

# **EMERGENCY OPERATIONS PLAN (EOP)**

**FOR**

**City of Poquoson**



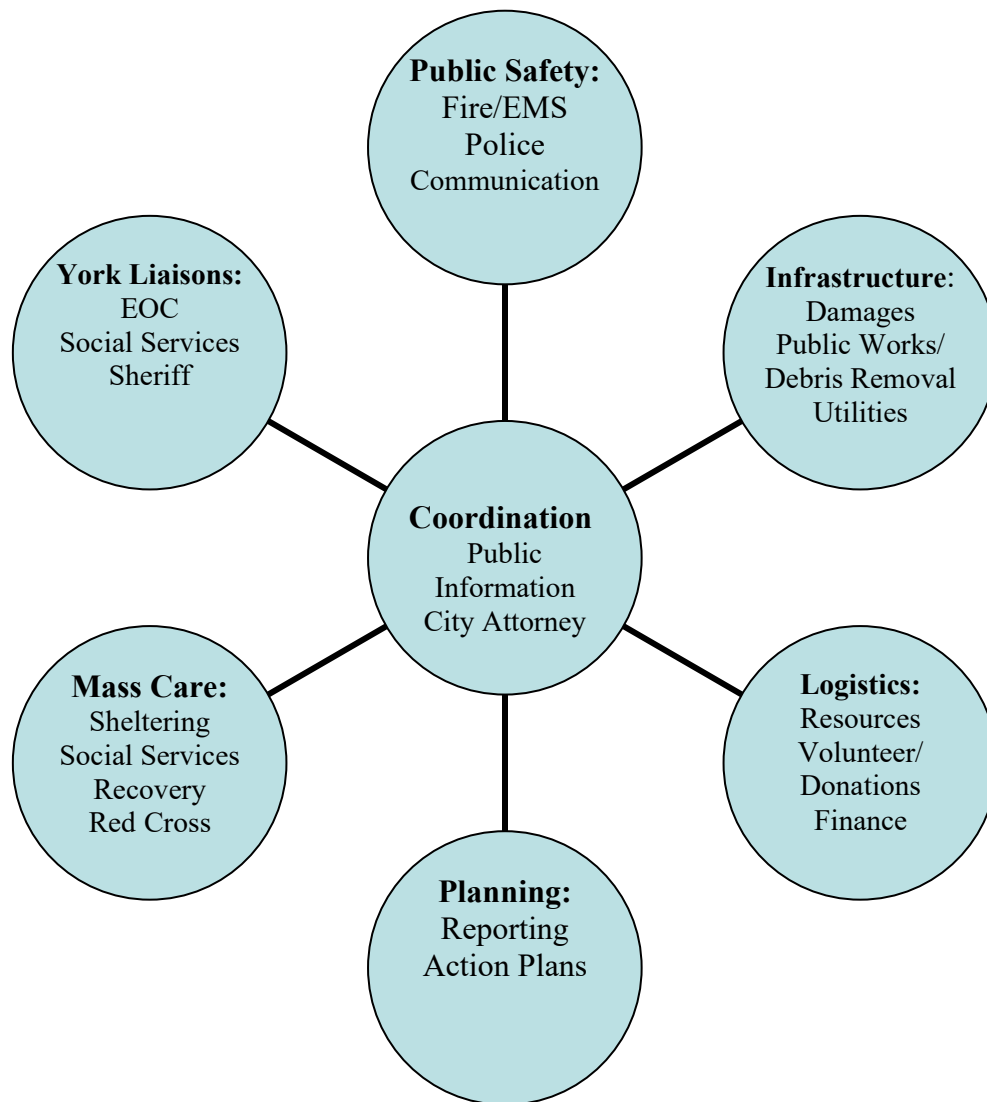
**Approved Oct 23, 2023**

## Schedule of Revisions

Revision Number	Revision Date	Nature of Revision	Approval Date
1	Feb 8, 2010	Initial Adoption	Feb 8, 2010
2	Sept 10, 2012	General Updates	Sept 10, 2012
3	Nov 9, 2012	General Updates	Nov 9, 2012
4	Oct 15, 2019	General Updates	Oct 15, 2019
5	Oct 11, 2023	Added Annex for Pandemics other than Influenza	October 23, 2023

# EMERGENCY OPERATIONS CENTER

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# **Emergency Operations Plan**

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**RESOLUTION NO. 5278**

**A RESOLUTION TO ADOPT THE 2023 UPDATED EMERGENCY OPERATIONS PLAN  
FOR THE CITY OF POQUOSON**

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

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

**WHEREAS**, the City of Poquoson initially adopted an Emergency Operations Plan in 2010; and

**WHEREAS**, the Section 44-146-19 (E) of the Code of Virginia requires the locality to readopt every four years; and

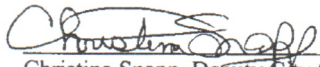
**WHEREAS**, the City of Poquoson has updated the 2023 Emergency Operations Plan to include the General Pandemic Annex.

**NOW, THEREFORE, BE IT RESOLVED** by the Council of the City of Poquoson, Virginia:

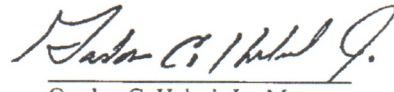
**Section 1:** That the Updated Emergency Operations Plan dated October 23, 2023 is hereby adopted.

**Section 2:** That the Plan shall be reviewed and revised as necessary but at least annually and formally adopted by City Council every four years.

ATTESTE:

  
Christina Snapp, Deputy City Clerk

ADOPTED: October 23, 2023

  
Gordon C. Helsel, Jr., Mayor

The foregoing resolution was adopted by the affirmative roll call vote of a majority of the members in attendance, the ayes and nays recorded in the minutes of the meeting as shown below:

Councilwoman Emmett  
Councilman Hux  
Councilman Feigh

Councilman Southall  
Councilwoman Bunting  
Vice Mayor Freeman

Mayor Helsel

# **EOC Notification List**

In the event of an “Emergency” there will be 1 (one) representative assigned to the EOC. Each representative will work no more than a 12-hour shift based on the severity of the emergency. Shifts may be less than 12 hours, and will be determined at the opening of the EOC.

	<b>Phone</b>	<b>Department/Position</b>	<b>Shift Assignment</b>
<b>Director</b>			
Randy Wheeler	757-868-3000 (office) 757-251-8069 (cell)	City Manager	A
<b>Deputy Director</b>			
Tonya O’Connell	757-868-3000 (office) 757-272-3222 (cell)	Asst. City Manager	B
<b>Coordinator</b>			
John Young	757-868-3512 (office) 757-342-5736 (cell)	Deputy Fire Chief	A
<b>Deputy Coordinator</b>			
Mike Bryant	757-868-3511 (office) 757-846-8434 (cell)	Fire Chief	B
<b>PIO</b>			
City Manager	See above		A
Jessica Hartley	228-216-5376		B
<b>EOC Staff</b>			
Stephen Keatts	757-690-4246 (cell)	Police Chief	A
Kelly Waddell	757-349-4796 (cell)	Police Captain	B
TJ Farrington	757-788-1533 (cell)	Police Lieutenant	Standby
Joseph Breeden	757-876-2856 (cell)	Fire Battalion Chief	Standby
Elijah Rossi	757-778-0394 (cell)	Fire Battalion Chief	Standby
Chris Wolkowich	757-504-5021 (cell)	Fire Battalion Chief	Standby
Tara Woodruff	757-659-0553 (cell)	Finance Director	As Needed
Cathy Register	520-990-0353 (cell)	Human Resources	As Needed
John Anderson	630-670-4662 (cell)	Public Works Director	As Needed
Jessica Hartley	228-216-5376 (cell)	Library	As Needed
Stephanie Love	757-868-3080 (office)	Assessor	As Needed
Chad Krejcarek	757-817-8848 (cell)	Utilities Director	As Needed
Mike Snapp	757-812-5381 (cell)	Utilities	As Needed
Andrew Roberts	757-377-1174 (cell)	School Coordinator	A
Ken Somerset	757-759-9870 (cell)	Building Official	A
David Forrest	757-870-2959 (cell)	Building Inspector	B
Wally Horton	757-771-6214 (cell)	Planner	A
Ryan Kelly	757-945-9018 (cell)	Buildings	B
Sean Crawford	757-945-8125 (cell)	City Engineer	A

Caleb Kevwitch	757-868-6034 (office)	Engineer	B
Richina White	757-846-8579 (cell)	Crisis Track Team Lead	
<b>Information Lines</b>			
Richina White	757-846-8579 (cell) 757-868-3016 (office)	Information	A
Stephanie Love	757-868-3080 (office)	Information	B
Kenda Price	757-868-6370 (office)	Information	A
Lisa Holloway	757-869-5752 (cell) 757-868-3014 (office)	Information	B
Christie Snapp	757-868-6008 (office)	Information	A
<b>Information Distribution</b>			
Jessica Hartley	228-216-5376 (cell) 757-868-6066 (office)	Social Media, City Web Site, WebEOC	B
Christie Snapp	757-868-6008 (office)	City Email	A
<b>CERT Officers</b>			
Rick Ricklefts	757-344-5009 (cell)		
Cliff Coffman	757-869-4025 (cell)	CERT President	
<b>State EOC (VDEM)</b>	804-674-2400 804-674-2419 (fax)		
<b>Poquoson EOC</b>	757-868-3074 757-868-6979 (fax)		
<b>Potts Lines (DO NOT GIVE OUT)</b>	757-868-6865 757-868-6781		
<b>Dominion Energy</b>	866-366-4357		
<b>Newport News Waterworks</b>			
Michael Mason	757-926-1000		
Emergency Number	757-234-4800		
<b>Riverside Regional</b>			
Mary Haigh	703-731-0839		
<b>Sentara Careplex</b>			
Ashley Lee	757-736-1018		
<b>Mary Immaculate</b>			
Gary Samuels	804-640-2763		



## I. Introduction

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The City of Poquoson is vulnerable to a variety of hazards such as flash flooding, major tidal flooding, hurricanes, winter storms, thunder storms, tornadoes, hazardous materials incidents, extreme heat, resource shortages and terrorism. To respond effectively to any emergency of a size or complexity beyond routine response systems, it is critical that all City of Poquoson 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 becomes particularly important as command organizes beyond the initial reactive phase of first responders.

A planned-for and coordinated response on the part of the state and local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services. The foundation for this coordinated response is established through the City of Poquoson Emergency Operations Plan. The “Commonwealth of Virginia Emergency Services and Disaster Laws of 2000” (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 City of Poquoson Emergency Operations Plan consists of a basic plan followed by the Emergency Support Functions, Support Annexes, and finally Incident Annexes.

### Purpose

The purpose of the EOP is to establish the legal and organizational basis for operations in Poquoson to effectively respond to and recover from all-hazards disasters and/or emergency situations. It assigns broad responsibilities to local government agencies and support organizations for disaster prevention, preparedness, response and recovery. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources. Supporting plans for all-hazards disaster set forth the concepts and procedures whereby the city can effectively apply available resources to ensure that casualties and property damage will be minimized and that essential services will be restored as soon as possible following an emergency or disaster situation.

### Scope and Applicability

The EOP identifies a range of disasters that could possibly occur in or near Poquoson. The EOP works to anticipate the needs that Poquoson might experience during an incident and provides guidance across city departments, agencies and response organizations by describing an overall emergency response system.

