, multijurisdictional incidents.
- Include participation of private-sector and nongovernmental organizations.
- Cover aspects of preparedness plans, particularly the processes and procedures for activating local, intrastate, or interstate mutual aid and assistance agreements.
- Contain a mechanism for incorporating corrective actions.

Evaluation

Upon conclusion of an exercise or real world event, James City County will evaluate performance against relevant capability objectives, identify deficits, and institute a performance management plan. Performance Management planning should develop specific recommendations for changes in practice, timelines for implementation, and assignments for completion.

After each exercise James City County will institute a program to evaluate exercise participation and response, performance management issues, and make improvements in their response capabilities. A performance management program will provide a method and define roles and responsibilities for identification, prioritization, assignment, monitoring, and reporting of corrective actions arising from exercises and real-world events. The performance management program will also look at any legal issues that came up during the exercise or event and Emergency Management and the County Attorney will work on addressing the issues.

E. Response Actions

Depending on the size, scope, and magnitude of an incident communities, States, and the Federal Government could be called to action.

Four key actions occur in support of a response:

- Gain and maintain situational awareness;
- Activate and deploy key resources and capabilities;
- Effectively coordinate response actions;
- Demobilize as the situation permits

Reporting and documentation procedures are standardized using ICS to enhance situational awareness and provide emergency management and response personnel with ready access to critical information. Situation reports will contain verified information and explicit details (who, what, where, when, and how) related to the incident. Status reports, which may be contained in situation reports, relay specific information about resources. Based on an analysis of the threats, James City County might issue warnings and provide emergency public information.

G. EOC Activation

The Emergency Operations Center (EOC) is the coordination point for successful response and recovery operations. Coordination of activities will ensure that all tasks are accomplished, minimizing duplication of efforts. The core functions of the James City County EOC are coordination, communications, resource allocation and tracking, and information collection, analysis, and dissemination. The Emergency Management Director, and/or his/her designee may activate the EOC if the following conditions exist:

- There is an imminent threat to public safety or health on a large scale.
- A multi-department or agency James City County response is required to resolve or recover from the emergency or disaster event.
- The local emergency ordinances are implemented to control the major emergency or disaster event.
- Coordination assistance for large events or there is a possible threat to an event being held.

Upon activation of the EOC, representatives from the Lead Departments will staff the EOC.

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

Request for State Assistance/Recommendation for State Declaration of Emergency

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

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

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

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

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

During an incident, the Emergency Management Coordinator ensures the EOC is staffed to support the incident command and arranges needed resources. The County Administrator provides policy direction and supports the IC and the Emergency Management Coordinator, as needed.

The EOC will make plans for dealing with the incident using the Planning “P” and operating under ICS standards:

