

Isle of Wight County

Emergency Operations Plan **Basic Plan**

May 2020

TABLE OF CONTENTS

Isle of Wight County Emergency Operations Plan Basic Plan

APPROVAL AND IMPLEMENTATION	2
Resolution of Adoption	2
Record of Changes	3
Introduction	4
Purpose	4
Authority	4
Scope	5
Situation	6
Geography	6
General Population Demographics	7
Functional and Access Needs Demographics	8
Major Employers in Isle of Wight	10
Hazard Analysis	12
Capability Assessment	13
Assumptions	14
Activation	18
Concept of Operations	20
Organization	20
Management Structure	20
Normal Operations	21
Response	22
Recovery	23
Mitigation	23
Direction and Control/Administration	24
Roles and Responsibilities	28
Declaration of Local Emergency	32
Plan Maintenance	34
Appendices	36
A - Glossary of Terms	A-1
B - List of Acronyms	B-1
C - Matrix of Responsibilities	C-1
D - Succession of Authority	D-1
E -EOP Distribution List	E-1
F -Continuity of Government	F-1
G- Sample Emergency Declaration	G-1

APPROVAL AND IMPLEMENTATION

A. RESOLUTION TO ADOPT THE REVISED ISLE OF WIGHT COUNTY EMERGENCY OPERATIONS PLAN

WHEREAS, the Board of Supervisors of the County of Isle of Wight, Virginia recognizes the need to prepare for, respond to and recover from natural and man-made disasters; and,

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

WHEREAS, the Board of Supervisors of the County of Isle of Wight, Virginia officially adopted the County's current Emergency Operations Plan in May 2016; and,

WHEREAS, The Code of Virginia, [§44-146.19](#), requires each local jurisdiction to conduct a comprehensive review and revision of its emergency operations plan every four (4) years to ensure that the plan remains current and requires that the revised plan to be formally adopted by the locality's governing body.

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of the County of Isle of Wight, Virginia officially adopts the Emergency Operations Plan, as revised May 2020; and,

BE IT FURTHER RESOLVED that the Director of Emergency Management, or his/her designees, is tasked and authorized to maintain and revise, as necessary, this document over the next four-year period or until such time as it is ordered to come before this Board.

Adopted this 28th^t day of May, 2020

Joel C. Acree, Chairman

Carey Mills Storm, Clerk

Approved as to form:

Robert W. Jones, Jr., County Attorney

(Signed version maintained on file with the Clerk)

RECORD OF CHANGES

[illegible]

INTRODUCTION

The Isle of Wight County Emergency Operations Plan has been developed in accordance with Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, as amended, and is aligned with the National Disaster Planning Frameworks and the National Incident Management System (NIMS).

The Isle of Wight EOP provides a framework for the coordinated response to the types of emergencies and disaster events most likely to occur in Isle of Wight. All participating agencies, departments and enterprises tasked in this plan are responsible for developing and maintaining the standard operating procedures and training necessary for implementing the assigned duties and functions described herein.

Purpose:

The purpose of the Basic Emergency Operations Plan (EOP) is to establish the legal and organizational basis for operations in Isle of Wight County to effectively respond to and recover from all-hazards disasters and/or emergencies. This plan provides for a coordinated response that can save lives, protect property and restore essential services. This plan reflects how County departments/agencies will be organized during response to an event, including command authorities. The EOP:

- shows critical actions and interfaces during response and recovery;
- determines how the interaction between the jurisdiction and its private partner organizations (healthcare centers, non-governmental emergency organizations and others) is managed during the emergencies;
- outlines the interaction between the jurisdiction and regional, state and federal authorities; and
- indicates how to handle and manage needs with the resources available.

Authorities and References:

The foundation for this coordinated response is established through the Isle of Wight County Emergency Operations Plan. The following federal and state laws and guidance provide significant guidance:

State

Commonwealth of Virginia Emergency Operations Plan (COVEOP)

The Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, as amended (Code of Virginia, 44-146.13 to 44-146.29.2 requires that state and local governments develop and maintain current Emergency Operations Plans (EOP) in order to be prepared for such events.

The Code of Virginia, 44-3.2-3.5 outlines the roles and responsibilities of elected officials and emergency managers.

Federal

Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments

The Homeland Security Act of 2002 (Public Law 107-296)

The Department of Homeland Security - The National Response Framework

The Department of Homeland Security – Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, November 2010

Presidential Preparedness Directive 8 (PPD-8)

Americans with Disabilities Act

Scope:

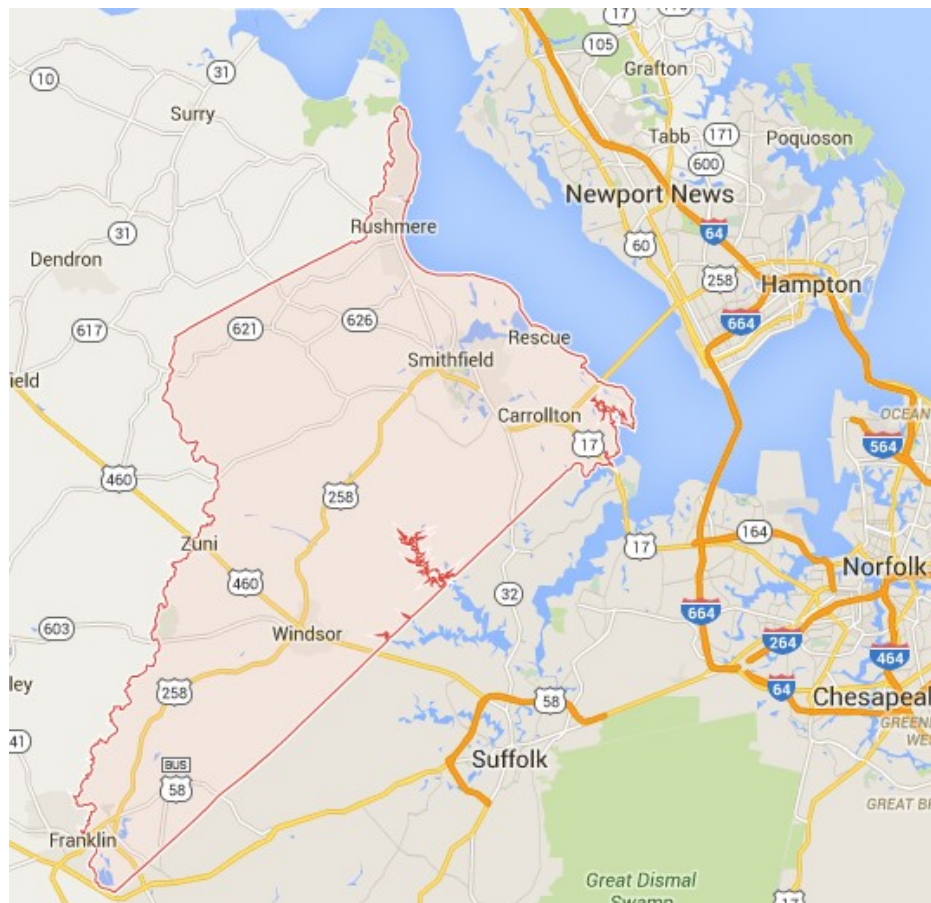
The Emergency Operations Plan (EOP) uses an all-hazards approach that addresses a full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of major disasters (natural or technological), terrorism and other emergencies. The EOP and all its contents apply to the entire jurisdiction and its citizens, including populations with special needs. The EOP works to anticipate the needs that the jurisdiction might experience during an incident and provides guidance for emergency response across County Departments, agencies, and response.