- How City departments will be organized during response to an event, including command authorities
- Critical actions and interfaces during response and recovery
- How the interaction between the jurisdiction and regional, state and federal authorities is managed
- How the interaction between the jurisdiction and its private partner organizations (hospitals, non-governmental emergency organizations and others) is managed during emergencies

- How to handle and manage needs with the resources available.

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

## Incident Management Activities

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 protective measures across jurisdictions;
- 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.

## Key Concepts

- Systematic and coordinated incident management, including protocols for:
  - Incident reporting;
  - Coordinated action;
  - Alert and Notification;
  - Mobilization of resources;
  - Operating under differing threats; and
  - Integration of crisis and consequence management functions.
- 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.
- 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.
- Coordinate incident communication, worker safety and health, private-sector involvement, and other activities that are common to the majority of incidents.
- Providing mechanisms for coordination, communications, and information sharing in response to threats or incidents. These mechanisms facilitate coordination between Federal, State, local, and tribal entities of government, as well as between the public and private sectors.

- Facilitating support to departments and agencies acting under the requesting department's or agency's own authorities.
- Developing detailed supplemental operations, tactical, and hazard-specific contingency plans and procedures.
- Providing the basis for coordination of interagency and intergovernmental planning, training, exercising, assessment, coordination, and information exchange.

## II. Planning Assumptions & Considerations

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- Incidents are typically managed at the lowest possible level of government.
- Incident Management activities will be initiated and conducted using the principles contained in the National Incident Management System (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.
- 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;
  - 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 top priorities for the City of Poquoson 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.

### III. Roles and Responsibilities

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#### City Manager

The City Manager, serving as the jurisdiction's chief executive, is responsible for the public safety and welfare of the people of that jurisdiction. The City Manager:

- Is responsible for coordinating 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 a 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.

#### Nongovernmental and Volunteer Organizations

Nongovernmental organizations collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. For example, the York/Poquoson American Red Cross chapter provides relief and staffing during shelter operations. The Peninsula Voluntary Organization Active in Disasters (PVOAD) is a recognized local organization that provides significant capabilities to incident management and response efforts.

The Peninsula Disaster Recovery Task Force (PDRTF) also provides for individuals, families, and businesses who have applied for available state and federal assistance but who may still have unmet needs.

#### 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 Resource	Private sector organizations provide response resources (donated or compensated) during an incident—including specialized teams, equipment, and advanced technologies—through local public-private emergency plans, mutual aid agreements, or incident specific requests from local government and private sector volunteered initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs.
Local Emergency Organization Member	Private sector organizations may serve as an active partner in local emergency preparedness and response organizations and activities, such as membership on the Local Emergency Planning Committee (LEPC).

Private sector organizations support emergency management by sharing information with the City, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response and recovery activities.

Private sector organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum of incidents and emergencies. The City of Poquoson 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 should be included in planning and exercise.

## IV. Concept of Operations

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### General

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

1. *The Commonwealth of Virginia Emergency Services and Disaster Law of 2000*, as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. Poquoson's organization for emergency operations consists of existing government departments, nongovernmental, and private sector emergency response organizations.
2. The Director of Emergency Management is the City Manager of the City of Poquoson. The day-to-day activities of the emergency preparedness program 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 City Manager's Office will be responsible for emergency public information.
3. The Coordinator of Emergency Management, assisted by department heads, and Deputy Coordinators 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 City Hall Council Chambers at 500 City Hall Avenue Poquoson, Virginia. The alternate EOC facility is located at 562 Wythe Creek Road (Fire Station #2).
4. The day-to-day activities of the emergency management program, for which the Coordinator of Emergency Management is responsible, include developing and maintaining an Emergency Operations Plan, maintaining the EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulations.
5. The Director of Emergency Management or, in his absence, the Deputy Director of Emergency Management will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. Local Law Enforcement will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident, the local Fire Chief or his representative on the scene should implement immediate protective action to include evacuation as appropriate.
6. Succession to the Director of Emergency Management will be the Deputy Director of Emergency Management, Coordinator of Emergency Management, and the Deputy Coordinators of Emergency Management respectfully.

7. The Coordinator of Emergency Management, assisted by the Deputy Coordinators, will assure compatibility between the EOP and the plans and procedures of key facilities and private organizations within the city as appropriate.
8. Poquoson 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 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.
9. The Director of Emergency Management or, in his/her absence, the Deputy Director of Emergency Management, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.
10. Department heads will develop and maintain detailed plans and standing operating procedures necessary for their departments to effectively accomplish their assigned tasks. Plans and procedures will be maintained in order to be effectively prepared. Department and agency heads will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained. All disaster-related expenditures will be documented to provide a basis for reimbursement if federal disaster assistance is needed. In time of emergency, the heads of city offices, departments, and agencies will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department and agency heads will establish lists of succession of key emergency personnel.  
Note: Poquoson City Public Schools maintains a separate Emergency Operations Plan. It is titled the Crisis Management Plan (CMP) and is made available to the City's EM Coordinator as well as the City Manager and specific members of the Poquoson Police Department and Poquoson Fire/Rescue. Included in that plan is Use/Threat of Deadly Force Incident Response Plan that is signed by the Superintendent of schools and the City Manager.
11. 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.
12. Declaration of a Local Emergency
  - a. City Council, 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 damage, loss, hardship, or suffering.

- b. A local emergency may be declared by the Director of Emergency Management with the consent of City Council (see Section 44-146.21, Virginia Emergency Services and Disaster Law). 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 provide assistance to the victims of a disaster.
- c. A declaration of a local emergency activates the response and recovery programs of all applicable local and inter-jurisdictional EOP's and authorizes the furnishing of aid and assistance in accordance with those plans. In the event City Council cannot convene due to the disaster, the Director of Emergency Management, or any other Emergency Management staff in his/her absence, may declare a local emergency to exist subject to confirmation of the entire Council, within fourteen days. The Director of Emergency Management or, in his/her absence, the Coordinator will advise the Virginia EOC immediately following the declaration of a local emergency. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared.
- d. When local resources are insufficient to cope with the effects of a disaster and the city requests state assistance, the following procedures will apply. The Director of Emergency Management, by letter to the State Coordinator of Emergency Management, will indicate that a local emergency has been declared, the EOP has been implemented, available resources have been committed and state assistance is being requested. A copy of the resolution declaring a local emergency to exist should accompany this letter.

13. The Virginia EOP requires the submission of the following reports by local government in time of emergency. These reports are available using the online Emergency Operations Center (EOC).

- Daily Situation Report
- Initial Damage Assessment Report
- Request for Assistance Form

14. 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 Director of Emergency Management or his/her designated representative, mission-type requests, to include objectives, priorities, and other information necessary to accomplish missions.

15. Emergency assistance may be made available from neighboring jurisdictions in accordance with mutual aid agreements. Emergency forces may be sent from the City 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/her absence, the Deputy Director of Emergency Management determines that such assistance is necessary and feasible.
16. The Director of Emergency Management, the Coordinator of Emergency Management, and the York/Poquoson Department of Social Services will assist disaster victims in obtaining post-disaster assistance, such as temporary housing and low-interest loans.
17. This plan is effective as a basis for training and pre-disaster preparedness upon receipt. It is effective for execution when:
  - a. Any disaster threatens or occurs in the City and a local disaster is declared under the provisions of Section 44-146.21, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
  - b. A State of Emergency is declared by the Governor.
18. The Director of Emergency Management, assisted by the Coordinator and Deputy Coordinators of Emergency Management, has overall responsibility for maintaining and updating this plan. It should be updated, improved based on lessons learned, and republished following an actual or threatened emergency situation. In the absence of such a situation, it should be updated annually, preferably after a training exercise or drill, as needed. The Coordinator will have the EOP readopted every four years. The Virginia Department of Emergency Management provides guidance and assistance. A plan distribution list must be maintained. Responsible individuals and officials should recommend to the Director of Emergency Management or the Coordinator of Emergency Management appropriate improvements and changes as needed based on experiences in emergencies, deficiencies identified through drills and exercises, and changes in government structure.

## Concurrent Implementation of Other Plans

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

## Organizational Structure

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

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

## **V. Incident Management Actions**

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### **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 and may be undertaken concurrently in response to single or multiple threats or incidents.

### **Notification and Assessment**

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

### **Reporting Requirements**

Emergency Management is required to report a Declaration of Emergency to the Virginia EOC and encouraged to report all incidents of significance to the VEOC. In most situations, incident information is reported using existing mechanisms to the VEOC. This information may include:

- Implementation of an incident management or emergency response plan or action to prevent, respond to, or recover from an incident; and
- Activation of local and state mutual-aid agreements in response to incidents resulting in emergency proclamation or declarations, or requiring Federal assistance.

### **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 Public Affairs Support Annex and ESF #15. A variety of communications systems may be used at the Federal level to disseminate information, such as:

- National Warning System (NAWAS): NAWAS is the primary system for emergency communications from the Federal Government to both State and local warning points;
- National Emergency Alert System (National EAS): Formerly known as the Emergency Broadcast System, the National EAS is a nationwide network of readily available and reliable means to communicate emergency information to the American people; and
- State and Local EAS: State and local authorities have their own EAS which may be used to broadcast information on major disasters or emergencies.

## Pre-Incident Actions

The majority of initial actions in the threat or hazard area is taken by first responders and local government authorities, and includes efforts to protect the public and minimize damage to property as follows:

- **Public Health and Safety**: Initial Safety efforts focus on actions to detect, prevent, or reduce the impact to public health and safety. Such actions can include environmental analysis, plume modeling, evacuations, emergency sheltering, air monitoring, decontamination, emerging infectious disease tracking, emergency broadcasts, etc. These efforts may also include public health education, site and public health surveillance and testing procedures, and immunizations, prophylaxis, and isolation or quarantine for biological threats.
- **Responder Health and Safety**: The safety and health of responders is also a priority. Actions essential to limit their risks include full integration of deployed health and safety assets and expertise; risk assessments based upon timely and accurate data, and situational awareness that considers responder and recovery worker safety.
- **Property and Environment**: Responders may also take incident management actions to protect public and private property and the environment. Such actions may include sandbagging in anticipation of a flood, or booming of environmentally sensitive areas in response to a potential oil spill.

## Response Actions

Once an incident occurs, the priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities to preserve life, property, the environment, and the social, economic, and political structure of the community.

Response actions include immediate law enforcement, fire, emergency medical services; emergency flood fighting; evacuations; transportation system detours; emergency public information; actions taken to minimize additional damage; urban search and rescue; the provision of public health and medical services, food, ice, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment, and removal of environmental contamination; and protection of responder health and safety.

In the context of a single incident, 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.

## Recovery Actions

Recovery involves actions needed to help individuals and communities return to normal when feasible. The Joint Field Office (JFO) is the central coordination point among Federal, State, and Local agencies and voluntary organizations for delivering recovery assistance programs.

The JFO Operations Section includes the Human Services Branch, the Infrastructure Support Branch, and the Community Recovery and Mitigation Branch. The Human Services and Infrastructure Support Branches assess state and local recovery needs at the outset of an incident and develop relevant timeframes for program delivery. The Community Recovery and Mitigation Branch works with the other Operations branches and state and local officials to assess the long-term impacts of an incident, define available resources, and facilitate the development of a course of action to most efficiently apply available resources to restore and revitalize the community as well as reduce the impact from future disasters.