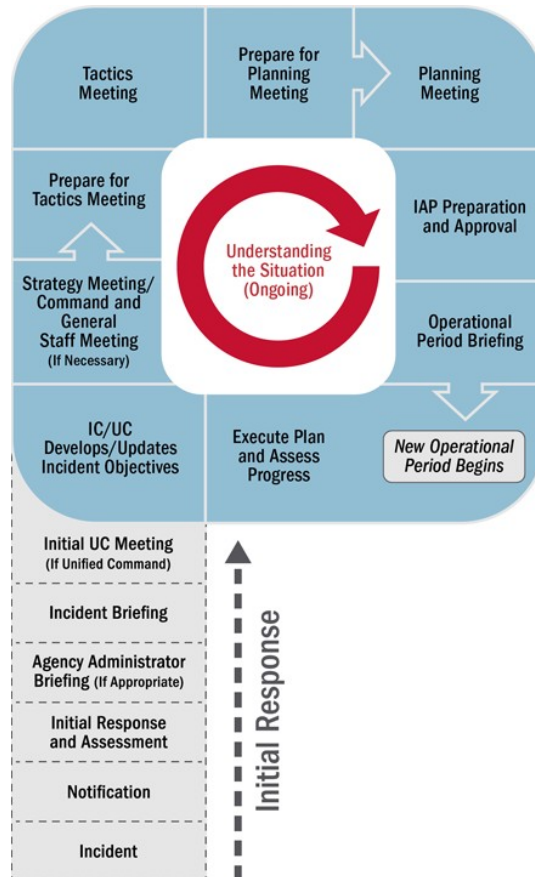


Figure 3. Operational Planning Cycle

The Planning “P” illustrates the process and steps involved in planning for an incident, from the onset of the incident through the preparations for the first operational period. The next step is to execute plan and assess progress, after which the cycle begins again. The planning cycle continues for each successive operations period.

Activate and Deploy Resources and Capabilities

When an incident or potential incident occurs, responders assess the situation, identify and prioritize requirements, and activate available resources and capabilities to save lives, protect property and the environment, and meet basic human needs.

Key activities include:

- Activating people, resources, and capabilities.
- Requesting additional resources and capabilities, if needed. VEOC uses the **C-SALTT** formula which is **C**apability, **S**ize, **A**mount, **L**ocation, **T**ype of resource,

and Time frame in which resources are needed. James City County will use this formula when it sends requests to the VEOC or other jurisdictions in the Commonwealth

- Identifying needs and pre-positioning resources
- Identify staff for deployment to the EOC, which has standard procedures and call-down lists for department and agency points of contact notification.
- Take the necessary steps to provide for continuity of operations.
- Activate specialized response teams, as required.
- Activate mutual aid and assistance agreements, as required.

Coordinate Response Actions

Coordination of response activities occurs through response structures based on assigned roles, responsibilities, and reporting protocols. Critical information is provided through ICS. The efficiency and effectiveness of response operations are enhanced by full application of *NIMS* with its common principles, structures, and coordinating processes. Specific priorities include:

- Managing emergency functions;
- Coordinating initial actions;
- Coordinating requests for additional support;
- Identifying and integrating resources and capabilities;
- Coordinating information;
- Specific response actions:
 - Warning the public and providing accessible emergency public information;
 - Implementing evacuation and sheltering plans that include provisions for special needs populations and household pets;
 - Sheltering evacuees in pre-identified, physically accessible shelters and providing food, water, and other necessities to meet the needs of all people, including persons with disabilities and other special needs;
 - Performing search and rescue;
 - Treating the injured;
 - Providing law enforcement and investigation;
 - Controlling hazards (extinguishing fires, containing hazardous materials spills, etc.);
 - Ensuring responder safety and health;
 - Emergency Management will maintain an excel spreadsheet with all available *NIMS* resources and credentialed personnel.
 - Situational awareness; collection, tracking, and reporting of incident information; and
 - Crisis action planning.

Demobilize

Demobilization will be conducted in an orderly, safe, and efficient manner. All resources will be brought back to their original location and status. Demobilization will begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.

Once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation. The Planning Section develops a demobilization plan for the release of appropriate resources.

Demobilization planning and activities will include:

- Provisions to address and validate the safe return of resources to their original locations.
- Processes for tracking resources and ensuring applicable reimbursement.
- Accountability for compliance with mutual aid and assistance provisions.

G. Recovery Actions

Once immediate lifesaving activities are complete, the focus shifts to assisting individuals, households, critical infrastructure, and businesses in meeting basic needs and returning to self-sufficiency. The emphasis upon response will gradually give way to recovery operations. Within recovery, actions are taken to help individuals and the County return to normal. Depending on the complexity of this phase, recovery and cleanup efforts involve significant contributions from all sectors of our society.

Short-term Recovery

Short-term recovery overlaps with response. It includes providing essential public health and safety services, restoring interrupted utilities, reestablishing transportation routes, and providing food and shelter for those displaced by the incident. Although called “short term,” some of these activities may last for weeks.