SITUATION

Geography

Isle of Wight County is located in southeastern Virginia on the western edge of the Hampton Roads region and is included in the Virginia Beach Metropolitan Statistical area (MSA). The County has a total land area of 316 square miles and is bordered to the northeast by the James River, the City of Suffolk to the southeast, the City of Franklin and Southampton County across the Blackwater River to the west, and Surry County to the northwest. The land is generally low-lying, with many swamps and poquoson and is subject to tidal rises and river flooding. Approximately half of the land area of Isle of Wight falls in the Chesapeake Bay watershed region. The majority of the county is rural with concentrations of population and industry in the two incorporated towns – Smithfield and Windsor and the Carrollton and Carrsville/Franklin areas located in the north and south end of the county, respectively.

Isle of Wight County is also located within the 10-mile Emergency Planning Zone (EPZ) for Dominion Power's Surry Nuclear Plant.



General Population Demographics

As of the 2010 census, the population of Isle of Wight County was 35,270 - an increase of 18.6% over the 2000 census. The Weldon Cooper Center for Public Service Demographics Research Group estimates that the population had grown to 37,649 in July 2019.

Based on 2018 American Community Survey census data estimates, the most predominate races living in the county were White (72.4%) and Black/African American (21.9%). Three percent of residents were estimated to identify as Hispanic or Latino of any race and 1% was estimated to identify as Asian. A small portion of the population, 545 individuals (1.6%) reported speaking English less than well; about 70% of those individuals speak Spanish.

The 2018 American Community Survey census data shows that residents over 25 with less than a 9th grade education (4.1%) is slightly lower than the state average (4.3%). Residents with a high school diploma (27%) was higher than the state average (23.1%). Residents with a bachelor's degree or higher (28.2%) was below the state average (38.2%).

The 2018 American Community Survey census data estimates the median age was 44.4 in 2018, which was higher than both state (38.1) and national (37.9) median ages.

Age	Percentage
Under 5 years	5.1%
Under 18 years	17.9%
65 and older	17.9%

Based on the 2018 American Community Survey data estimates, Isle of Wight has approximately 14,304 households with an average household size of 2.52. Approximately 75% of residents own homes in the County while 25% are renters. The median value of owner-occupied units is \$262,300 about 64% have a mortgage.

Per capita income is a measure of community wealth that is expressed in terms of annual individual income. Based on the 2018 American Community Survey data, Isle of Wight's per capita average income is \$31,247. Median household income is another indicator of community wealth which refers to the income of all residents 18 years or older in a household. Isle of Wight's median household income of \$71,376 is slightly lower than the state (\$71,564) and well above the national (\$60,293) medians. Approximately 7.3% of the residents are estimated not to have health insurance. Approximately 7.1% of families are below the poverty line.

Functional and Access Needs Demographics

Federal and State laws require that children and adults with disabilities have equal opportunity to access emergency programs and services. The Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA), along with Federal civil rights laws, mandate integration and equal opportunity for people with disabilities in general population shelters. Under the Americans with Disabilities Act (ADA), children and adults with disabilities are entitled to equal opportunity to participate in programs, services, and activities in the most integrated setting.

The 2018 American Community Survey estimates that 14.3% of individuals under the age of 65 have some type of disability. It is important to note that many of these individuals are fully integrated into the community on a day-to-day basis and will not require any special accommodations during a disaster situation.

For planning purposes, the identification of individuals with access and functional needs that will need additional accommodations is challenging, especially considering Health Insurance Portability and Accountability Act (HIPPA) privacy regulations. The rural nature of Isle of Wight County further exacerbates the issue since individuals generally access services and support groups in other localities.

Recognizing the difficulty, the Department of Health and Human Services' Office of the Assistant Secretary for Preparedness and Response (ASPR), has developed an online tool, emPOWER, to aid community health agencies and emergency management officials in disaster preparedness. The information is available to assist in planning to meet the emergency needs of community residents who rely on electrically powered medical and assistive equipment to live independently at home. Based on April 2020 HHS emPower data, there were 7,753 Medicare Beneficiaries in the county. Of these 331 were electricity dependent beneficiaries. A further breakdown by zip code is available to help identify general concentrations of power dependent individuals.

DISTRIBUTION OF ELECTRICITY DEPENDENT BENEFICIARIES	
Zip Code	Percentage
23314	18%
23315	4%
23430 and 23431	58%
23487	20%

Additional Centers for Medicare and Medicaid Services (CMS) de-identified data is available from the local Health Department for planning purposes. As of March 2020, CMS identified the following for Isle of Wight:

CMS DATA AS OF JANUARY 2020	#
Electricity Dependent DMS - beneficiaries that have been identified as living at home with a rental claim for the specified equipment.	327
Home Health - beneficiaries that have been identified as living at home with a home health visit in the past 3 months. Home health visits can be for intermittent skilled nursing care, physical therapy, speech-language pathology services, or continued occupational therapy services.	229
Cardiac Devices - includes left, right, and bi-ventricular assist devices (VADs), and total artificial hearts (TAHs). VADs and TAHs are mechanical pumps that are used to support or replace heart function in people who have some form of heart failure.	33
In Facility ESRD Dialysis - This data is comprised of all Medicare FFS and Medicare Advantage beneficiaries that have been identified as having received dialysis treatment in an outpatient facility in the past 3 months.	90
At Home ESRD Dialysis - beneficiaries that have been identified as living at home with a rental claim for the specified equipment.	44
O2 Services [Tanks] - beneficiaries that have been identified as living at home with a rental of oxygen tank services.	101
O2 Concentrators - An oxygen concentrator extracts and concentrates oxygen from the air and delivers it to the patient via tubes or masks. Concentrators may be used to provide life-maintaining/saving oxygen 24-7 or in some cases are used during different periods of a day to provide supplemental oxygen required for certain respiratory conditions.	203
Ventilators - A ventilator provides life-maintaining/saving oxygen for an individual 24-7.	44
BiPAPS - provides pressure-controlled ventilation in a system allowing unrestricted spontaneous breathing at any moment of the ventilatory cycle.	22
Enteral Feeding - An enteral feeding tube is a medical device used to provide nutrition to patients who cannot obtain nutrition by mouth, are unable to swallow safely, or need nutritional supplementation.	55
IV Infusion Pumps - An IV infusion pump is used to deliver fluids, medication, or nutrients into a patient's circulatory system. Often, they are used to deliver antibiotics, chemotherapy drugs, and pain relievers into a patient's body in controlled amounts.	56
Suction Pumps - A suction pump is a medical device used by those who have difficulty raising or clearing mucosal secretions inside the air passages. They are often prescribed for conditions pertaining to air passages, the throat or mouth, dysfunction of the swallowing muscles, or tracheostomies.	33
Motorized Wheelchairs or Scooters - A motorized wheelchair or scooter is useful for those unable to propel a manual wheelchair. They are used by both people with mobility impairments as well as those with cardiovascular or fatigue-based conditions.	44
Electric Beds - is a bed designed with features including adjustable height for the entire bed, the head, and the feet, adjustable side rails, and electronic buttons to operate the bed and other nearby electronic devices.	69