The above branches coordinate with one another to identify appropriate agency assistance programs to meet applicant needs. Hazard Mitigation measures are identified in concert with congressionally mandated locally developed plans. Hazard Mitigation Risk Analysis; technical assistance to state and local governments, citizens, and businesses; and grant assistance are included within the mitigation framework. These branches work in tandem to track overall progress of the recovery effort, particularly noting potential program deficiencies and problem areas. In addition to this EOP, the City maintains a Natural Hazards Mitigation Plan.

Long-term environmental recovery may include cleanup and restoration of public facilities, businesses, and residences; re-establishment of habitats and prevention of subsequent damage to natural resources; protection of cultural or archeological sites; and protection of natural, cultural, and historical resources from intentional damage during other recovery operations.

## Mitigation Actions

Hazard Mitigation involved reducing or eliminating long-term risk to people and property from hazards and their side effects. The JFO is the central coordination point among Federal, State and Local agencies and nongovernmental organizations for beginning the process that leads to the delivery of mitigation assistance programs.

The JFO's Community Recovery and Mitigation Branch is responsible for coordinating the delivery of all mitigation programs within the affected area, including hazard mitigation for:

- Grant programs for loss reduction measures (if available);
- Delivery of loss reduction building-science expertise
- Coordination of Federal Flood Insurance operations and integration of mitigation with other program efforts;
- Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs;
- Predictive modeling to protect critical assets;
- Early documentation of losses avoided due to previous hazard mitigation measures; and

- Community education and outreach necessary to foster loss reduction.

The Community Recovery and Mitigation Branch works with the Infrastructure and Human Services Branches and with state and local officials to facilitate the development of a long-term recovery strategy for the impacted area.

## VI. Ongoing Plan Management and Maintenance

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### Coordination

The City of Poquoson conducts a comprehensive plan review and revision, and exercise prior to formal adoption by the city council every four years in order to maintain plan currency. It is also suggested that plans be updated and reviewed following a training exercise.

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

In the event an incident exceeds local emergency response capabilities, outside assistance is available, either through mutual support agreements with nearby jurisdictions and volunteer emergency organizations or through the Virginia Emergency Operations Center (VEOC). A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.



## Appendix 1 – Glossary of Key Terms

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### **Amateur Radio Emergency Services (ARES/RACES)**

A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed

### **American Red Cross (ARC)**

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.

### **Command Post**

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

### **Comprehensive Resource Management**

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

### **Coordination**

The process of 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.

### **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.

### **Decontamination**

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

### **Emergency/Disaster/Incident**

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

### **Emergency Alert System (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 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**

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).

### **National Response Plan (NRP)**

Establishes a process and structure for the systematic, coordinated, and effective delivery of federal assistance to address the consequences of any major disaster or emergency.

### **Geographic Information System (GIS)**

A computer system capable of assembling, storing, manipulating, and displaying geographically referenced information, i.e.-data identified according to their locations.

### **Hazardous Materials (HAZMAT)**

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

### **Hazardous Materials Emergency Response Plan**

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

### **Incident Command System (ICS)**

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 (IDA)**

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

### **Integrated Communications Plan**

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

### **Local Emergency**

The condition declared by the local governing body when, in its judgment, the threat or actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent, or alleviate loss of life, property damage, or hardship. Only the Governor, upon petition of a local governing body, may declare a local emergency arising wholly or substantially out of a resource shortage when he deems the situation to be of sufficient magnitude to warrant coordinated local government action to prevent or alleviate the hardship or suffering threatened or caused thereby.

### **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.

### **Mitigation**

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

### **Mobile Crisis Unit**

A field response team staffed and operated by mental health professionals specially trained in crisis intervention. The Mobile Crisis Unit is available to provide on-scene crisis intervention to

incident victims and to follow up work with victims and formal Critical Incident Stress Debriefings for service providers after the incident has been brought under control.

### **Mutual Aid Agreement**

A written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and equipment in an emergency situation.

### **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.

### **Preparedness**

The development of plans to ensure the most effective, efficient response to a disaster or emergency. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. Preparedness also includes establishing training, exercises and resources necessary to achieve readiness for all hazards, including Weapons of Mass destruction incidents.

### **Presidential Declaration**

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

### **Primary Agency**

While several 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 of the primary agency must assure that essential operations of his/her agency will continue, unless otherwise directed by the City Executive or his/her designee.

### **Regional Information Coordination Center**

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

### **Situation Report**

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

### **Span of Control**

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

### **State of Emergency**

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

### **Superfund Amendments and Reauthorization Act of 1986**

Established Federal regulations for the handling of hazardous materials.

### **Unified Command**

Shared responsibility for overall incident management as a result of a multi-jurisdictional or multi-agency incident. In the event of conflicting priorities or goals, or where resources are scarce, there must be a clear line of authority for decision-making. Agencies contribute to unified command by determining overall goals and objectives, jointly planning for tactical activities, conducting integrated tactical operations and maximizing the use of all assigned resources.

### **Weapons of Mass Destruction**

Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 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 2 – List of Acronyms

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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
MACC	Multi-Agency Command Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCR	National Capital Region
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRP	National Response Plan
NWS	National Weather Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services
SAR	Search and Rescue
SCC	State Corporation Commission
SOP	Standard Operating Procedures
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
VOAD	Voluntary Organizations Active in Disaster
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

## Appendix 3 – Authorities and References

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### Federal

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
2. The Homeland Security Act/National Response Plan, December 2004.

### State

1. Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
2. The Commonwealth of Virginia Emergency Operations Plan:
  - a. Volume I, Basic Plan, April 2004.
  - b. Volume II, Disaster Recovery Plan, March 1999 (under revision).
  - c. Volume III, Radiological Emergency Response Plan, May 2004.
  - d. Volume IV, Oil and Hazardous Materials Emergency Response Plan, December 2001.
  - e. Volume V, Virginia Hurricane Emergency Response Plan, August 2001.
  - f. Volume VI, Hazard Mitigation Management Plan, July 2001.
  - g. Volume VII, Transportation Plan, July 2000, (limited distribution).
  - h. Volume VIII, Terrorism Consequence Management, August 2005 (limited distribution).

## Appendix 4 – Succession of Authority

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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"><li>1. Director of Emergency Management</li><li>2. Deputy Director of Emergency Management</li><li>3. Coordinator of Emergency Management</li><li>4. Deputy Coordinators of Emergency Management</li></ol>
Emergency Public Information	<ol style="list-style-type: none"><li>1. Director of Emergency Management</li><li>2. Deputy Director of Emergency Management</li><li>3. Coordinator of Emergency Management</li><li>4. PIO</li></ol>
Sheriff's Office	<ol style="list-style-type: none"><li>1. Sheriff</li><li>2. Chief Deputy</li><li>3. Senior Deputy</li></ol>
Fire Department	<ol style="list-style-type: none"><li>1. Fire Chief</li><li>2. Deputy Chief</li><li>3. Battalion Chief</li></ol>
Police Department	<ol style="list-style-type: none"><li>1. Police Chief</li><li>2. Police Captain</li><li>3. Police Lieutenant</li></ol>
School System	<ol style="list-style-type: none"><li>1. Superintendent</li><li>2. Assistant Superintendent for Instruction and Support Services</li><li>3. Director of Operations</li><li>4. Director of Finance</li><li>5. Director of Accountability</li></ol>
Building Inspections	<ol style="list-style-type: none"><li>1. Building Official</li><li>2. Building Inspector</li></ol>
Utility	<ol style="list-style-type: none"><li>1. Director</li><li>2. Assistant Director</li></ol>
Public Works	<ol style="list-style-type: none"><li>1. Director</li><li>2. Asst. Director</li></ol>



Health Department

1. District Health Director
2. Administrator
3. District Nursing Supervisor

VPI-SU Extension Service

1. Unit Director
2. Extension Agent
3. Senior Secretary

Social Services

1. Director
2. Social Work Supervisor
3. Eligibility Supervisor

## Appendix 5 – Emergency Operations Plan Distribution List

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Director of Emergency Management  
Deputy Director of Emergency Management  
Coordinator of Emergency Management  
Sheriff's Office  
Fire Department  
Police Department  
Utilities  
Director of Inspections  
Director of Parks and Recreation  
Assessor  
Floodplain Manager  
Director of Social Services  
City Manager  
Unit Director – Extension Service  
Health Department  
City Attorney  
Communications Center  
City Council  
Superintendent of Schools  
Public Information Office  
Virginia Department of Transportation  
Damage Assessment Team

## Appendix 6 – Continuity of Government

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### **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 separate locations and/or the use of safe and secure storage facilities. Provisions should be made for the continued operations of automated data processing systems and records.

## **Appendix 7 – NIMS Resolution**

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# Transportation and Evacuation

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## Primary Agency

Law Enforcement

## Secondary/Support Agencies

Schools, Public Works, Parks and Recreation, Fleet Management, Fire

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## Introduction

### Purpose

Transportation and Evacuation is to coordinate, develop and implement traffic control measures that will enhance evacuation and reentry to affected areas. The measures taken for evacuation will maintain vehicle flow and maximize the capacity of critical roadway links and intersections for emergency and disaster situations. The evacuation, if necessary, will be performed in a safe, timely and orderly process.

### Scope

Assistance provided includes, but is not limited to: Processing all transportation requests from City agencies and emergency support functions. This will coordinate evacuation transportation as its first priority and facilitate movement of the public in coordination with other transportation agencies. All government vehicles will be prioritized for use. In the event of a localized life-threatening incident the public safety agency on scene may order a local evacuation.

### Policies

- Transportation planning will use the most effective means of transportation to carry out the necessary duties during an incident; this includes the State's Hurricane Evacuation Study and Virginia Department of Transportation Data.
- Local transportation planning will recognize State and Federal policies, regulations, and priorities used to control movement of relief personnel, equipment and supplies.
- To facilitate the prompt deployment of resources, priorities for various incidents are developed and maintained through an interagency process led by local government prior to an incident.
- Should an evacuation become necessary, warning and evacuation instructions will be developed by the Public Information Officer and issued via media sources and emergency warning systems. Media releases should include evacuation procedures and recommended routes. The Police Department assisted as necessary by the Fire Department and other City Departments, may use vehicles equipped with mobile loudspeakers to insure that all residents in the threatened area have received evacuation warning.

## Concept of Operations

### General

The Emergency Operations Plan (EOP) provides guidance for managing the use of transportation services and deployment of relief and recovery resources.

A disaster may severely damage the transportation infrastructure and interrupt transportation services. Most localized transportation activities will be hampered by lack of useable surface transportation infrastructure.

The damage to the transportation infrastructure may influence the means and accessibility level for relief services and supplies.

Disaster responses, which require usable transportation routes, will be difficult to coordinate effectively during the immediate post disaster period.

Clearing access routes will permit a sustained flow of emergency relief, although localized distribution patterns may be disrupted for a significant period.

All government transportation resources not being used for the emergency/disaster will be available for use.

All requests for transportation support will be submitted to the Emergency Operations Center for coordination, validation, and/or action in accordance with this Emergency Support Function.