Long-term Recovery

Long-term Recovery may involve some of the same actions as short term recovery but may continue for a number of months or years, depending on the severity and extent of the damage sustained. Major objectives of long-term recovery include:

- Coordinate delivery of social and health services
- Improve land use planning
- Restore local economy to pre-disaster levels
- Recover disaster response costs
- Effectively integrate mitigation strategies into recovery planning and operations

The OEM is the lead for coordinating initial recovery operations and developing a plan for long-term recovery. The recovery plan and strategies for implementation will incorporate appropriate mitigation actions for maximizing available state and federal assistance. ESF 14 annex provides information concerning long-term recovery planning.

OEM may establish a James City County Recovery Center during the response phase operations to begin planning for the recovery process, support the damage assessment process, ensure documentation of disaster-related operations and expenditures, and provide for coordination with VDEM on recovery program issues and implementation.

Damage assessment is a critical element of recovery operations. The damage assessment determines the impacts, identifies resource needs, and, as appropriate, justifies requests for state and federal assistance. The damage assessment provides a basis for determining priorities for repair and restoration of essential facilities. The damage assessment annex to this plan provides details on damage assessment process.

James City County may be eligible to apply for reimbursement of disaster-related expenses either through the Commonwealth of Virginia or the federal government. It is critical that departments document disaster-related expenditures.

Recovery from each incident is unique and depends on the amount and kind of damage caused by the incident and the resources that are available. Recovery can include the development, coordination, and execution of service and site-restoration plans; reconstitution of government operations and services; programs to provide housing and promote restoration; long-term care and treatment of affected persons; and additional measures for social, political, environmental, and economic restoration. Disaster Recovery Centers will be established by ESF 14, if needed.

H. Hazard Mitigation Actions

The primary goal of mitigation is to reduce loss of life and property by lessening the impact of disasters. This is achieved through regulations, local ordinances, land use and building practices, and mitigation projects that reduce or eliminate long-term risk from hazards and their effects. Every year James City County submits a list of different festivals and events, to the state, that could draw large crowds that would need to be taken into account for any threat or hazard that occurs during these events. Mitigation, by reducing the impacts of a disaster, will also lessen the demand for resources in the event of another disaster.

Hazard Mitigation involves reducing or eliminating long-term risk to people and property from hazards and their side effects. James City County has taken the following steps or is working on the following steps:

- Grant programs for loss reduction measures (if available);
- 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;
- Early documentation of losses avoided due to previous hazard mitigation measures; and
- Community education and outreach necessary to foster loss reduction.

Ongoing Plan Management and Maintenance

James City County will conduct a comprehensive plan review and revision, and exercise prior to formal adoption by the Board of Supervisors every four years in order to maintain plan currency. It is suggested that plans be updated and reviewed following a training exercise. The plan review team will use a whole community approach when updating the plan.

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

VIII. Glossary of Key Terms

American Red Cross

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

Command Section

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

Declaration of Emergency

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

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 Support Function

A function which takes agencies to provide or to coordinate certain resources in response to emergencies or disasters.

Exercise

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

Evacuation

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 Booker T. Stafford Relief and Emergency Assistance Act of 1988 (PL 93-288).

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.

Incident Command System

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

Incident Commander

The individual responsible for the management of all incident operations.

Initial Damage Assessment Report

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

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/she 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.

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 equipment in an emergency situation.

Presidential Declaration

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

Primary Agency

While several City departments will be performing varied and critical tasks during a disaster, in most cases only one agency will be considered the 'primary agency.' The primary agency shall be responsible for detailed planning, testing, and evaluation of their respective emergency support function. The Department Director of the primary agency shall serve as the principle advisor to the City 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 City Manager, or his/her designee.

Situation Report

A form which, when completed at the end of each day of the Emergency Operations Center, 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 through the Virginia Department of Emergency Management WebEOC.