Major Employers in Isle of Wight

MAJOR EMPLOYERS IN ISLE OF WIGHT		
EMPLOYER	INDUSTRY	EMPLOYEES
Smithfield Fresh Meats Corporation	Food Manufacturing	1000+
Isle of Wight County School Board	Educational Services	500 to 999
Keurig Dr. Pepper	Coffee and Tea Manufacturing	250 to 999
County of Isle of Wight	Executive, Legislative, and Other General Government Support	250 to 499
International Paper Company	Paper Manufacturing	250 to 499
Food Lion	Food and Beverage Stores	100 to 249
CR England	Truck Transportation	100 to 249
Cost Plus World Market	Furniture and Home Furnishing Stores	100 to 249
Smithfield Support Services, Inc	Management of Companies and Enterprises	100 to 249
Packers Sanitation Service Corp.	Administrative and Support Services	100 to 249
Smithfield Foods	Management of Companies and Enterprises	100 to 249
ST Tissue (TAK Investments Holding LLC)	Paper Manufacturing	100 to 249
Riverside Regional Medical Center	Hospitals	100 to 249
Kroger	Food and Beverage Stores	100 to 249
Isle of Wight Academy	Educational Services	50 to 99
Peninsula Metropolitan YMCA	Religious, Grantmaking, Civic, Professional, and Similar Organizations	50 to 99
Town of Smithfield	Executive, Legislative, and Other General Government Support	50 to 99
Consulate Health Care of Windsor	Nursing and Residential Care Facilities	50 to 99
Americare Plus	Ambulatory Health Care Services	50 to 99
Smithfield Station	Accommodation	50 to 99
Franklin Lumber, LLC	Wood Product Manufacturing	50 to 99
Smithfield Packaged Meats Sales Corp.	Merchant Wholesalers, Nondurable Goods	50 to 99
Total Quality Logistics	Support Activities for Transportation	50 to 99
Bennett's Creek Wholesale	Crop Production	50 to 99
Farmer's Bank	Credit Intermediation and Related Activities	50 to 99
Postal Service	Postal Service	50 to 99
McDonald's	Food Services and Drinking Places	50 to 99
Source: Virginia Employment Commission, Quarterly Census of Employment and Wages (QCEW), 2nd Quarter 2015		

THIS PAGE LEFT BLANK INTENTIONALLY

HAZARD ANALYSIS

Isle of Wight's weather is generally temperate and mild. Isle of Wight has an average January low temperature of 30.9 degrees and an average July temperature 88.6 degrees. The average annual precipitation is 46.2 inches of rainfall and 7 inches of snow.

The 2017 Hampton Roads Regional Hazard Mitigation Plan is a logical part of incorporating hazard mitigation principles and practices into routine government activities and functions. The Plan recommends specific actions designed to protect residents, business owners, and the developed environment from those hazards that pose the greatest risk. The Isle of Wight County (including Smithfield and Windsor) component of the plan details hazards, the history of emergency events, and establishes goals to mitigate those hazards.

The vulnerability assessment performed for Hampton Roads, as part of the Hazard Mitigation Plan development, provides significant findings that allow Hampton Road jurisdictions to prioritize hazard risks and proposed hazard mitigation strategies and actions. The Hampton Roads Hazard Mitigation Plan adopted in 2017 provided the following conclusion on hazard risks for Hampton Roads (It should be noted that although some hazards are classified as posing Low risk, their occurrence is still possible.):

CRITICAL HAZARD - HIGH RISK	<ul style="list-style-type: none">• Flooding• Tropical/Coastal Storm
CRITICAL HAZARD - MODERATE RISK	<ul style="list-style-type: none">• Sea Level Rise and Land Subsidence• Tornado• Winter Storm• Hazardous Materials Incident
NONCRITICAL HAZARD - LOW RISK	<ul style="list-style-type: none">• Shoreline Erosion• Earthquake• Wildfire
NEGLIGIBLE	<ul style="list-style-type: none">• Drought• Extreme Heat

CAPABILITY ASSESSMENT

The Local Capability Assessment Review (LCAR) for Isle of Wight is updated annually. The assessment summarizes Isle of Wight's prevention, protection, response and recovery capabilities against defined hazards.

The County has a number of emergency management strengths, to include, but not limited to:

- ✓ response equipment is at strong level (apparatus, emergency generators),
- ✓ participates in IFLOWS program,
- ✓ has strong GIS capabilities,
- ✓ critical infrastructure protection plans instituted, and
- ✓ has strong Emergency Management education outreach.

Additionally, many strengths of the county regarding emergency management can also be a weakness. For instance, Isle of Wight:

- Many volunteer fire and EMS responders also are professional responders in other counties. Many may need to respond elsewhere during a disaster.
- Has the capacity to open several shelters but Department of Social Services/Isle of Wight County employee staffing may run short after a few days.
- Staff is well trained, but many serve in several capacities.

ASSUMPTIONS

The Isle of Wight EOP assumes the following to be true regarding its priorities, execution and limitations:

- Isle of Wight County will strive to plan for an accepted level of risk for those emergencies it might face realizing that total preparedness is not a realistic goal.
- The top priorities of Isle of Wight are to:
 - ✓ Save lives and protect the health and safety of the public, responders, and recovery workers;
 - ✓ Ensure security of the jurisdiction;
 - ✓ Prevent an imminent incident from occurring;
 - ✓ Protect and restore critical infrastructure and key resources;
 - ✓ Ensure local government continues to function throughout the incident;
 - ✓ Protect property and mitigate damages and impacts to individuals, communities, and the environment; and
 - ✓ Facilitate recovery of individuals, families, businesses, government, and the environment.
- Incidents are managed at the lowest possible level of government. Local jurisdictions should not plan on the arrival of State response assets until approximately 24 hours after the incident while Federal response assets may not arrive for 72 hours or more.
- Based upon anticipated or actual conditions, a local State of Emergency may be declared.
- Isle of Wight County government will function throughout a partial or full response activation to an emergency event consistent with the organizational adjustments required for emergency response. Depending on the risk or consequences, County government operations could be limited to only those essential to protect life and property with incremental levels of normal operations returning as conditions permit.
- The public and businesses should be prepared for emergencies and the consequences associated with being isolated from public services due to emergencies. Personal preparedness and self-help are paramount.
- Due to the nature of some disasters, Isle of Wight County may not be physically capable of handling all requests for assistance for everyone immediately. Isle of Wight County residents, visitors, businesses and industry need to be self sufficient for at least the first 3 days (72 hours) following a disaster.

- Government must be prepared to assist those who are most vulnerable to the threatening situation such as the elderly, very young, those with access and functional needs, as well as those who need assistance caring for themselves.
- Incidents may 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 persons; property loss; disruptions of normal life support systems, essential public services and basic infrastructure; and significant damage to the environment;
 - attract a sizeable influx of independent, spontaneous volunteers and supplies;
 - require short notice state and federal asset coordination;
 - require prolonged, sustained incident management operations and support activities.
- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations may be required to prevent, prepare for, respond to, and recover from disasters. Stakeholder organizations will respond to an incident to the extent of available resources. Once these resources have been exhausted, mutual aid will be requested. If these efforts are determined to be insufficient, requests will be made from the local to State and State to Federal government.
- The County would depend upon outside resources and assistance during major emergencies. In such instances, outside assistance may take up to 72 hours or longer to arrive and effectively deal with the consequences of an emergency.
- Private and volunteer organizations will provide immediate life-sustaining relief that is not normally available from government resources to individuals and families. Local and/or state governmental agencies will assist these organizations by providing information, guidance and coordination of their relief efforts.
- The EOP can be activated in whole or in part with, or without, an emergency declaration.
- This plan will be implemented and managed according to the National Incident Management System (NIMS).

- Isle of Wight has a succession plan in place to ensure that local government continues to function throughout the incident;
- Isle of Wight County will facilitate recovery of individuals, families, businesses, government, and the environment.
- Isle of Wight County encourages all schools and educational centers, healthcare centers, nursing home to have effective emergency plans and exercise on them annually.

THIS PAGE LEFT BLANK INTENTIONALLY

ACTIVATION

The EOP shall be in effect when so ordered by the Director of Emergency Management (the County Administrator, or designee). The Director of Emergency Management shall assume overall responsibility for the County's disaster response operations through the roles delineated in this Emergency Operations Plan.

The declaration of a local emergency activates the EOP and authorizes the provision of aid and assistance hereunder. The Isle of Wight County EOP may also be activated to manage significant requests for mutual aid and cooperative assistance to other jurisdictions that have requested appropriate assistance in response to a major event or incident.

The parameters considered in determining whether to invoke an emergency declaration include:

- Any imminent hazard threat or hazard impact in Isle of Wight County that threatens or impedes the continuity of its Government.
- The Governor of Virginia declares a state of emergency and Isle of Wight County is within the declared impact area.