### Organization

Poquoson, in conjunction with the Virginia Department of Transportation (VDOT), is responsible for coordinating resources needed to restore and maintain transportation routes necessary to protect lives and property during an emergency or disaster.

VDOT will provide a liaison and provide information on road closures, alternate routes, infrastructure damage, and debris removal. VDOT, in conjunction with support agencies, will assess the condition of highways, bridges, signals, rail and bus transit and other components of the transportation infrastructure and where appropriate:

- Close infrastructure determined to be unsafe;
- Post signing and barricades; and
- Maintain and restore critical transportation routes, facilities, and services.

### Responsibilities

The City of Poquoson Police Department is the primary agency for implementing an evacuation. The Police Department will also coordinate with other departments to provide security for evacuated areas. Police will be assisted by other agencies as needed, including Fire.

The City of Poquoson Public Schools will provide school buses and drivers for the transportation of evacuees to emergency shelters located in York County. York County EOC will determine the shelter location(s). Schools will also provide transportation for evacuees and emergency workers. All animal sheltering will be located in York County as per the Mutual Support Agreement

between the City of Poquoson and the County of York. Any City employee with the proper license credentials will provide assistance as emergency school bus drivers on an “as needed” basis.

Public Works will provide necessary barriers for evacuation and re-entry. Fleet Management will assist in the removal, storage or disposal of a stranded or abandoned vehicle.

## TRANSPORTATION AND EVACUATION CHECKLIST

<b>STARTED</b>	<b>COMPLETED</b>	<b>ACTION PHASES</b>
<b><i>MITIGATION/</i></b>	<b><i>PREPAREDNESS</i></b>	<b><i>MITIGATION/PREPAREDNESS</i></b>
		Identify hazard-prone areas that may need to be evacuated.
		Develop plans and procedures to provide warning and implement evacuation.
		Store and maintain signs, barricades and other traffic control devices that are ready for set-up at any time.
<b><i>ALERT</i></b>	<b><i>PHASE</i></b>	<b><i>ALERT PHASE</i></b>
		Review plans and procedures, place personnel on alert status.
		Identify the specific areas that may need to be evacuated, and designate evacuation routes. If applicable and possible make a list of potential evacuees from the evacuated area.
		Identify additional requirements for signs, barricades, and traffic control equipment.
		Anticipate and resolve special problems, such as evacuation of nursing homes, schools, etc.
		Begin record keeping of all incurred expenses, including personnel overtime.
<b><i>EMERGENCY</i></b>	<b><i>MOBILIZATION</i></b>	<b><i>EMERGENCY MOBILIZATION</i></b>
		Implement evacuation.
		Disseminate warning via emergency notification through CodeRED, radio, television and mobile loudspeakers.
		Maintain a log of emergency evacuations, including the time each area is alerted of the evacuation order.
		Provide security for the evacuated area and a check point for re-entry into the area.
		Set up barricades and deny access to all but essential traffic.
		If applicable advise the VEOC of the order to evacuate and again when the evacuation is complete.
		Continue to track and record emergency expenses, including personnel.
<b><i>EMERGENCY</i></b>	<b><i>RESPONSE</i></b>	<b><i>EMERGENCY RESPONSE</i></b>
		Complete evacuation and consider expanding the evacuation area, if necessary.
		Continue to provide security access control for the evacuated area.
		Continue to track and record emergency expenses, including personnel.
<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>
		Compile and submit records of disaster related expenses.
		Prepare emergency vehicles for re-entry when areas are determined to be safe.





# Communication and Warning

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## Primary Agencies

City Manager's Office, Fire and Police

## Secondary/Support Agencies

Community Emergency Response Team, Amateur Radio

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## Introduction

### Purpose

The purpose of Communications and Warning is two-fold: First to maintain continuity of information and telecommunications equipment and to keep the public and city employees informed in regards to an emergency situation and to provide guidance when appropriate.

### Scope

Communications and Warning works to accurately and efficiently transfer information during an incident. Large scale emergency operations usually require a communications capability beyond the normal capacities of local government.

### Policies

- The Emergency Communications Center (ECC) operates 24 hours a day, 7 days a week and serves as the 911 center and the locality warning point;
- The ECC is accessible to authorized personnel only;
- The Emergency Operations Center (EOC) staff will consist of the Director, Coordinator and Deputy Coordinator(s) of Emergency Management, and key department heads or their designated representatives. Support personnel to assist with communications, designated logistics, and administration will also be designated. The Director of Emergency Management will be available for decision-making as required; and
- The ECC and EOC will initiate notification and warning of appropriate personnel.

## Concept of Operations

### General

The Emergency Operations Plan provides guidance for managing emergency communications resources.

The York County/Poquoson/Williamsburg Emergency Communication Center is the point of contact for receipt of all warnings and notification of actual or impending emergencies or disasters. The dispatcher on duty will notify other key personnel, chiefs and department heads as required by the type of report and standard operating procedures (SOP).

The ECC is most often the first point of contact for the general public. The ECC has the capability to access the Emergency Alert System to deliver warnings to the public. Use of all available forms of warning and notification will provide sufficient warning to the general public and special needs population. Additionally, the City Manager's Office, Police, Fire, Schools and Public Works have access to the Emergency Notification Network, "CodeRED," that can disperse information out to residents within minutes.

During a major disaster, additional telephone lines may be operational in the Emergency Operations Center (EOC) to coordinate emergency operations. At least one phone with a special publicized number will be reserved for "rumor control" to handle citizen inquiries. This number will be posted through the media outlets when activated.

Amateur radio operators may provide emergency backup radio communications between the EOC and the State EOC, should normal communications be disrupted. They may also provide communications with some in-field operators.

It is important that while communicating, standard or common terminology is used so that multiple agencies are better able to interact and understand each other.

Should an evacuation become necessary, warning and evacuation instructions will be put out via radio and TV. The Public Information Officer will develop and provide public information announcements and publications regarding evacuation procedures to include recommended primary and alternate evacuation routes, designated assembly points for those without transportation, rest areas and service facilities along evacuation routes, if appropriate, as well as potential health hazards associated with the risk.

**Note: For hurricanes, evacuation should be completed prior to the onset of sustained tropical storm force winds ( 39 mph).**

## Organization

The Coordinator of Emergency Management will assure the development and maintenance of SOPs on the part of each major emergency support service. Each department is responsible for maintaining current notification rosters and designees for the EOC. The Public Information officer will represent and advise the City Staff on all public information. This includes rumors that are circulating the area, what local media are reporting, as well as warnings and emergency public information.

EOC staff will include data management personnel that will document on-going disaster actions and maintain logs.

The City of Poquoson's emergency communications are heavily dependent on the commercial telephone network. The telephone system is vulnerable to the effects of emergencies and disasters and to possible system overload due to increased usage. Technical failure or damage loss of telecommunications equipment could hamper communications or the ability to communicate with emergency personnel and the public throughout the locality. Mutual aid repeaters in contiguous jurisdictions may not be available or may not be able to provide sufficient coverage or channel loading to compensate for technical failure or damage to telecommunications resources in the locality during an emergency.

Amateur radio operators and other nongovernmental volunteer groups used to assist with emergency radio communications support will be under the authority of the Director of Emergency Management or the Coordinator of Emergency Management. The amateur radio and other nongovernmental volunteer operators will be required to actively participate in regular training and exercises established by emergency management staff.

Mass email notification is an alternate means of communication to provide pertinent information to City employees. Staff will receive general information such as: current weather conditions, weather alerts and warnings, current security threat conditions, and information pertinent to current events that may implement personal emergency response, planning, and official news releases.

Local radio, television stations and the automated “Code Red” Alert System may be used to provide public service announcements as appropriate to the citizens.

## COMMUNICATIONS ACTIONS CHECKLIST

<b>STARTED</b>	<b>COMPLETED</b>	<b>ACTION PHASES</b>
<b><i>MITIGATION/</i></b>	<b><i>PREPAREDNESS</i></b>	<b><i>MITIGATION/PREPAREDNESS</i></b>
		Develop, maintain, and update standard operation procedures/emergency procedures to implement in the EOP, make sure to include record keeping procedures for expenses.
		Maintain and update staff notification list.
		Ensure the ability to provide continued services as the Public Safety Answering Point (PSAP) for incoming emergency calls.
		Ensure communication lines and equipment essential to emergency services are maintained by the appropriate vendor.
		Develop and maintain an emergency communications program and plan.
		Provide telephone service providers with a restoration priority list for telephone service.
		Maintain communication with the 911 Emergency Communication Center.
		Encourage local newspapers to periodically public information about specific hazards, citizen responsibilities and emphasize protective actions through Emergency Management.
<b><i>ALERT</i></b>	<b><i>PHASE</i></b>	<b><i>ALERT PHASE</i></b>
		Monitor news coverage of the disaster for rumor control.
		Prepare locally unique, supplementary public information news releases and keep them updated to reflect the current situation.
		Coordinate media releases with adjacent jurisdictions and the Virginia Emergency Operations Center.
<b><i>EMERGENCY</i></b>	<b><i>MOBILIZATION</i></b>	<b><i>EMERGENCY MOBLIZATION</i></b>
		Coordinate the flow of information with Public Safety.
		City Manager's office or designee will coordinate with the VEOC to disseminate emergency public information through appropriate means, focusing on the local news media as needed.
<b><i>EMERGENCY</i></b>	<b><i>RESPONSE</i></b>	<b><i>EMERGENCY RESPONSE</i></b>
		Provide a continuous flow of information to the public through news media outlets.
		Those monitoring news medial will evaluate reports for correct dissemination of information.
<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>
		Continue to keep the public informed and reassured that everything possible is being done to return to normal operations.
		If necessary, assist the Health Department in disseminating public health notices.



# Debris Management

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## Primary Agency

Department of Public Works and Utilities

## Secondary/Support Agencies

Building Department, Community Development, Facilities Maintenance

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## Introduction

### Purpose:

Debris Management is to coordinate debris removal, establish emergency power for City facilities, and repair public works infrastructure including streets, sewers and storm drains for both short-term and long-term recovery.

### Scope:

Debris Management is structured to provide public works and engineering-related support for the changing requirements of incident management to include preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include:

- Conducting pre-and post-incident assessments of public works and infrastructure;
- Executing emergency contract support for life-saving and life-sustaining services;
- Providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; and
- Providing emergency repair of damaged infrastructure and critical facilities.

### Policies:

- Personnel will stay up- to- date with procedures through training and education;
- Public Works will develop work priorities in conjunction with other agencies when necessary; and
- Standard operating procedures and mutual aid agreements that are related to debris management will be maintained.

## Concept of Operations

### General:

Prior to an event Public Works will ensure that drainage systems are clear of debris.

Public works infrastructure and other damaged structures may need to be reinforced or demolished to maintain safety. This will be done by the Public Restoration in Coordination with the Damage Assessment. The management and removal of debris will be initiated by Public Works using the Hampton Roads Planning District Commission (HRDPC) Debris Removal Plan and the Public Works Debris Removal Plan.