State of Emergency

The condition declared by the Governor when, in his/her 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.

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.

IX. List of Acronyms

ARC	American Red Cross
C-SALTT	Capability - Size, Amount, Location, Type of resource, and Timeframe
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure and Key Resources
COOP	Continuity of Operations
DEQ	Department of Environmental Quality
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DSS	Department of Social Services
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
OEM	Office of Emergency Management
ESF	Emergency Support Function
FAA	Federal Aviation Administration
FAC	Family Assistance Center
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operation Center
LEPC	Local Emergency Planning Committee
LO	Liaison Officer

MACC	Multi-agency Command Center
MMRS	Metropolitan Medical Response System
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NWS	National Weather Service
OCME	Office of the Chief Medical Examiner
OEM	Office of Emergency Management
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
SCC	State Corporation Commission
SO	Safety Officer
SOP	Standard Operating Procedures
UC	Unified Command
USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
VEOC	Virginia Emergency Operations Center
VCIN	Virginia Criminal Information Network
VDOT	Virginia Department of Transportation
VFDA	Virginia Funeral Directors Association
VIPS	Volunteers in Police Service
VOAD	Voluntary Organizations Active in Disaster
VPPSA	Virginia Peninsulas Public Service Authority
WATA	Williamsburg Area Transit Authority

X. Authorities and References

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

Federal

- Developing and Maintaining Emergency Operations Plans Comprehensive Preparedness Guide (CPG) 101, Version 2.0 (November 2010)
- Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelter (November 2010)
- A Whole Community Approach to Emergency Management: Principles, Themes and Pathways for Action (December 2011)
- Disability, Access and Functional Needs Emergency Management Planning Guidance (June 2015)
- Americans with Disabilities Act (1990)
- ADA Amendments Act (2008), P.L. 110-325, and those associated with them
- Rehabilitation Act (1973), Sections 501, 503, 504 and 508
- Older Americans Act (1965), Title III
- Emergency Management Assistance Compact (EMAC) (1996)
- Executive Order 13407 - Public Alert and Warning System
- 1995 Presidential Memorandum "Emergency Alert System (EAS) Statement of Requirements"
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended
- Homeland Security Presidential Directive 5, Management of Domestic Incidents (February 2003)
- Homeland Security Presidential Directive 8, National Preparedness (December 2003)
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency (October 2007)
- Post Katrina Emergency Management Reform Act of 2006
- National Response Framework (As revised)
- National Incident Management System (NIMS)
- Presidential Decision Directive (PDD) [39](#) (*U.S. Policy on Counterterrorism*) and [62](#) (*Combating Terrorism*): terrorism investigations delegated to U.S. Dept. of Justice/FBI

State

- Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended
- Commonwealth of Virginia Emergency Operations Plan (COVEOP)
- Code of Virginia § 44-146.19
- Code of Virginia §19.2-11.01