The EOP may continue in operation beyond any emergency declaration, allowing an orderly incident response demobilization and transition to Recovery Management.

A local emergency declaration must comply with the Virginia Emergency Services and Disaster Laws of 2000 as amended, Chapter 3.2, Section 44-146.21. This chapter states, "A local emergency may be declared by the local director of emergency management with the consent of the governing body of the political subdivision. In the event the governing body cannot convene due to the disaster or other exigent circumstances, the director, or in his absence, the deputy director, or in the absence of both the director and deputy director, any member of the governing body may declare the existence of a local emergency, subject to confirmation by the governing body at its next regularly scheduled meeting or at a special meeting within fourteen days of the declaration, whichever occurs first. The governing body, when in its judgment all emergency actions have been taken, shall take appropriate action to end the declared emergency."

THIS PAGE LEFT BLANK INTENTIONALLY

CONCEPT OF OPERATIONS

Isle of Wight County will experience incidents and/or events that will require efforts that may require responses involving the personnel and resources of the County government and associated organizations. This may include a change in day-to-day operations, with assistance under certain circumstances from other jurisdictions, the state and/or federal government, and non-governmental organizations, as well as others, in order to minimize the loss of life and property and to effectively and efficiently manage the incident and/or event.

This section outlines Isle of Wight County's Concept of Operations for responding to incidents and/or events. It defines the organization, management, short-term response, recovery and mitigation along with directional control procedures.

Organization:

The County of Isle of Wight Emergency Management Department uses the National Incident Management System (NIMS) as the underlying basis and foundation for its incident management system for all of its incident/event responses. Therefore, Isle of Wight uses the Incident Command System (ICS) to manage, coordinate, and direct resources committed to an incident (Figure 1). The ICS is an all-hazards, flexible and scalable approach to incident management allowing different responders to communicate and respond to an incident under a common organizational structure.

Management Structure:

For management of incidents, the Incident Command System (ICS) is a standardized, on scene, all-hazards incident management approach. ICS is flexible, scalable, and can be used for incidents of any type, scope, and complexity and utilized at all levels of government. ICS requires the use of "plain language" to ensure diverse responders and organizations are able to communicate a common operating picture at all times.

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.

The five basic functional sections of the ICS are:

1. Incident Command
2. Operations
3. Planning
4. Logistics
5. Finance/Administration



Normal Operations:

The Emergency Management Coordinator is focused on the following work during normal operations.

- A. Proactive notification and deployment of resources in anticipation of or in response to catastrophic events in coordination and collaboration with Federal, State, private entities and other local governments when possible.
- B. Organizing interagency efforts to minimize damage, restore impacted areas to pre-incident conditions if feasible, and/or implement programs to mitigate vulnerability to future events.
- C. Coordinate incident communication, worker safety and health, private-sector involvement, and other activities that are common to the majority of incidents.
- D. Organizing Emergency Support Functions (ESFs) to facilitate the delivery of critical resources, assets, and assistance. Departments and agencies are assigned to lead or support ESFs based on authorities, resources, and capabilities.
- E. Facilitating support to departments and agencies acting under the requesting departments or agency's own authorities.
- F. Developing detailed supplemental operations, tactical, and hazard-specific contingency plans and procedures.
- G. Providing the basis for coordination of interagency and intergovernmental planning, training, exercising, assessment, coordination, and information exchange.

Response:

Isle of Wight County works through fluid, sometimes overlapping stages during an incident, emergency and/or disaster that could require different response actions, notifications, resource needs, and mobilization. It is important to reiterate that the Incident Management Team (IMT) and Emergency Operations Center (EOC) work in parallel structure.

The initial mobilization and reactive phase of the response is governed by the guidance in the EOP and individual annexes and/or standard operating guidelines or procedures, and by reacting to incident circumstances.

Initial incident command is established at an on-scene Incident Command Post if a scene exists, and primary incident command is designated. Throughout the incident response, incident command is tasked with problem-solving for issues not resolved at lower decision-making levels in the incident command system.

Isle of Wight County recognizes five stages related to the operations of the Emergency Operations Center:

1. *Notification/Activation* – The Director of Emergency Management in coordination with the Emergency Management Coordinator determines the level of activation and ensures information is declared.
2. *Mobilization* – Coordinated by the Emergency Management Coordinator and the Chief of Emergency Services.
3. *Operations* – The Emergency Operations Team will commence assigned roles. ESF list response activities during this stage
4. *Demobilization* - As the EOC Incident Action Plan objectives are achieved and tasks completed resources will be demobilized.
5. *Transition to Recovery*-The EOC remains operational while operations transition its personnel and structure to the recovery phase of the incident.

Virginia Department of Criminal Justice and the Virginia Criminal Injury Compensation Fund

Effective July 1, 2009, per code §44-146.18 of the *Virginia Emergency Services and Disaster Laws of 2000, as amended*, Isle of Wight County will immediately contact the Virginia Department of Criminal Justice Services and the Virginia Criminal Injury Compensation Fund to deploy assistance in the event of an emergency as defined in the EOP when there are victims as defined in 19-2-11.01 of the Code of Virginia.

Recovery:

Recovery encompasses planning and actions related to community restoration that extends beyond response activities. Recovery is both a short- and long-term process. Short-term operations restore vital services to the community and provide for basic needs to the public. Long-term recovery focuses on restoring the community to its normal or pre-disaster condition. It includes developing/implementing strategic plans for full restoration, improvement, and growth of Isle of Wight County.

Several Emergency Support Functions (ESF) are assigned the responsibility for providing guidance concerning recovery efforts following large scale disasters.

Mitigation:

Developed in conjunction with the other cities, counties and towns of Hampton Roads, Isle of Wight County maintains The Hampton Roads Hazard Mitigation Plan. The Plan is updated continually to address hazards and prioritize mitigation actions based on those hazards which present the greatest risk to lives and property. This analysis provides a basis for Isle of Wight County to compare and prioritize mitigation actions that can decrease or eliminate risk from natural or human-caused hazards. Mitigation actions include:

- Cataloging and reviewing of current safety, prevention, business continuity, and other vulnerability reduction activities across Isle of Wight County Offices and organizations.
- Amending zoning and building codes and ordinances;
- Reviewing land use planning;
- Addressing mitigation and preparedness activities with manufacturing plants such as Smithfield Foods, fuel storage facilities, waste disposal facilities, and other facilities to ensure compatibility of emergency plans and procedures, especially where there is an acknowledged hazard that could spread off-site; and,
- Ongoing cooperative efforts with law enforcement, the Virginia Fusion Center via Homeland Information Security Network, and others to ensure a decrease of the threat and vulnerability to terrorism and human-caused incidents.

DIRECTIONAL CONTROL/ADMINISTRATION

General:

This section describes the local coordinating structures, processes, and protocols employed to manage incidents.

- A. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provide that Emergency Management organizations and operations will be structured around existing constitutional government. The Isle of Wight County organization for emergency operations consists of existing government departments Non-Governmental Organization (NGO) and private and emergency response organizations.
- B. The County Administrator is the Director of Emergency Management. The day-to-day activities of the emergency preparedness program have been delegated to the Emergency Management Coordinator. The Director, in conjunction with the Emergency Management Coordinator and the Chief of Emergency Services, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness.
- C. The Director of Emergency Management, assisted by the Emergency Management Coordinator and department heads, will develop and maintain a primary Emergency Operations Center (EOC) from which to direct operations in time of emergency. The primary EOC is currently located in the County Public Safety Building. The alternate EOC is located in the Smithfield Town Hall.
- D. The day-to-day activities of the emergency management program, for which the Emergency Management Coordinator is responsible, include developing and maintaining an Emergency Operations Plan, maintaining the County EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulations.
- E. The County Administrator/Director of Emergency Management is the constituted legal authority for approving Emergency Operations Plans and declaring a local state of emergency, with the consent of the Board of Supervisors.
- F. The Director of Emergency Management or the Emergency Management Coordinator may declare a local emergency. The declaration of a local emergency activates the EOP and authorizes the provision of aid and assistance there under. It should be declared when a coordinated response among several local agencies/organizations must be directed or when it becomes necessary to incur substantial financial obligations in order to protect the health and safety of persons and property or to assist the victims of a disaster.