Public Works infrastructure may be severely weakened or destroyed. Homes, public buildings, bridges and other facilities may have to be reinforced or demolished to insure safety. Access to the disaster areas will be dependent on the reestablishment of ground and water routes. **Debris**

**clearance and emergency road repair will be given priority to support immediate lifesaving emergency response activities.**

Emergency power generators are at most of the City's critical facilities. Public Works is responsible for operating emergency generators when necessary at critical facilities across the City. If needed, emergency generators are to be used temporarily pending the restoration of power by Virginia Dominion Power.

Sewer pumps and other storm drainage systems will also need to be utilized should the existing storm systems become overwhelmed. Public Works and Utilities will operate all sewer pumps and storm systems.

**Organization:**

Public Works and Utilities will perform public restoration activities. They are responsible for coordinating restoration activities and implementing their Debris Removal Plan and mutual aid agreements as necessary.



## DEBRIS MANAGEMENT ACTIONS CHECKLIST

STARTED	COMPLETED	ACTION PHASES
<i>MITIGATION/</i>	<i>PREPAREDNESS</i>	<i>MITIGATION/PREPAREDNESS</i>
		Develop, maintain, and update standard operation procedures/emergency procedures to implement in the EOP, make sure to include record keeping procedures for expenses.
		Insure that adequate facilities are maintained and resources are available to support emergency operation in the EOC and other public facilities.
		Develop local and regional list of contractors who can assist Poquoson in all phases of debris management.
		Develop pre-established contracts and mutual aid agreements with specific scopes of work to expedite the implementation of debris management strategies.
		Identify and pre-designate staging areas for equipment and debris storage sites for the type and quantity of debris anticipated following a catastrophic event. Include checklist for selection.
		Pre-Identify local and regional critical routes in cooperation with neighboring jurisdictions.
		Identify and address potential legal, environmental, and health issues that may be generated during all stages of debris removal.
		Establish debris assessment process to define the scope of the problem in relation to environmental concerns.
		<i>Encourage local newspapers to periodically publish information about specific hazards, citizen responsibilities and emphasize protective actions through emergency Management.</i>
<i>ALERT</i>	<i>PHASE</i>	<i>ALERT PHASE</i>
		Review emergency operations plans and procedures.
		Begin record keeping of all incurred expenses.
		Review standard operating procedures, generic contracts and checklist relating to debris removal, storage, reduction and the disposal process.
		Alert other departments that personnel, facilities and equipment are ready and available for use.
		Stage personnel and resources out of the disaster area where they can still be effectively mobilized.
		Review potential regional debris storage sites that may be used in the response and recovery phase.
		Review resource listing of private contractors who may assist in debris removal process.
<i>EMERGENCY</i>	<i>MOBILIZATION</i>	<i>EMERGENCY MOBILIZATION</i>
		Issue recall instructions.
		Assemble crews and equipment in preparation for immediate response, as directed.
		Continue to track and record emergency expenses.

<b><i>EMERGENCY</i></b>	<b><i>RESPONSE</i></b>	<b><i>EMERGENCY RESPONSE</i></b>
		Crews stand by to respond to situations as directed by the Public Works Director in coordination with the EOC.
		Recall additional personnel as deemed necessary
		Activate debris management plans, coordinate with Damage Assessment Teams.
		Establish priorities regarding allocation and use of available resources.
		Identify and establish debris staging, storage and disposal sites (locally and regionally)
		Address any legal, environmental, and health issues relating to the debris removal process.
		Continue to keep the public informed through the PIO
		Continue to track and record emergency expenses (including resources used)
		Those monitoring news media will evaluate reports for correct dissemination of information.
<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>
		Coordinate debris recovery operations
		Continue to track and record emergency expenses (including resources used)
		Continue to collect, store, reduce and dispose of debris generated from the event in a cost effective and generally responsible manner.
		Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site remediation and restoration actions.
		Perform necessary audits of operation, and submit claim for federal assistance if applicable.

# Oil and Hazardous Materials

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## Primary Agency

Fire Department

## Secondary/Support Agencies

Virginia Department of Emergency Management

Virginia Department of Environmental Quality

Health Department

Law Enforcement

EMS

Newport News Hazardous Materials Team

## Introduction

### Purpose:

This section provides information for response to hazardous materials incident and assists the Local Emergency Planning Committee (LEPC) in meeting its requirements under the Emergency Planning and Community Right to Know Act – SARA Title III.

### Scope:

The threat of an incident involving hazardous materials has escalated due to the increase in everyday use and transportation of chemicals by the various segments of our population. Hazardous Materials incidents may occur without warning and require immediate response.

Hazardous materials may be released into the environment from a variety of sources including, but not limited to:

- Fixed facilities that produce, generate, use, store or dispose of hazardous materials;
- Transportation accidents, including rail, aircraft, and waterways; and
- Abandoned hazardous waste sites; and
- Terrorism incidents involving Weapons of Mass Destruction.

Evacuation or sheltering in place may be required to protect portions of the locality. If contamination occurs, victims may require special medical treatment.

The release of hazardous materials may have short and/or long health, environmental and economic effects depending upon the type of product.

## **Policies:**

- Personnel will be properly trained;
- Fixed Facilities will report annually under SARA Title III;
- Fire Chief or designee will assume primary operational control of all hazardous materials incidents;
- Determine the need to evacuate or shelter in place;
- Mutual aid agreements will be implemented; and

## **Concept of Operations**

### **General:**

The EOP and the Hazardous Materials Response Plan provide the guidance for managing hazardous materials incidents. All requests for hazardous materials support will be submitted to the EOC for coordination, validation, and/or action in accordance with this ESF.

### **Organization:**

The Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) requires the development of detailed procedures for identifying facilities with extremely hazardous materials and for assuring an adequate emergency response capability by these facilities and by local emergency services. A separately published Hazardous Material Emergency Response Plan has been developed for the locality. This plan is considered to be a part of the locality's Emergency Operations Plan (EOP).

The Fire Chief or designee will assume primary operational control of all hazardous materials incidents.

Mutual aid agreements will be implemented should the incident demand greater resources than are immediately available. The Virginia Department of Emergency Management's (VDEM) Regional Hazardous Materials Officer and Hazardous Materials Response Team may be requested through the Virginia Emergency Operations Center.

The Director of Emergency Management, in conjunction with the Fire Chief and VDEM Regional Hazardous Materials Officer, will determine the need to evacuate a large area. Evacuation orders or other protective actions will be issued as needed. However, the on-scene commander may order an immediate evacuation prior to requesting or obtaining approval, if this action is necessary to protect life and property. Fire, EMS, and Law Enforcement will coordinate the evacuation of the area. Law Enforcement is responsible for providing security for the evacuated area.

Should an evacuation become necessary, warning and directions for evacuation and/or shelter in place will be disseminated via all appropriate means. Responding agencies will use mobile loudspeakers, bull horns and/or go door-to-door to ensure that residents in the threatened areas have received evacuation warning.

## **Actions**

- Respond to the incident;
- Assess the situation;
- Determine the need for immediate evacuation or sheltering in place;
- Coordinate with the EOC;
- Request assistance through the VEOC; and
- Implement Mutual Aid agreements.

## **Responsibilities**

- Develop and maintain the Hazardous Materials Emergency Response Plan;
- Develop procedures aimed at minimizing the impact of an unplanned release of a hazardous material to protect life and property;
- Conduct training for personnel in hazardous materials response and mitigation;
- Follow established procedures in responding to hazardous materials incidents;
- Provide technical information;
- Coordinate control/mitigation efforts with other local, state, and federal agencies;
- Record expenses

# Fire/Rescue Safety

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## Primary Agency

Fire/Rescue Department

## Secondary/Support Agencies

City Manager's Office, Police

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## Introduction

### Purpose

The purpose of Fire/Rescue Safety is to direct and control operations regarding fire prevention, fire detection, fire suppression, rescue, and hazardous materials incidents; as well as to assist with warning and alerting, communications, evacuation, and other operations as required during an emergency.

### Scope

Fire/Rescue Safety manages and coordinates fire-fighting activities including the detection and suppression of fires, and provides personnel, equipment, and supplies to support to the agencies involved in the firefighting operations. The Poquoson Fire Chief or his designee will perform duties as Incident Commander for all fire, EMS, or special operation incidents in accordance with the state code.

### Policies

- Priority is given to public and fire fighter safety first and protecting property second.
- For efficient and effective fire suppression mutual aid may be required from various local fire fighting agencies. This requires the use of the Incident Command System together with compatible equipment and communications.
- Personnel will stay up to date with procedures through education and training.

## Concept of Operations

### General

The Fire Department is prepared to assume primary operational control in fire prevention strategies, fire suppression, emergency medical services and hazardous material incidents. Fire department personnel who are not otherwise engaged in emergency response operations will assist other local agencies in warning and alerting the public, evacuation and communications, as necessary.

The Fire Department represents various committees for Poquoson that have separate published plans. These committees include the regional Peninsula Local Emergency Planning Committee (PLEPC), as required by SARA Title III; the Peninsula Emergency Medical Service (PEMS) committee and the Metropolitan Medical Response Plan (MMRS). The MMRS is divided into two branches. MMRS Fire that becomes active strictly for fire emergencies, and second the MMRS Recovery that responds to eminent threats to life.

Should an evacuation become necessary, the incident commander may order an immediate evacuation prior to requesting an evacuation from the Director or Coordinator of Emergency Management. Warning and instructions will be communicated in various ways including

telephone notification, loudspeakers or going door to door to ensure that all affected residents have received the warning.

### **Organization**

A fire representative will be assigned to the EOC in order to coordinate the fire service response. The fire representative will be a part of the EOC staff and will assist with the overall direction and control of emergency operations.

## FIRE SERVICES ACTIONS CHECKLIST

<b>STARTED</b>	<b>COMPLETED</b>	<b>ACTION PHASES</b>
<b><i>MITIGATION/</i></b>	<b><i>PREPAREDNESS</i></b>	<b><i>MITIGATION/PREPAREDNESS</i></b>
		Develop and maintain policies, standard operating procedures for incident management, fire prevention, fire suppression, EMS, WMD/Terrorism, mass casualty response and management, radiological response, hazardous material incidents and other types of responses.
		Ensure personnel prepare a family emergency plan.
		Review and update personnel notification list.
		Review and update mutual aid agreements for emergency services and supplies.
		Maintain and update equipment resource list.
<b><i>ALERT</i></b>	<b><i>PHASE</i></b>	<b><i>ALERT PHASE</i></b>
		Alert personnel to standby status. Advise personnel to direct their families to use their emergency plan.
		Review procedures and adjust as necessary. Verify that all duty rosters, personnel assignments and staffing requirements are adequate and ready to brief.
		Begin keeping record of all incidents and emergency expenses including staffing.
		Locate essential supplies and equipment to the staging area.
<b><i>EMERGENCY</i></b>	<b><i>MOBILIZATION</i></b>	<b><i>EMERGENCY MOBILIZATION</i></b>
		Representative reports to the EOC and advise the Emergency Management Coordinator of current situation and initial actions.
		When not responding to calls, assist with providing warning to the public by way of announcing over a loudspeaker through emergency response vehicles.
		Continue to participate in briefings and situation reports.
		Continue keeping record of all incidents and emergency expenses, including staffing.
<b><i>EMERGENCY</i></b>	<b><i>RESPONSE</i></b>	<b><i>EMERGENCY RESPONSE</i></b>
		Continue all steps outlined in previous phases.
		Follow established procedures in responding to fires, EMS, rescues, hazardous materials, mass casualty incidents, etc.
		Fire and Rescue may need to modify and or completely suspend fire and EMS responses when conditions are so untenable that they create a threat to health and safety of personnel.
		Activate mutual aid agreements if necessary.