XI. James City County ICS Chart

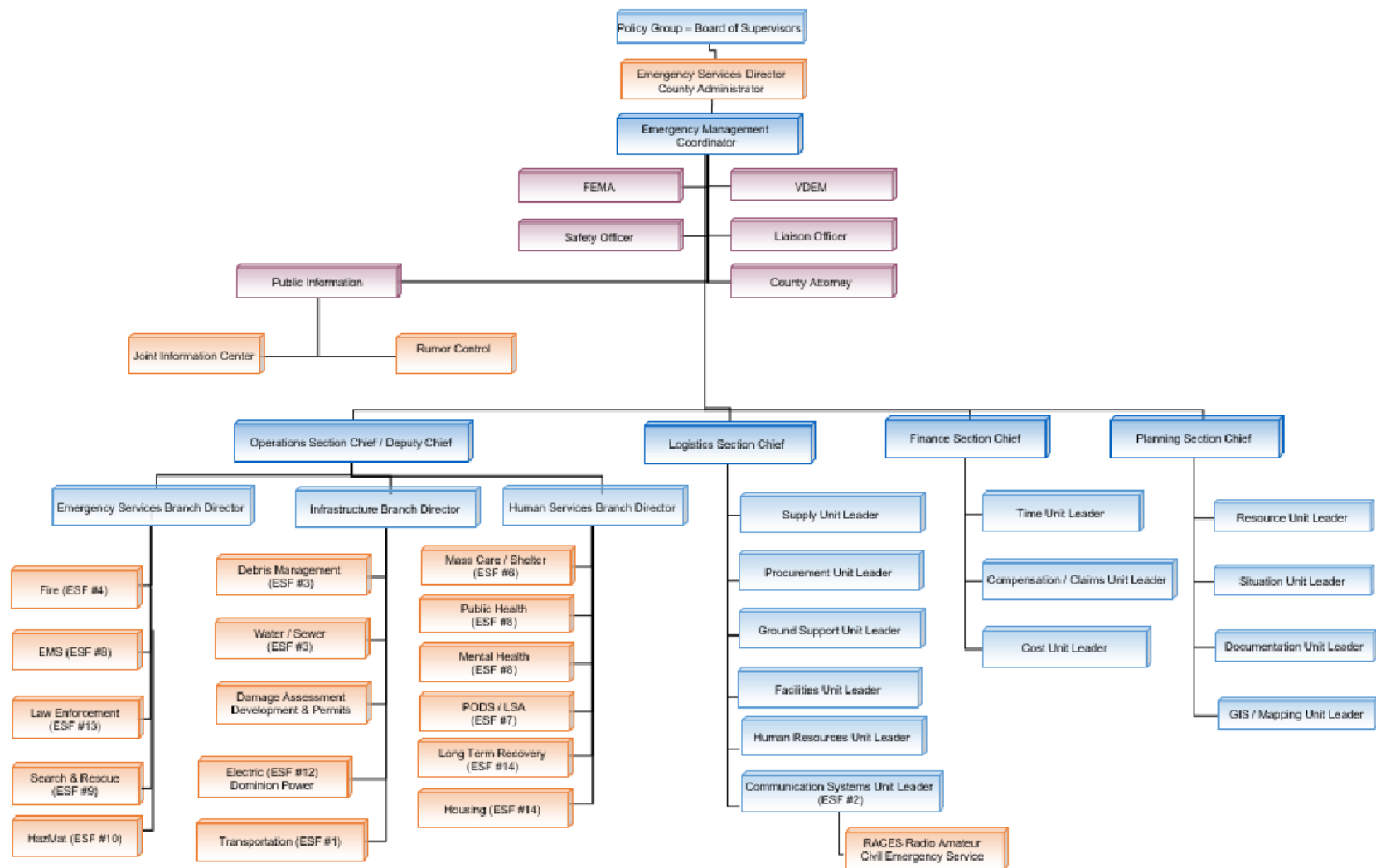


Figure 4. James City County ICS Chart

XII. Matrix of Responsibilities

Table 4. James City County Matrix of Responsibilities

Agency	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17
911		P													S		
Administration					S												
County Attorney					S										S		
Community Dev.		S	S											P	S		S
Econ. Dev.														S	S		
EMGT			S	S	P	S	S		S	S	S	P	S	P	S	P	S
Extension Services											P						
Finance							P								S		S
Fire Dept.	S	S		P	S	S	S	S	P	P			S		S		
General Serv.	S		P			S									S		S
Health Dept.			S			S	S	P	S		S				S		
Human Resources															S		S
Social Services	S					P				S				S	S		P
IRM		P			S				S					S	S		
JCSA			P												S		
Parks & Rec.	S					S	S			S					S		P
PIO															P		
Police Dept.	S	S			S	S	S		P	S	S		P		S		S
Schools	P					S								S	S		
VDOT	S		S														
WATA	S																