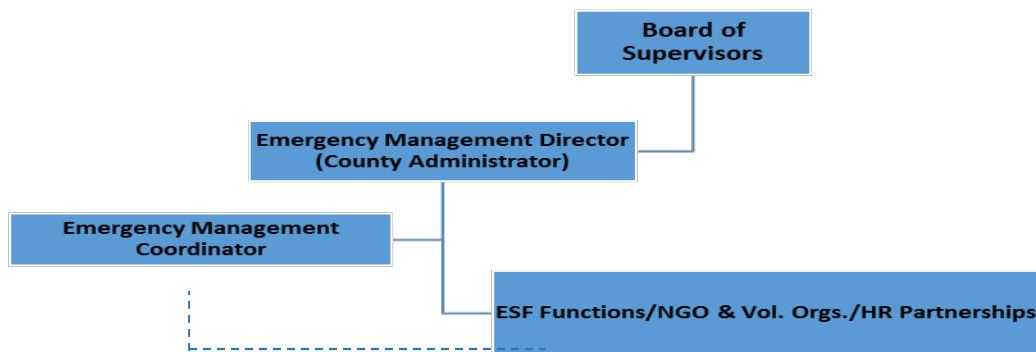
- G. The Director of Emergency Management or, in his absence, the Emergency Management Coordinator will determine the need to recommend evacuation of large areas and will issue recommendations for evacuation or other protective action as needed. The Sheriff's Department will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident, the local Fire Chief or his representative on the scene should implement immediate protective action to include evacuation as appropriate.
- H. Succession to the County Administrator/Director of Emergency Management will be Emergency Management Coordinator and the Chief of Emergency Services.
- I. The Director of Emergency Management or, in his absence, the Emergency Management Coordinator will notify the Virginia Department of Emergency Management (VDEM) immediately upon the declaration of a local emergency. At least daily situation reports to VDEM are also required if a local emergency has been declared. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared.
- J. The heads of operating departments/agencies will maintain plans and procedures in order to be prepared to effectively accomplish their assigned responsibilities.
- K. The Emergency Management Coordinator will assure compatibility between the County's EOP and the plans and procedures of key facilities and private organizations within the county as appropriate.
- L. The County must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the state or federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. Requests for assistance will be made through the State EOC to the State Coordinator.
- M. The Director of Emergency Management or, in his absence, the Emergency Management Coordinator, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on the type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures that will insure maximum protection of the population, property, and the supplies from the effects of threatened disasters.
- N. The heads of operating departments/agencies will develop and maintain detailed plans and standing operating procedures necessary for their departments to effectively accomplish their assigned tasks. Department and agency heads will

identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained. All disaster-related expenditures will be documented to provide a basis for reimbursement should federal disaster assistance be needed. In time of emergency, the heads of County offices, departments, and agencies will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department and agency heads will establish lists of succession of key emergency personnel.

- O. 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.

THIS PAGE LEFT BLANK INTENTIONALLY

ROLES AND RESPONSIBILITIES



Board of Supervisors - Isle of Wight is governed by a five-member County Board of Supervisors. The Chairperson of the Board serves as the County's chief elected official. The Board of Supervisors:

- Establish the local emergency management program
- Appoint the local emergency management staff
- Adopt the Emergency Operations Plan

County Administrator - Director of Emergency Management - The Isle of Wight County Administrator, serving as the jurisdiction's chief executive, is responsible for ensuring the public safety and welfare of the people of Isle of Wight County. By statute, the direct management of emergencies is delegated to the County Administrator who is officially designated as the County's Director of Emergency Management. The County Administrator:

- Protects the lives and property of citizens,
- Exercises direction and coordination from the EOC during disaster operations;
- Determines the need to evacuate an endangered area; and
- Holds overall responsibility for maintaining and updating the EOP.
- 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.

Emergency Management Coordinator

- Develops and maintains the EOP;
- Ensures the local EOC is in a constant state of readiness;

- Assumes certain duties in the absence of the Director of Emergency Management; and
- Ensures that the EOP is reviewed, revised, and adopted every four years.

Local Government Agencies - Local departments and agencies participate in the Emergency Support Function (ESF) structure as coordinators, primary response agencies, and/or support agencies and/or as required to support incident management activities.

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

Emergency Support Functions - The Emergency Support Function (ESF) is a grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, program implementation, and emergency services that are most likely to be needed during incidents. Each ESF is composed of primary and support agencies. The jurisdiction identifies primary agencies on the basis of authorities, resources, and capabilities. ESFs are expected to support one another in carrying out their respective roles and responsibilities. The ESF also describe standards operating procedures (SOPs) for each ESF to provide clarity of roles and responsibilities and actions to be taken. Note that not all incidents result in the activation of the ESFs. It is possible an incident may be addressed without activating the ESFs.

Non-governmental and Volunteer Organizations – Non-governmental organizations collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. For example, a local American Red Cross chapter provides relief at the local level and also provides staffing of ESF #6 – Mass Care. The Virginia Voluntary Organizations Active in Disaster (VVOAD) is a group of recognized local, state and national organizations that provide disaster relief. VVOAD provides significant capabilities to incident management and response efforts. The Local Long-term Disaster Recovery Task Forces also provides for individuals, families, and businesses who have applied for available state and federal assistance but who may still have unmet needs.

Hampton Roads Partnerships - Isle of Wight participates as part of the Hampton Roads regional emergency management community. It works on hazard mitigation studies, participates in regional catastrophic planning, partners on hurricane evacuation planning, and benefits from emergency preparedness grants as part of this community.

Additionally, Isle of Wight was the recipient of a Shelter Support Unit (SSU) trailer provided via a joint Hampton Roads Urban Areas Security Initiative (UASI)/Metropolitan Medical Response System (MMRS) grant with almost \$100,000 of consumable and durable medical supplies because of its regional participation. Isle of Wight is also fortunate to have additional regional resources including a Mass Casualty Response trailer, Hazardous Response trailer and a Mass Casualty Incident transport bus.

Citizen Involvement - Strong partnerships with citizen groups and organizations provide and individual volunteers support for incident management prevention, preparedness, response, recovery, and mitigation. Isle of Wight collaborates with its citizens when responding to or recovering from an emergency. Many local groups and individuals provide assistance when requested.

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.

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

TYPE OF ORGANIZATION	ROLE
Impacted Organization or Infrastructure	Private sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private sector organizations that are significant to local economic recovery. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals.
Response Resources	Private sector organizations provide response resources (donated or compensated) during an incident—including specialized teams, equipment, and advanced technologies—through local public-private emergency plans, mutual aid agreements, or incident specific requests from local government and private sector volunteered initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for 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).

- Private sector organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum of incidents and emergencies.
- Isle of Wight County maintains ongoing interaction with the critical infrastructure and key resources and industries to provide coordination of prevention, preparedness, response, and recovery activities.
- Private sector representatives are included in planning and exercises.

DECLARATION OF A LOCAL EMERGENCY

1. The County Administrator/Director of Emergency Management with the consent of 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 magnitude to require significant expenditures and a coordinated response in order to prevent or alleviate loss of life, property damage/loss, hardship, or suffering.
2. A declaration of a local emergency activates the response and recovery programs of all applicable local and inter-jurisdictional EOPs and authorizes the furnishing of aid and assistance in accordance with those plans. In the event the Board cannot convene due to the disaster, the Director of Emergency Management, Emergency Management Coordinator in his absence, may declare a local emergency to exist subject to confirmation of the entire Board, within five days. The Director of Emergency Management or, in his absence, the Emergency Management Coordinator, will advise the State EOC immediately following the declaration of a local emergency.
3. When local resources are insufficient to cope with the effects of a disaster and the County requests state assistance, the following procedures will apply. The Director of Emergency Management, via *WebEOC*, will indicate that a local emergency has been declared, the local EOP has been implemented, available resources have been committed, state assistance is being requested and, if appropriate, it is recommended that the Governor declare a state of emergency. A copy of the resolution declaring a local emergency to exist should accompany this letter (see Appendix G-1).