		Continue keeping record of all incidents and emergency expenses, including staffing.
<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>
		If response was modified or suspended, re-initiate efforts back to normal once the threat subsides and the health and safety of emergency responders is not at risk.
		Assist with inspecting damaged areas with City Officials to provide information concerning any hazardous material clean-up.
		Complete all appropriate reports concerning a hazardous material incident. Provide a journal of activities and expense documentation as appropriate.

# Mass Care, Housing, Human Resources

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## Primary Agency

York/Poquoson Department of Social Services

## Secondary/Support Agencies

Red Cross  
Public Schools  
Emergency Management  
Peninsula Voluntary Organization Active in Disaster (PVOAD)  
Peninsula Disaster Recovery Task Force  
Peninsula Health Department  
Virginia Department of Mental Health, Mental Retardation and Substance Abuse Services

## Introduction

### Purpose:

Emergency Support Function (ESF) #6 receives and cares for persons who have been evacuated, either from a high-risk area in anticipation of an emergency or in response to an actual emergency.

### Scope:

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households, and families impacted by an incident. This includes economic assistance and other services for individuals. ESF #6 includes three primary functions: Mass Care, Housing, and Human Services.

- **Mass Care** involves the coordination of non medical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members, and coordinating bulk distribution of emergency relief items.
- **Housing** involves the provision of assistance for short- and long-term housing needs of victims.
- **Human Services** include providing victim related recovery efforts such as counseling, identifying support for persons with special needs, expediting processing of new benefits claims, assisting in collecting crime victim compensation for acts of terrorism, and expediting mail services in affected areas.

## **Policies:**

Potential hazards may require an evacuation. The actual situation will determine the scope of the evacuation and the number of evacuees who will utilize a shelter.

The Coordinator for Emergency Management will determine if a shelter is to be opened and will also select the shelter site(s) in coordination with the primary response agency and the agency that is the provider of the site.

All government/volunteer/private sector resources will be utilized as necessary.

As needed, sheltering, feeding and emergency first aid activities will begin immediately after the incident. Staging of facilities may occur before the incident when the incident is anticipated.

Information about persons identified on shelter lists, casualty lists, hospital admission, etc., will be made available to family members to the extent allowable under confidentiality regulations.

Efforts will be made to coordinate among agencies providing information to minimize the number of inquiry points for families.

## **Concept of Operations**

### **General:**

In the event of a small-scale evacuation, shelter and care may be provided at the nearest public facility, which could include public schools, fire or EMS stations and community centers. Local motels and local churches may also be used to shelter evacuees. In the event of a large-scale evacuation/displacement of residents, or when the Coordinator along with the Incident Commander decides that a larger facility is required, he will advise the Superintendent of Schools and the Department of Social Services. The Superintendent of Schools will then activate one or more of the schools in the county as shelter center(s) and will designate a manager to be responsible for operations at the facility. The Department of Social Services will be responsible for registration and record keeping. The American Red Cross will assist with operations at each facility.

Evacuees will be advised to bring the following items with them if time and circumstances permit: one change of clothing, special medicines, baby food and supplies if needed, and sleeping bags or blankets.

Upon arrival, registration forms will be completed for each family. Records will be maintained on the whereabouts of all evacuees throughout emergency operations. The American Red Cross and the Salvation Army may provide food and clothing, and assist in shelter operations in accordance with Statement of Understanding with the Commonwealth of Virginia.

The Department of Social Services will assure that handicapped, and other special needs populations are provided for in the time of an emergency. A current roster and a resources list should be maintained. Public information materials should be modified for these populations so that they will be aware of the primary hazards and of mitigation and response actions to be taken.

Should crisis-counseling services be required, trained mental health professionals will be provided by local Community Services Boards, in conjunction with the Department of Mental Health, Mental Retardation and Substance Abuses Services (DMHMRSAS).

Daily situation reports should be provided to the Local Emergency Operations Center (EOC) about the status of evacuees and of operations at the shelter center(s). The Local EOC will then relay information to the Virginia EOC. Adequate records must be maintained for all costs incurred in order to be eligible for post-disaster assistance.

### Organization:

The Superintendent of Schools, assisted by the Department of Social Services and the American Red Cross, is responsible for the reception and care of evacuees. Public school employees may be assigned support tasks. Local law enforcement or a private security company will provide security. The local health department along with EMS providers will provide first aid and limited medical care service at the shelter center.

### Actions

- Identify shelter facilities and implement MOA and other agreements;
- Develop plans and procedures to transport, receive, and care for an indeterminate number of evacuees;
- Determine the maximum capacities for each potential shelter;
- Designate managers and other key staff personnel;
- Develop plans and procedures to receive and care for persons with disabilities evacuated from residential homes and treatment facilities that operate 24 hours a day, 7 days a week;
- Develop plans and procedures to receive and care for the animals of the evacuees;
- Provide mass transportation as requires;
- Provide mass feeding as required; and
- Document expenses.

### Responsibilities

- Activates support agencies.
- Coordinates logistical and fiscal activities for ESF #5.
- Plans and supports meetings with secondary agencies, and ensures all agencies are informed and involved.
- Coordinates and integrates overall efforts.
- Provides registration and record keeping.

- Provides crisis-counseling services as required.
- Provides emergency welfare for displaced persons.
- Coordinates release of information for notification of relatives.
- Provides assistance for special needs population.
- Assists in provisional medical supplies and services.
- Provides available resources such as cots and ready to eat meals.

Tab 1 to Emergency Support Function #6

## SHELTER CENTER REGISTRATION FORM

<b>American Red Cross</b>				<b>DISASTER SHELTER REGISTRATION</b>	
Family Last Name _____			Shelter Location _____		
<div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> Names _____  Man _____  Woman (Include Maiden Name) _____  Children in Home _____  Family Member not in Shelter (Location if Known) _____ </div> <div style="width: 45%;"> <div style="display: flex; justify-content: space-between;"> <div style="width: 40%;"> Age _____  Medical Problem  ◦ Killed  ◦ Injured  ◦ Hospitalized </div> <div style="width: 40%;"> Referred to Nurse          </div> </div> </div> </div>			Shelter Telephone No. _____ Date of Arrival _____ Predisaster Address and Telephone No. _____ <div style="display: flex; justify-content: space-around; margin-top: 10px;"> <input type="checkbox"/> <input type="checkbox"/> </div>		
			I    do,    do not    , authorize release of the above information concerning my whereabouts or general condition.		
			Signature _____		
			Date Left Shelter _____ Time Left Shelter _____		
			Postdisaster Address and Telephone Number _____		
SHELTER MASTER FILE _____			AMERICAN RED CROSS FORM 5972 (5-79) _____		

This "Disaster Shelter Registration" form (#5972) is the standard form used by all American Red Cross Shelter Centers. It is a four-part form with the back copy made of card stock. Copies are distributed within the Shelter Center for various functions such as family assistance and outside inquiry. This form should be kept on hand locally in ready-to-go Shelter Manager Kits. It is available from the American Red Cross National Office through local chapters. They recommend keeping 150 forms for every 100 expected evacuees.

Tab 2 to Emergency Support Function #6

**SPECIAL NEEDS PEOPLE WHO REQUIRE ASSISTANCE  
IN TIME OF EMERGENCY**

A listing of such persons is maintained by the Deputy Emergency Management Coordinator. Whenever the Emergency Operations Center (EOC) is in operation, this listing will be on hand with the Department of Social Services' and the Fire representative.

Tab 3 to Emergency Support Function #6

**SHELTER LOCATIONS AND ADDRESSES**

Name / Location	Address



Tab 4 to Emergency Support Function # 6

**Public Schools**

Name / Location	Address

# Public Safety and Security

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## Primary Agency

Law Enforcement

## Secondary/Support Agencies

Emergency Management, Public Works, Fire Department, Virginia State Police, Virginia Department of Transportation

## Introduction

### Purpose:

Public Safety and Security is to maintain law and order, to provide public warning, to provide for the security of critical facilities and supplies, to provide a "safe scene" for the duration of a traffic disruptive incident, to effect the evacuation of threatened areas, to provide access control to evacuated areas or critical facilities, to assist with search and rescue operations, and to assist with identification of the dead.

### Scope:

This is designed to respond during a time of emergency using existing procedures. These procedures are in the form of department directives that cover all types of natural disasters, technological hazards, and acts of terrorism; incidents include flooding, hazardous materials spills, transportation accidents, search and rescue operations, traffic control, and evacuations.

In the event of a state or federally declared disaster, the Governor can provide National Guard personnel and equipment to support local law enforcement operations.

### Policies:

- Law Enforcement will retain operational control;
- The Incident Commander will determine the need for security at the scene;
- Law Enforcement in coordination with the Coordinator of Emergency Management will identify areas of potential evacuation;
- The concentration of large numbers of people in shelters during an evacuation may necessitate law enforcement presence to maintain orderly conduct; and
- Law enforcement will be needed in evacuated areas to prevent looting and protect property;

## Concept of Operations

### General:

Existing procedures in the form of department directives provide the basis for a law enforcement response in time of emergency. The mission of the Public Safety and Security function is to

maintain law and order, protect life and property, provide traffic control and law enforcement support, guard essential facilities/supplies and coordinate mutual aid.

The Communications Center is the point of contact for the receipt of all warnings and notification of actual or impending emergencies or disasters.

If the National Guard is called in for a State or Federally declared disaster they may only be used for low-risk duties such as security and traffic control. A hazard or potential hazard situation could justify the need for evacuation for a short period of a few hours to several days or weeks, depending on the hazard and its severity. In order to limit access to the hazard area, various personnel and devices will be required, such as the following:

- Personnel to direct traffic and staff control points;
- Signs to control or restrict traffic;
- Two-way radios to communicate to personnel within and outside the secured area;
- Control point(s);
- Adjacent highway markers indicating closure of area;
- Markers on surface roads leading into the secured areas;
- Patrols within and outside the secured areas; and
- Established pass system for entry and exit of secured areas.

## Organization

The City of Poquoson Police will utilize their normal communications networks during disasters. If needed they may enter into a mutual aid agreement for additional communication networks. The Emergency Management Coordinator, in coordination with law enforcement and the fire department, should delineate areas that may need to be evacuated. Law Enforcement will set up control points and roadblocks to expedite traffic to reception centers or shelters and prevent reentry of evacuated areas. They will also provide traffic control and security at damaged public property, shelter facilities and donations/distribution centers. Should an evacuation become necessary, warning and evacuation instructions will be put out via radio and television. Also local law enforcement and fire departments will use mobile loudspeakers to ensure that all residents in the threatened areas have received the evacuation warning.

## Actions

- Identify essential facilities and develop procedures to provide for their security and continued operation in the time of an emergency;
- Maintain police intelligence capability to alert government agencies and the public to potential threats;
- Develop procedures and provide training for the search and rescue of missing persons;
- Develop strategies to effectively address special emergency situations that may require distinct law enforcement procedures, such as civil disorders, hostage taking, weapons of mass destruction, terrorist situations, and bomb threats/detonations;
- Test primary communications systems and arrange for alternate systems, if necessary;
- Assist with the implementation of the evacuation procedures for the threatened areas, if necessary;
- Provide traffic and crowd control as required;
- Implement existing mutual aid agreements with other jurisdictions, if necessary; and
- Document expenses.