P: Primary

S: Support

ESFs

1. Transportation
2. Communications
3. Public Works & Engineering
4. Firefighting
5. Information and Planning
6. Mass Care, Housing & Human Services
7. Resource Support
8. Public Health & Medical Services
9. Search & Rescue
10. Oil & Hazardous Materials Response
11. Agriculture & Natural Resources & Mitigation
12. Energy
13. Public Safety
14. Long-term Community Recovery
15. External Affairs
16. Military Support
17. Volunteer and Donations Management

XIII. Succession of Authority

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

<u>Organization/Service Function</u>	<u>Authority in Line of Succession</u>
Direction and Control	<ol style="list-style-type: none">1. Emergency Management Director2. Assistant County Administrator3. Coordinator of Emergency Management4. Deputy Coordinator of Emergency Management
Emergency Public Information	<ol style="list-style-type: none">1. Public Information Officer2. Emergency Management Coordinator3. Deputy Coordinator Emergency Mgmt.4. Fire PIO5. Police PIO
Legal	<ol style="list-style-type: none">1. County Attorney2. Deputy County Attorney
Fire and Rescue	<ol style="list-style-type: none">1. Fire Chief2. Operations Assistant Chief3. Administration Assistant Chief4. Battalion Chief designated by the Fire Chief
Police Division	<ol style="list-style-type: none">1. Chief2. Deputy Chief3. Operations Division Major4. Support Services Major
Community Development	<ol style="list-style-type: none">1. Director2. Zoning Enforcement Zoning Administrator
Com. Dev. – Damage Assessment	<ol style="list-style-type: none">1. Director2. Director Building Safety and Permits
Division FR, Building Safety	
Economic Development	<ol style="list-style-type: none">1. Director2. Assistant Director
Finance	<ol style="list-style-type: none">1. Director

	2. Assistant Director
General Services	<ol style="list-style-type: none"> 1. Director 2. Assistant Director
Human Resources	<ol style="list-style-type: none"> 1. Director 2. Senior HR Specialist 3. Training and Development Coordinator
Health Department	<ol style="list-style-type: none"> 1. District Health Director 2. Deputy Director 3. Business Manager 4. Nurse Manager
JCSA	<ol style="list-style-type: none"> 1. Director 2. Assistant Director
Parks and Rec. Department	<ol style="list-style-type: none"> 1. Director 2. Acting Director appointed by County Administrator out of the four Parks and Rec. Administrators
School System	<ol style="list-style-type: none"> 1. Superintendent 2. Assistant Superintendent(s) 3. Director of Operations
Social Services	<ol style="list-style-type: none"> 1. Director 2. Assistant Director 3. Chief of Services
Virginia Extension Services	<ol style="list-style-type: none"> 1. Director 2. Agents

XIV. Emergency Operations Plan Distribution List

Director of Emergency Management
Coordinator of Emergency Management
County Attorney's Office
County Administration
Community Development
Economic Development
Emergency Communications
Extension Service
Financial and Management Services
Fire Department
General Services
Health District
Human Resources
Information Management Resources
James City Service Authority
Public Information Officer
Parks and Recreation
Police Department
Public Schools
Social Services

XV. Continuity of Government

Court Records

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

*** 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 the structure of local 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.

XVI. Declaration of Local Emergency

The declaration of local emergency is one of three actions, which activates James City County's Emergency Operations Plan and authorizes the provision of aid and assistance.

1. The Board of Supervisors, by resolution, should declare an emergency to exist whenever the threat or actual occurrence of a disaster is, or threatens to be, of sufficient severity and size to require significant expenditures and a centralized coordinated response to prevent or alleviate damage, loss, hardship, or suffering.
2. An emergency should be declared when a centralized coordinated response among several local agencies or organizations must be directed; when it becomes necessary to incur substantial financial obligations to protect the health and safety of persons and property; or to provide assistance to the victims of a disaster.