The State EOP requires the submission of the following reports by local government in time of emergency.

1. Daily Situation Report
2. Damage Assessment Report
3. After-Action Report

Support by military units may be requested through the State EOC. Military forces, when made available, will support and assist local forces and may receive from the local Director of Emergency Management or his designated representative, mission-type requests to include objectives, priorities, and other information necessary to accomplish missions.

Emergency assistance may be made available from neighboring jurisdictions in accordance with mutual aid agreements. Emergency forces may be sent from Isle of Wight County to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements or, in the absence of official

agreements, directed by the Director of Emergency Management or, in his absence, the Chief of Emergency Services/Emergency Management Coordinator when he/she determines that such assistance is necessary and feasible.

The Director of Emergency Management, Emergency Management Coordinator, the Economic Development Director, and the Department of Social Services will assist disaster victims in obtaining post-disaster assistance, such as temporary housing and low-interest loans.

This plan is effective as a basis for training and pre-disaster preparedness upon receipt. It is effective for execution when:

1. Any disaster threatens or occurs in the County and a local disaster is declared under the provisions of Section 44-146.21, the Commonwealth of Virginia Emergency Management and Disaster Law of 2000, as amended.
2. A state of emergency is declared by the Governor.

PLAN MAINTENANCE

Code of Virginia, [§44-146.19E](#), requires each jurisdiction to prepare and keep current a local emergency operations plan. Every four years Isle of Wight shall conduct a comprehensive review and revision of its emergency operations plan to ensure that it remains current. The revised plan shall be formally adopted by the jurisdiction's governing body. Plans should be updated and reviewed following a training exercise or actual incident to incorporate lessons learned.

- *The Virginia Emergency Services and Disaster Law of 2000*, as amended, requires that each city and county prepare and keep current an Emergency Operations Plan.
- The Emergency Management Coordinator will update the Emergency Operations Plan annually. The Chief of Emergency Services will coordinate with each emergency resource organization and assure the development and maintenance of an appropriate emergency response capability.

CONCURRENT IMPLEMENTATION OF OTHER PLANS

The Local Emergency Operations Plan is the core plan for managing incidents and details, the local coordinating structures and processes used during incidents. Supplemental agency or interagency plans may be implemented concurrently with the Emergency Operations Plan (EOP) but are subordinated in the overarching core coordinating structures, processes, and protocols detailed in the EOP.

THIS PAGE LEFT BLANK INTENTIONALLY

Appendices

Glossary of Key Terms	A-1
List of Acronyms	B-1
Matrix of Responsibilities	C-1
Succession of Authority	D-1
Emergency Operations Plan Distribution List	E-1
Continuity of Government	F-1
Sample Declaration of a Local Emergency	G-1

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix A – Glossary of Key Terms

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

Amateur Radio Emergency Services - A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed. See also Radio Amateur Civil Emergency Services (RACES).

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

Catastrophe (catastrophic incident) – Any natural or human caused incident, including acts of terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy and/or government functions.

Common Operating Picture (COP) – A broad view of the overall situation as reflected by situation reports, aerial photography and other information or intelligence.

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

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

Community Development Block Grant (CDBG) – A federal grant program that often supplements its annual block grants with post-disaster funds to assist in rebuilding communities. The Department of Housing and Community Development (DHCD) manages the post-disaster CDBG grants in Virginia.

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

Continuity of Operations (COOP) – A process of identifying the essential functions - including staff, systems and procedures - that ensure the continuation of the agency's ability to operate.

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

Critical Infrastructure – Systems and assets, whether physical or virtual, so vital to the community, the Commonwealth, or the nation that the incapacity or destruction of such systems and assets would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters.

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 may declare a state of emergency to exist. A declaration of emergency may also be made at the local level – refer to Local Emergency below for additional information.

Damage Assessment - The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and status of key facilities and services (e.g., medical and health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, transportation networks) resulting from a human-caused or natural disaster.

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

Disability - According to the Americans with Disabilities Act, the term “individual with a disability” refers to “a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is regarded by others as having such an impairment.” The term “disability” has the same meaning as that used in the Americans with Disabilities Act Amendments Act of 2008, P.L. 110-325, as incorporated into the Americans with Disabilities Act. See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text of the Americans with Disabilities Act. State laws and local ordinances may also include individuals outside the Federal definition.

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 Management Assistance Compact (EMAC) – An agreement and organization ratified by Congress and the Virginia General Assembly that provides form and structure to interstate mutual aid. Through EMAC, a disaster impacted state can request and receive assistance from other member states quickly and efficiently.

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

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

Emergency Management - The preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or manmade disasters. These functions include firefighting, police, medical and health, rescue, warning engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

Emergency Medical Services (EMS) - Services, including personnel, facilities, and equipment, required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition (which includes medical disposition within a hospital, temporary medical facility, or special care facility; release from the site; or being declared dead). Further, emergency medical services specifically includes those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services.

Emergency Support Function (ESF) - 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 – Organized and supervised withdrawal, dispersal or removal of people from dangerous or threatened areas, and their reception and care in safe areas.

Family Assistance Center/Family Reception Center (FAC/FRC) - A centralized location where a seamless service delivery system built on multi-agency coordination will result in the effective dissemination of information and assistance to all impacted families. A FAC is the management and organizational framework to handle the victims dealing with an incident of mass casualties. The FAC offers counseling and information on the current situation in a safe and secure location.

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 (PL93-288).

Federal Emergency Management Agency (FEMA) – A component of the U.S. Department of Homeland Security responsible for providing technical support to states and local governments to respond to and recover from emergencies and disasters caused by any hazard.

Geographic Information System (GIS) - A computer system capable of assembling, storing, manipulating, and displaying geographically reference information, i.e. – data identified according to their locations.

Hazard - A natural, technological, or human-caused source or cause of harm or difficulty.

Hazard Mitigation – Any action taken to reduce or eliminate the long-term risk to human life or property.

Hazard Mitigation Grant Program (HMGP) – a federal program that makes cost-share grants available to states and localities after declared disasters in order to implement cost-effective measures to reduce or eliminate risks.

Hazardous Materials (HazMat) - Substances or materials that may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored or disposed of, which may include materials that are solid, liquid, or gas. Hazardous materials may include toxic substances, flammable and ignitable materials, explosives, or corrosive materials, and radioactive materials.

Hazardous Materials Emergency Response Plan - The plan was developed in response to the requirements of Section 303 (a) of the Emergency Planning and Community Right-to-Know Act (Title III) of Superfund Amendments and Reauthorization Act of 1986. It is intended to be a tool for our community's use in recognizing the risks of a hazardous materials release, in evaluating our preparedness for such an event, and in planning our response and recovery actions. This plan is separate from Isle of Wight County Emergency Operations Plan

Household Pet - According to FEMA Disaster Assistance Policy 9253.19, "[a] domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle, that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes." This definition is used by FEMA to determine assistance that FEMA will reimburse and is the definition used in the production of this Guide. Individual jurisdictions may have different definitions based on other criteria.

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

Incident Commander - The individual responsible for the management of all incident operations.

Incident Management Team (IMT) - A national-based or regional-based team composed of SMEs and incident management professionals, usually composed of personnel from multiple Federal departments and agencies, which provide incident management support during a major incident.

Integrated Communications Plan - This plan coordinates the use of available communications means and establishes frequency assignments for certain functions.