## Responsibilities

- Law enforcement;
- Crowd control;
- Manages preparedness activities;
- Conducts evaluation of operational readiness;
- Resolves conflicting demands for public safety and security resources;
- Coordinates backup support from other areas;
- Initial warning and alerting;
- Security of emergency site, evacuated areas, shelter areas, vital facilities and supplies;
- Traffic control;
- Evacuation and access control of threatened areas; and
- Assist the Health Department with identification of the dead.

## Emergency Support Function

### ENTRY PERMIT TO ENTER RESTRICTED AREAS

1. Reason for entry (if scientific research, specify objectives, location, length of time needed for study, methodology, qualifications, sponsoring party, NSF grant number and date on separate page). If contractor/agent--include name of contractual resident party, attach evidence of right of interest in destination. Resident: Purpose.

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2. Name, address, and telephone of applicant, organization, university, sponsor, or media group. Also contact person if questions should arise.

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3. Travel (fill out applicable sections; if variable call information to dispatcher for each entry)

Method of Travel (vehicle, aircraft) \_\_\_\_\_

Description of Vehicle/Aircraft Registration \_\_\_\_\_

Route of Travel if by Vehicle \_\_\_\_\_

Destination by legal location or landmark/E911 address \_\_\_\_\_

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Alternate escape route if different from above \_\_\_\_\_

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4. Type of 2-way radio system to be used and your base station telephone number we can contact in emergency (a CB radio or radio telephone will not be accepted). Resident: cellular or home number.

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Entry granted into hazard area.

Authorizing Signature \_\_\_\_\_ Date \_\_\_\_\_

The conditions for entry are attached to and made a part of this permit. Any violation of the attached conditions for entry can result in revocation of this permit.

The Waiver of Liability is made a part of and attached to this permit. All persons entering the closed area under this permit must sign the Waiver of Liability before entry.

Emergency Support Function

**WAIVER OF LIABILITY**

(TO BE SIGNED AND RETURNED WITH APPLICATION FORM)

I, the undersigned, hereby understand and agree to the requirements stated in the application form and in the safety regulations and do further understand that I am entering a (high) hazard area with full knowledge that I do so at my own risk and I do hereby release and discharge the federal government, the Commonwealth of Virginia and all its political subdivisions, their officers, agents and employees from all liability for any damages or losses incurred while within the Closed Area.

I understand that the entry permit is conditioned upon this waiver. I understand that no public agency shall have any duty to attempt any search and rescue efforts on my behalf while I am in the Closed or Restricted Area.

Signatures of applicant and members of his field party

Date

Print full name first, then sign.

\_\_\_\_\_

\_\_\_\_\_

I have read and understand the above waiver of liability.

\_\_\_\_\_

\_\_\_\_\_

I have read and understand the above waiver of liability.

\_\_\_\_\_

\_\_\_\_\_

I have read and understand the above waiver of liability.

\_\_\_\_\_

\_\_\_\_\_

I have read and understand the above waiver of liability.

\_\_\_\_\_

\_\_\_\_\_

I have read and understand the above waiver of liability.

\_\_\_\_\_

I have read and understand the above waiver of liability.

# Animal Sheltering Annex

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## Coordinating Agency

City of Poquoson

## Cooperating Agencies

### Government Agencies:

Department of Health

County of York

Department of Emergency Management

### Private Non-profit Organizations:

Animal Welfare/Rescue Organizations (i.e SPCA)

### Private Industry:

Poquoson Veterinary Hospital

Animal Boarding Facilities

## Introduction

### Purpose:

The Animal Care and Control Annex provides basic guidance for all participants in animal related emergency management activities. This includes guidance for all departments and agencies providing assistance in response to a local disaster declaration.

The emergency mission of animal care and control is to provide rapid response to emergencies affecting the health, safety and welfare of animals. Animal care and control activities in emergency preparedness, response, and recovery include, but are not limited to, companion animals, livestock and wildlife care, facility usage, displaced pet/livestock assistance, animal owner reunification, and carcass disposal.

### Scope:

This annex is applicable to departments and agencies that are participating and responding with assistance or relief to an animal emergency as coordinated by the City of Poquoson Emergency Management.

### Definitions:

Household Pet: A domesticated animal, such as a dog, cat, rodent, or fish, that is traditionally recognized as a companion animal and is kept in the home for pleasure rather than commercial purposes. This does not include reptiles. (ASPCA Model Pet Policy Guidance)

*This is only a template and can be edited to match the needs of each individual jurisdiction as needed.*

Feral/Stray Domesticated Animals: An animal that is typically known as a household pet that is either not with its owners by accident or otherwise or has reverted back to a wild state.

### Assumptions:

1. The care and control of non-wildlife and non-feral animals (including household pets, livestock and poultry) is primarily the responsibility of the owner of the animal(s). In times of emergency or disaster, owners may need assistance in the care and control of their animals.
2. A hazard analysis and vulnerability assessment has been completed which identifies the types of threats, the areas that they threaten, and types and numbers of animals most vulnerable in these areas.
3. The Mayor of the City of Poquoson may issue an emergency proclamation or disaster declaration. The National Incident Management System (NIMS) will be used to establish the organizational structure.
4. The City of Poquoson Emergency Operations Center may be activated to manage the emergency.
5. Any disaster may potentially have adverse effects on the jurisdiction's animal population or the public health and welfare.
6. State or Federal Assistance to deal with animal emergencies may not be available. Local resources must be utilized before requesting outside assistance.

### Policies:

Following recent Congressional action on the Pets Evacuation and Transportation Standards (PETS) Act, [S. 2548](#) and [H.R. 3858](#), President Bush signed the historic legislation into law. The PETS Act requires state and local agencies to include animals in their disaster plans.

All Local governments must develop and maintain an animal emergency response plan (SB 787, Animal Emergency Response Plan, 2007 Session) with the assistance of the Virginia Department of Emergency Management.

The Virginia Department of Agriculture and Consumer Services, Division of Animal and Food Industry Services has the responsibility of interpreting and enforcing the regulations listed below pertaining to the health, humane care, and humane handling of livestock, poultry, and companion animals in the Commonwealth. These include:

- [2 VAC 5-30-10](#)  
Rules and Regulations Pertaining to the Reporting Requirements for Contagious and Infectious Diseases of Livestock and Poultry in Virginia
- [2 VAC 5-40-10](#)  
Rules and Regulations Governing the Prevention, Control, and Eradication of Bovine Tuberculosis in Virginia
- [2 VAC 5-50-10](#)  
Rules and Regulations Governing the Prevention, Control, and Eradication of Brucellosis of Cattle in Virginia
- [2 VAC 5-60-10](#)  
Rules and Regulations Governing the Operation of Livestock Markets
- [2 VAC 5-70-10](#)  
Rules and Regulations Pertaining to the Health Requirements Governing the Control of Equine Infectious Anemia in Virginia

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- [2 VAC 5-80-10](#)  
Rules and Regulations Pertaining to the Requirements Governing the Branding of Cattle in Virginia
- [2 VAC 5-90-10](#)  
Rules and Regulations Pertaining to the Control and Eradication of Pullorum Disease and Fowl Typhoid in Poultry Flocks and Hatcheries and Products Thereof in Virginia
- [2 VAC 5-100-10](#)  
Rules and Regulations Governing the Qualifications for Humane Investigators
- [2 VAC 5-110-10](#)  
Rules and Regulations, Guidelines Pertaining to A Pound or Enclosure to be Maintained by Each County or City
- [2 VAC 5-120-10](#)  
Rules and Regulations Governing the Record keeping by Virginia Cattle Dealers for the Control or Eradication of Brucellosis of Cattle
- [2 VAC 5-130-10](#)  
Rules and Regulations Governing the Laboratory Fees for Services Rendered or Performed
- [2 VAC 5-140-10](#)  
Rules and Regulations Pertaining to the Health Requirements Governing the Admission of Livestock, Poultry, Companion Animals, and Other Animals or Birds into Virginia
- [2 VAC 5-150-10](#)  
Rules and Regulations Governing the Transportation of Companion Animals
- [2 VAC 5-160-10](#)  
Rules and Regulations Governing the Transportation of Horses
- [2 VAC 5-170-10](#)  
Rules and Regulations Governing the Registration of Poultry Dealers
- [2 VAC 5-180-10](#)  
Rules and Regulations Governing Pseudorabies in Virginia
- [2 VAC 5-190-10](#)  
Rules and Regulations Establishing a Monitoring Program for Avian Influenza and Other Poultry Diseases
- [2 VAC 5-200-10](#)  
Rules and Regulations Pertaining to the Disposal of Entire Flocks of Dead Poultry in Virginia
- [2 VAC 5-205-10](#)  
Rules and Regulations Pertaining to Shooting Enclosures

## Concept of Operations

### Organization:

The Coordinator of Emergency Management is responsible for developing and implementing the necessary management policies and procedures that will facilitate and ensure a safe, sanitary and effective animal care and control effort. These procedures will be designed to support and expedite emergency response operations, as well as maximize state and federal assistance. Plans and procedures for the City of Poquoson and supporting agencies define the roles of agencies and support organizations in preparedness, response and recovery of an animal emergency. These plans and procedures establish the concepts and policies under which all elements of their agency will operate during an animal emergency. They will provide the basis for more detailed appendices and procedures that may be used in a response.

Coordinator of Emergency Management will coordinate with all departments, government entities, and representatives from the private sector who support animal emergency operations. This may involve working with other local jurisdictions that provide mutual aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc. and assuring that all involved have current Memorandums of Agreement with the Locality in respect to their agreed support.

### Responsibilities:

1. City of Poquoson Emergency Manager
  - a. Act as advisor to all involved on emergency management issues. As part of the Mutual Support Agreement between the City of Poquoson and the County of York, if in the event Poquoson High School becomes unavailable for use as an emergency shelter due to flooding or other disaster(s); Grafton High School in York County shall become the City's shelter.

## Action Checklist

### Mitigation/Prevention:

1. Any zoological or wildlife parks, marine animal aquariums, laboratory animal research facilities, university veterinary medical and animal science centers, livestock markets and large livestock operations, will encouraged to develop emergency procedures and evacuation plans for the animals in the care and custody and provide them to the City/County Emergency Manager for comment and review.
2. Citizens will be encouraged to develop household emergency plans that would include their pets in all aspects of response including evacuation and sheltering.

## Preparedness:

1. Develop, maintain, and disseminate animal care and control plans, policies and procedures to ensure the safe, sanitary and efficient response to and recovery from an animal emergency, as well as support and maximize claims of financial assistance from local, state and federal governments, and facilitate audits following the disaster;
2. Provide training to agencies and staff on task-appropriate plans, policies and procedures;
3. Provide adequate support for animal preparedness and planning;
4. Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;
5. Develop the necessary mutual aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for emergency operations;
6. Develop and maintain the necessary measures to protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster; and

## Response:

1. Implement animal care and control plans, policies and procedures to ensure the safe, sanitary and efficient response to an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
2. Provide on-the-spot training as necessary on task-appropriate plans, policies and procedures;
3. Provide adequate support for animal response. Report any shortfalls and request needed assistance or supplies;
4. Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations;
5. Provide animal care and control support in a timely manner;
6. Protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster;
7. Insure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster related expenditures; and

## Recovery:

1. Complete an event review with all responding parties;
2. Review animal care and control plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
3. Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
4. Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate;
5. Review measures to protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster. Update as necessary and disseminate;
6. Assist the *Department of Finance* in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures.