In the event the James City County's Board of Supervisors cannot convene due to the disaster or other exigent circumstances, the Director of Emergency Management (or in the absence of the director or deputy director, any member of Board of Supervisors), may declare a local emergency to exist, subject to confirmation by the Board of Supervisors at its next regularly scheduled meeting or at a special meeting within forty-five days of the declaration, whichever occurs first. (Section 44-146.21, Virginia Emergency Services and Disaster Law of 2017). County Attorney will maintain a copy of the declaration for James City County's record.

A local emergency declaration activates the response and recovery programs of all applicable local and inter-jurisdictional Emergency Operations Plans and authorizes aid and assistance according to those plans. The Coordinator of Emergency Management will advise VEOC and VDEM Regional Coordinator, immediately following the declaration of a local emergency. Also, Virginia Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation shall be contacted in the event of an emergency (as defined in the EOP) when there are victims as defined in Code of Virginia §19.2-11.01.

When local resources are insufficient to cope with the effects of a disaster and the Director of Emergency Management requests State assistance, the following procedures apply:

1. The James City County Director of Emergency Management, by email or any other means available to the State Coordinator of Emergency Management, will indicate that a local emergency has been declared, the local Emergency Operations Plan has been implemented, available resources have been committed, and State assistance is being requested.
2. If appropriate, recommend that the Governor declare a state of emergency.
3. A copy of the resolution declaring that a local emergency exists should accompany this letter if Board of Supervisors action has been completed prior to the request.

Sample Declaration of Local Emergency:

DECLARATION OF LOCAL EMERGENCY

DECLARATION OF A LOCAL EMERGENCY

The County Administrator of James City County who serves as the Director of Emergency Management pursuant to section 44-146.19 of the *Code of Virginia*, 1950, as amended (the “Virginia Code”) and as designated in the James City County Emergency Operations Plan adopted by the Board of Supervisors on _____, has declared a local emergency pursuant to Virginia Code section 44-146.21 at (time) on (date). The Board of Supervisors will be advised as soon as practicable.

This declaration is due to (list incident) and the protective actions that will be taken to assist the residents and visitors in James City County. The proclamation of the existence of an emergency is necessary to permit the full powers of the government to deal effectively with this condition of peril.

The Director of Emergency Management will request that the Board of Supervisors adopt a Resolution confirming this Declaration at its next regularly-scheduled meeting on (date).

County Director of Emergency Management

Date

Witness

Date

Sample of a Board Resolution Declaring a Local Emergency:

I. RESOLUTION PROCLAIMING A LOCAL EMERGENCY

WHEREAS, the Director of Emergency Management has deemed it appropriate to declare a local emergency effective at (Time), (Day), (Date), due to (list conditions), and whereas James City County anticipates (list conditions) which could cause extreme peril of life and property necessitating the proclamation of the existence of an emergency; and whereas, a copy of said declaration is attached hereto.

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Board of Supervisors of James City County hereby consents and confirms the Director of Emergency Services declaring that a local emergency existed throughout the City as of (time), on (Day), (Date).

IT IS FURTHER RESOLVED, that during the existence of said emergency, the powers, functions and duties of the Director of Emergency Management and the Emergency Management Organization shall be those prescribed by State law and the ordinances, resolutions and approved plans of James City County in order to mitigate and respond to the effects of said emergency.

IT IS FURTHER RESOLVED, PROCLAIMED AND ORDERED that the said emergency shall be in effect from (time), on (Day), (Date), and that the local emergency shall be considered to have terminated at (time), on (Day), (Date), by order of the Director of Emergency Management.

Adopted : (Date)

XVII. Mutual Aid Agreements

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

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

Mutual Aid and Assistance Agreement are written agreements between and among agencies/organizations and/or jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

Statewide Mutual Aid Agreement:

Emergency Management Assistance Compact, included in Virginia Emergency Services and Disaster Laws, 2019.