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.

Joint Field Office (JFO) – A temporary federal facility established near a declared disaster area to provide a central point for federal, state, voluntary and local officials with responsibilities for incident oversight, direction and assistance.

Joint Information Center (JIC) – A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media for information related to the incident. Public information officials from all participating federal and state agencies will collocate at the JIC.

Joint Operations Center (JOC) – The JOC is the focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident and is the point of coordination with state and local law enforcement officials. The JOC becomes a component of the JFO when the National Response Framework (NRF) is activated.

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.

Local Emergency Planning Committee (LEPC) - 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.

Mass Care -The actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include mass evacuation, mass sheltering, mass feeding, access and functional needs support, and household pet and service animal coordination.

Mitigation - Activities that actually eliminate or reduce the chance occurrence or the effects of a disaster. Examples of mitigation measures include, but are not limited to, the development of zoning laws and land use ordinances, State building code provisions, regulations and licensing for handling and storage of hazardous materials, and the inspection and enforcement of such ordinances, codes and regulations

Mobile Crisis Unit - A field response vehicle staffed and operated by mental health professionals specially trained in crisis intervention. The Mobile Crisis Unit is available to provide on-scene crisis intervention to incident victims and to follow up work with victims and formal Critical Incident Stress Debriefings for service providers after the incident has been brought under control.

Mutual Aid Agreement - A written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and

equipment in an emergency situation. Often referred to as a Memorandum of Understanding (MOU) or Memorandum of Agreement (MOA).

National Response Framework (NRF) - The National Response Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response.

National Incident Management System (NIMS) – A system mandated by the federal Homeland Security Presidential Directive (HSPD) #5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework (NRF) – is a guide to how the Nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

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

Non-governmental Organization (NGO) – A nonprofit entity that is based on interests of its members, individuals or institutions and that is not created by the government, but may work cooperatively with government. Such organizations serve the public purpose, not a private benefit. Examples of NGOs are the members of the Virginia VOAD – Voluntary Organizations Active in Disasters.

Preparedness – As defined in the NRF, preparedness is the range of deliberate, critical tasks and activities necessary to build sustain and improve the operational capability to prevent, protect against, respond to, and recover from incidents. Preparedness is a continuous process involving efforts by and among governments and other organizations and by the general public.

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

Public Information Officer (PIO) - A member of the Command Staff in the VEOC and the JFO responsible for interfacing with the public and media with incident related information.

Radio Amateur Civil Emergency Services (RACES) – An amateur radio communications system organized to provide temporary emergency communications support to federal, state, and local governments during periods of imminent or actual emergency.

Recovery – Activities that address the short-term and long-term needs and the resources to assist, restore, strengthen and rebuild affected individuals and communities.

Response – Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic human needs.

Service Animal - Under the ADA (July 2015), a service animal is defined as a dog that has been individually trained to do work or perform tasks for an individual with a disability. The task(s) performed by the dog must be directly related to the person's disability. Service animals' jobs include, but are not limited to:

- Guiding individuals with impaired vision,
- Individuals with impaired hearing (to intruders or sounds such as a baby's cry, the doorbell, and fire alarms),
- Pulling a wheelchair,
- Retrieving dropped items,
- Alerting people of impending seizures, and
- Assisting people who have mobility disabilities with balance or stability.

In addition to the provisions for service dogs, the department of Justice's **ADA** regulations have a separate provision about miniature horses that have been individually trained to do work or perform tasks for people with disabilities. Entities covered by the ADA must modify their policies to permit miniature horses where reasonable. The regulations set out four assessment factors to assist entities in determining whether miniature horses can be accommodated in their facility. The assessment factors are whether:

- the miniature horse is housebroken;
- the miniature horse is under the owner's control;
- the facility can accommodate the miniature horse's type, size, and weight; and,
- the miniature horse's presence will not compromise legitimate safety requirements necessary for safe operation of the facility.

Situation Report (Sit Rep) - A form which, when completed at the end of each day of at the Emergency Operations Center operations, will provide the County officials with an official daily summary of the status of and emergency and of the local emergency response. A copy should be submitted to the State EOC via WebEOC.

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

Stafford Act, The – *The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 93 Pub. L. No.288 Stat. 143 as amended* establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals and qualified private nonprofit organizations. The provisions cover all hazards including natural disasters and terrorist events.

State of Emergency - The condition declared by the Governor when, in his judgment, a threatened or actual disaster in any part of the State is of sufficient severity and magnitude to warrant disaster assistance by the State to supplement local efforts to prevent or alleviate loss of life and property damage.

Statewide Mutual Aid – A program to assist cities, counties and eligible towns to more effectively and efficiently exchange services and resources, especially in response to a major disaster wherein assistance needs to be provided from one area or region of the state to another.

Superfund Amendments and Reauthorization Act of 1086 - Established Federal regulations for the handling of hazardous materials.

Unified Command – An application of the Incident Command System 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 their designated Incident Commanders at a single Incident Command Post

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

VDEM – Virginia Department of Emergency Management – The state agency responsible for coordinating the preparations and actions required to prevent and minimize the impact of hazards and to respond to and recover from emergencies and disasters.

Virginia Emergency Support Team (VEST) – The group of designated state agencies and associated voluntary and private sector organizations responsible for acting on behalf of the governor to assist local governments in responding to and recovering from emergencies or disasters.

Weapons of Mass Destruction - Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounces, or mine or device similar to the above; poison gas; weapon involving a disease organism; or weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a as referenced in 18 USC 921).

Appendix B – List of Acronyms

APHIS	Animal and Plant Health Inspection Service
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CR	Community Relations
DSCO	Deputy State Coordinating Officer
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
EOC	Emergency Operations Center
ESF	Emergency Support Function
EPA	Environmental Protection Agency
ERT-A	Emergency Response Team – Advance Element
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
JIC	Joint Information Center
JFO	Joint Field Office
PIO	Public Information Officer
MACC	Multi-agency Command Center
MEF	Mission Essential Function
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCR	National Capital Region

NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NWS	National Weather Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services
SAR	Search and Rescue
SCC	State Corporation Commission
SOP	Standard Operating Procedures
USACE	U. S. Army Corps of Engineers
USCG	U. S. Coast Guard
USDA	U. S. Department of Agriculture
VDEM	Virginia Department of Emergency Management
VEOC	Virginia Emergency Operations Center
VOAD	Voluntary Organizations Active in Disaster
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

Appendix C – Matrix of Responsibilities

<div> <div>EMERGENCY SUPPORT FUNCTIONS</div> <div> P=PRIMARY S=SECONDARY </div> <div>DEPARTMENT/ ORGANIZATION</div> </div>	ESF 1 TRANSPORTATION	ESF 2 COMMUNICATIONS	ESF 3 PUBLIC WORKS ENGINEERING	ESF 4 FIRE FIGHTING	ESF 5 EMERGENCY SERVICES	ESF 6 MASS CARE HOUSING & HUMAN RESOURCES	ESF 7 RESOURCE SUPPORT	ESF 8 PUBLIC HEALTH & MEDICAL SERVICES	ESF 9 URBAN SEARCH & RESCUE	ESF 10 OIL & HAZARDOUS MATERIALS	ESF 11 AGRICULTURE & NATURAL RESOURCES	ESF 12 ENERGY	ESF 13 PUBLIC SAFETY & SECURITY	ESF 14 LONG TERM RECOVERY & MITIGATION	ESF 15 EXTERNAL AFFAIRS
Director of Emergency Management/County Administrator					P	S								P	P
IOW Emergency Services		P	S	P	P	S	S	P	P	S		S	S	P	S
American Red Cross					S	S	S	S			S			S	
Amateur Radio (RACES)		S													
Hospitals								S							
IOW Budget and Finance					S		P							P	
IOW Building Official			P						S					P	
IOW County Attorney			S		S										
IOW Disaster Recovery Task Force						S								S	
IOW Economic Development						S								P	
IOW Emergency Communications Center (ECC)		P													
IOW Information Technology		S			S				S						S
IOW Parks and Recreation	S		P			S	S								
IOW Planning and Zoning			S		S	S								P	
IOW Public Information Officer		P	S		S										P
IOW Public Works/Utility Services	S		P		S	S	P	S	S						
IOW Sheriff's Office	S	S	S	S	S	S	S	S	P	S			P	S	S
IOW Social Services						P	S	S			P				S
IOW Superintendent of Schools	S	S	S			S									S
IOW Volunteer Fire and EMS Departments	S		S	P	S	S		P	P	P			S		S
Local media outlets (TV, radio, print)		S													
Local Police Departments (Towns of Windsor & Smithfield)	S	S	S	S	S		S	S	P	S			P	S	S
Local Utility Providers												P			
VPI Cooperative Extension Office (Local Office)											P				
Virginia State Police	S		S		S			S	S		S		S	S	
Virginia Department of Agriculture								S			S				
Virginia Department of Behavioral Health and Departmental Services						S									
Virginia Department of Emergency Management (VDEM)							S	S	S	S					S
Virginia Department of Environmental Quality (VDEQ)			S					S		S					
Virginia Department of Forestry				S											
Virginia Department of Health						S		S						S	
Virginia Department of Housing & Community Development														S	
Virginia Department of Mines, Minerals & Energy												S			
Virginia Department of Social Services											S				
Virginia Department of Transportation (VDOT)	P		S										S		
Virginia Voluntary Organizations Active in Disaster (VVOAD)						S	S							S	
Western Tidewater Community Services Board (WTCSB)						S		S						S	
Western Tidewater Health Department						S		P		S	P			S	S

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix D – Succession of Authority – Emergency Operations

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.

Organization/Service Function	Authority in Line of Succession
Emergency Management Direction and Control	1. Director of Emergency Management (CAO) 2. Emergency Management Coordinator 3. Chief of Emergency Services
County Administrator	1. Assistant County Administrator 2. County Attorney
Emergency Public Information	3. County PIO 4. Sherriff's Office PIO 5. School Board PIO
IOW Sheriff's Office	1. Sherriff 2. Major 3. Captain
Town of Smithfield Police	1. Chief 2. Deputy Chief
Town of Windsor Police	1. Chief 2. Lieutenant
Vol. Fire/EMS Departments	1. Chief 2. Deputy/Assistant Chief
IOW County Public Schools	1. Superintendent 2. Assistant Superintendent 3. Executive Director of Finance 4. Director of Facilities and Operations
IOW Department of Emergency Services	1. Chief of Emergency Services 2. Emergency Management Coordinator 3. Fire/EMS Captain
IOW Department of Public Works	1. Director of Public Works 2. Buildings Manager 3. Solid Waste Manager
IOW Department of Parks and Recreation	1. Director of Parks and Recreation 2. Recreation Manager

Organization/Service Function	Authority in Line of Succession
IOW Utility Services (Public Utilities)	<ol style="list-style-type: none"> 1. Director of Utility Services 2. Public Utilities Operations Manager 3. Public Utilities Field Supervisor
IOW Utility Services (Storm Water)	<ol style="list-style-type: none"> 1. Director of Utility Services 2. Storm Water Engineer 3. Environmental Programs Coordinator
IOW Community Development (Building Inspections)	<ol style="list-style-type: none"> 1. Director of Community Development 2. Assistant Director/Building Official 3. Chief Codes Compliance Officer 4. Plans Examiner
IOW Community Development (Planning & Zoning)	<ol style="list-style-type: none"> 1. Director of Community Development 2. Assistant Director 3. Principal Planner 4. Planner I
WT Health Department	<ol style="list-style-type: none"> 1. District Health Director 2. District Nurse Manager 3. District Business Manager
VPI-SU Extension Service	<ol style="list-style-type: none"> 1. Unit Coordinator /Extension Agent Ag 2. Administrative Assistant 3. Extension Agent - 4H 4. 4-H Program Assistant
IOW Department of Social Services	<ol style="list-style-type: none"> 1. Director 2. Assistant Director 3. Family Services Supervisor 4. Self-sufficiency Supervisor 5. Adult Benefits Supervisor 6. Office Manager

Appendix E – Emergency Operations Plan Distribution List

POSITION/ORGANIZATION
Board of Supervisor Chairman
County Administrator (Director of Emergency Management)
Assistant County Administrator
County Attorney
Chief of Emergency Services
Emergency Management Coordinator
Emergency Operations Center
IOW Sheriff
IOW Sheriff's Emergency Management Liaison
Superintendent of Schools
Director Isle of Wight Department of Social Services
Chiefs of IOW Volunteer Fire/EMS Departments (7)
Western Tidewater Health Department
County Attorney
Emergency Communications Center
Director of Public Works
Director of Building Inspections
Director of Budget and Finance
Director of Planning and Zoning
Director of Parks and Recreation
Director of Information Technology
Chief of Animal Control
IOW Public Information Officer
Smithfield Town Manager
Smithfield Chief of Police
Windsor Town Manager
Windsor Chief of Police
Western Tidewater Red Cross
Virginia Department of Emergency Management

THIS PAGE LEFT BLANK INTENTIONALLY

Appendix F – Continuity of Government

The County of Isle of Wight has grown increasingly aware of how all types of events can disrupt operations and jeopardize the ability to perform agency mission essential functions (MEFs), the limited set of department and agency level government functions that must be continued throughout or resumed rapidly after a disruption of normal activities. As such, Isle of Wight has adopted an all-hazards approach to continuity planning to ensure that regardless of the event, MEFs will continue to operate and/or be provided in some capacity. This approach includes preparing for natural, man-made, or technological hazards.

The purpose of the Continuity Plan is to provide the framework for Isle of Wight County to continue or rapidly restore MEFs in the event of an emergency that affects operations. Isle of Wight's Continuity Program procedures for addressing three types of extended disruptions that could occur individually or in any combination:

- Loss of access to a facility or portion of a facility (as in a building fire);
- Loss of services due to equipment or systems failure (as in telephone, electrical power, or information technology system failures); and
- Loss of services due to a reduced workforce (as in pandemic influenza, incidents in which employees are victims or incidents that prohibit employees from reporting to the workplace).

Additionally, each department within the structure of local government should establish its own records retention and protection program following the requirements established by the Code of Virginia Section 42.1-85, as delineated by the Library of Virginia. 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.

The preservation of essential court records for Isle of Wight County is the responsibility of the Clerk of the Circuit Court. All essential court 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.

Appendix G– Sample Declaration of a Local Emergency

RESOLUTION TO DECLARE A LOCAL EMERGENCY

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

1. That due to (the occurrence), the County of Isle of Wight has experienced a condition of extreme peril to the lives, safety and property of the residents of Isle of Wight County;
2. That as a result of this extreme peril, a resolution declaring existence of an emergency is necessary to permit the full powers of government to deal effectively with this condition of peril.

NOW, THEREFORE, BE IT HEREBY RESOLVED by the Board of Supervisors of the County of Isle of Wight, Virginia, that a local emergency exists in the County of Isle of Wight.

BE IT FURTHER RESOLVED that during the existence of this emergency the powers, functions, and duties of the Director of Emergency Management and the Emergency Services organization and functions of the County of Isle of Wight shall be those prescribed by the laws of the Commonwealth of Virginia and the ordinances, resolutions, and approved plans of the County of Isle of Wight in order to mitigate the effects of said emergency.

BE IT FURTHER RESOLVED that this resolution is effective (time) _____ on (date) _____ and shall remain in effect until rescinded by the Board of Supervisors as provided by law.

Adopted this ____ of _____ 20__.

_____, Chairman

_____, Clerk

Approved as to form:

_____, County Attorney