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## Administration and Logistics

### Administration:

Basic administrative and accountability procedures for any animal emergency will be followed as required by City, state and federal regulations. As with any disaster or incident response, the ICS/NIMS will be used to organize and coordinate response activity. (Reference: Financial Management Support Annex)

### Logistics:

If supplies, materials, and equipment are required, records will be maintained in accordance to City, state and federal reporting requirements. All procurement processes will also follow appropriate City procurement policies and regulations, and state and federal policies and regulations as necessary. (Reference: Logistics Management Support Annex)

### Public Information:

The Public Information Officer will follow procedures established in the Public Affairs Support Annex to:

1. Ensure prior coordination with appropriate agricultural, veterinary, and public health officials to provide periodic spot announcements to the public on pertinent aspects of the emergency; and
2. Ensure availability of the media in the event an animal emergency arises.

## Direction and Control

1. All animal emergencies will be coordinated through the EOC and employ the ICS/NIMS.
2. The EOC is responsible for providing support and resources to the incident commander.
3. The Emergency Manager will assist the senior elected official in the EOC and coordinate with the PIO. The Emergency Manager and PIO will have at least one assistant to support 24-hour operations and act in the absence of the primary.
4. In the event an incident is suspected or determined to be a terrorist event, a Joint Operations Center will be established to coordinate Federal and State support. A separate Joint Information Center will provide media interface.

## Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for the City of Poquoson Emergency Operations Coordinator to insure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.

# Animal Care and Control Support Annex

## Appendix 1 – Household Pet Sheltering Plan

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### Coordinating Agency

City of Poquoson Emergency Management

### Cooperating Agencies

#### Government Agencies:

Department of Social Services

Department of Health

City Department of Emergency Management

#### Private Non-profit Organizations:

Red Cross

Animal Welfare/Rescue Organizations (i.e SPCA)

#### Private Industry:

Local Veterinarians

Animal Boarding Facilities

## Introduction

### Purpose:

The Animal Care and Control Annex, Household Pet Sheltering Plan provides basic guidance for all participants in animal related emergency evacuation and sheltering management activities. This includes guidance for all departments and agencies providing assistance in response to a local disaster declaration.

Although, the sheltering and protection of animals is the responsibility of their owners, the City of Poquoson Emergency Management is the lead agency on animal issues and is responsible for situation assessment and determination of resource needs. Pet-Friendly shelters are being established in an effort to assist evacuated residents with sheltering of companion animals and their owners during a declared evacuation. It is the goal of this plan to control and support the humane care and treatment of companion animals during an emergency situation and to provide safe sheltering for people and their pets.

### Scope:

This annex is applicable to departments and agencies that are participating and responding with assistance or relief to an emergency requiring the sheltering of people and their household pets as coordinated by the City of Poquoson Emergency Management.

## Assumptions:

1. Any emergency resulting in evacuation of residents to a shelter will result in household pet issues.
2. The protection of household pets is ultimately the responsibility of their owner.
3. Many household pet owners will not evacuate to safety if their pets must stay behind.
4. Pet owners will frequently live in the streets rather than abandon their animals so that they may enter evacuation shelters.
5. This type of behavior puts animals, their owners and emergency responders at risk.
6. Pet-friendly shelters will only shelter those animals defined as household pets.
7. No dogs with a known bite history or previously classified by Animal Control as "Dangerous" or "Potentially Dangerous" will be accepted into a pet-friendly shelter.
8. No dog that shows signs of aggression during initial check-in will be accepted.
9. All dogs and cats must be accompanied by proof of current vaccinations and current rabies tags.
10. No feral cats or wild-trapped cats will be accepted.
11. Animals should be brought to the Pet-Friendly shelter in a suitable cage or on a leash provided by the owner.

## Concept of Operations

### Responsibilities:

1. City Emergency Manager
  - a. Prepare and coordinate pre-incident training and exercise of pet-friendly shelter incident management teams to included NIMS, ICS, EOC Operations, and reimbursement procedures for eligible costs under state and federal public assistance programs;
  - b. Obtain and deliver pre-identified resource requirements to the appropriate shelter sites within the time schedule agreed upon;
  - c. Obtain and deliver requested but not previously identified resource requirements as expeditiously as possible; and
2. City of Poquoson Schools (if schools will be used for pet-friendly shelters)
  - a. Insure timely response to request for activation of the designated facilities for household pet sheltering activities;
  - b. Participate in initial pre-event walk-through and final post-event walk-through of designated facilities to assess pre-existing and incident related damages;
3. Department of Social Services/Red Cross
  - a. Coordinate the relationship between the human and household animal sheltering functions;
  - b. Assist in creating public information releases regarding sheltering in coordination with Animal Control; and
4. Department of Health
  - a. Insure that human health will not be impacted in conjunction with the operation of pet-friendly shelters; and
5. City Law Enforcement

*This is only a template and can be edited to match the needs of each individual jurisdiction as needed.*

- a. Assure the safety and security of household pet sheltering personnel;
- b. Enforce movement restrictions and establish perimeters for pet-friendly sheltering areas; and

## Action Checklist

### Mitigation/Prevention:

1. Encourage citizens to develop emergency plans and go-kits for the animals in the care;
2. Determine the best means for information dissemination to the public in regards to an evacuation order and its related sheltering activities; and

### Preparedness:

1. Establish an organizational structure, chain of command, and outline of duties and responsibilities, required for any household pet sheltering response;
2. Develop, maintain, and disseminate household pet sheltering plans, policies and procedures to ensure the safe, sanitary and efficient response to and recovery from an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
3. Identify local veterinarians, humane societies, local household pet sheltering volunteers and animal control personnel in site-specific standard operating procedure and insure that contact information is maintained;
4. Provide training to agencies, staff and volunteers on task-appropriate plans, policies and procedures;
5. Provide adequate support for animal preparedness and planning;
6. Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;
7. Develop the necessary mutual aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for emergency operations;

### Response:

1. Implement household pet sheltering plans, policies and procedures to ensure the safe, sanitary and efficient response to an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
2. Secure supplies, equipment, personnel and technical assistance from support agencies, organizations and other resources to carry out the response plans associated with animal health emergency management;
3. Provide on-the-spot training as necessary on task-appropriate plans, policies and procedures;
4. Provide adequate support for household pet sheltering response. Report any shortfalls and request needed assistance or supplies. Request assistance from the Commonwealth as needed;
5. Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations;
6. Provide household pet sheltering support in a timely manner;

*This is only a template and can be edited to match the needs of each individual jurisdiction as needed.*

7. Insure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster related expenditures; and

### Recovery:

1. Complete an event review with all responding parties;
2. Review household pet sheltering plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
3. Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
4. Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate;

### Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for the City of Poquoson's Emergency Coordinator, as the lead contact for this plan, to insure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.



## Appendix 1, Tab 1

# Pet-Friendly Shelter Pet Registration/Discharge Form

Owner Information			
Full Name:		Driver's License Number:	
Street Address:			
City, State, Zip			
Phone Numbers:	Home:	Cell or Alternate:	
Pet Information			
Description of Animal: <input type="checkbox"/> Dog <input type="checkbox"/> Cat <input type="checkbox"/> Other _____		Pet's Name:	Crate Assigned:
<div style="display: flex; justify-content: space-between;"> <span><input type="checkbox"/> Intact</span> <span><b>MALE</b> <input type="checkbox"/> Neutered</span> </div>		<div style="display: flex; justify-content: space-between;"> <span><input type="checkbox"/> Intact</span> <span><input type="checkbox"/> Spayed</span> <span><input type="checkbox"/> In Heat</span> </div>	
Breed:	Color:	Age:	
Distinctive Markings:			
Microchip: <input type="checkbox"/> Yes <input type="checkbox"/> No		If yes, number:	
Veterinarian Name:			
Pet Medications - List any medications below that you pet is currently taking			
Name of Medication	Dosage	Purpose	
TO BE COMPLETED BY SHELTER			
Arrival Date:		Departure Date:	
Did the owner provide proof of the following:			Yes
• Written proof of vaccinations during the past 12 months			
• Proper ID collar and up to date rabies tag. If yes, record Tag # _____			
• Proper ID on all belongings			
• Leash			
• Ample food supply			
• Water/food bowls			
• Necessary medication(s) (ensure medications are listed above)			
• Owner provided cage has owner's name, address, pet name and other pertinent information labeled clearly and securely on the cage			
Registration Agreement			
I understand that I must pick up my pet(s) when leaving the designated shelter or at the closing of the shelter, whichever comes first, or may pet(s) will become property of the local animal control facility and treated as stray(s).			
I, the animal owner signed below, certify that I am the legal owner and request the emergency housing of the pet(s) listed on this form. I hereby release the person or entity receiving the pet(s) from any and all liability regarding the care and housing of the animal during and following this emergency. I acknowledge if emergency conditions pose a threat to the safety of these animals, additional relocation may be necessary, and this release is intended to extend to such relocation.			
I acknowledge that the risk of injury or death to my pet(s) during an emergency cannot be eliminated and agree to be responsible for any additional veterinary expenses which may be incurred in the treatment of my pet(s) outside of the shelter triage. <b><u>I also understand that it is the owner or his/her agent's responsibility for the care, feeding, and maintenance of my pet(s). Check-out is required when departing from the shelter.</u></b>			
I have read and understand this agreement and certify that I am the owner/agent of the above listed animal(s).			
SIGNATURE			
Owner's Signature		Shelter Intake personnel	

*This is only a template and can be edited to match the needs of each individual jurisdiction as needed.*



## Public Restoration

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### Primary Agency

Department of Public Works and Utilities

### Secondary/Support Agencies

Building Department, Community Development, Parks and Recreation

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## Introduction

### Purpose:

Public Restoration is to coordinate debris removal, establish emergency power for City Facilities, and repair public works infrastructure including streets, sewers and storm draining for both short-term and long-term recovery.

### Scope:

Restoration is structured to provide public works and engineering-related support for the changing requirements of incident management to include preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include:

- Conducting pre-and post-incident assessments of public works and infrastructure;
- Executing emergency contract support for life-saving and life-sustaining services;
- Providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; and
- Providing emergency repair of damaged infrastructure and critical facilities.

### Policies:

- Personnel will stay up to date with procedures through training and education;
- Public Works will develop work priorities in conjunction with other agencies when necessary; and
- Maintains standard operating procedures and mutual aid agreements that are related to support.

## Concept of Operations

### General:

Prior to an event Public Works will ensure that drainage systems are clear of debris.

Public works infrastructure and other damaged structures may need to be reinforced or demolished to maintain safety. This will be done by the Public Restoration ESF in Coordination with the Damage Assessment ESF. The management and removal of debris will be initiated by Public Works using the Hampton Roads Planning District Commission (HRDPC) Debris Removal Plan and the Public Works Debris Removal Plan.

Public Works infrastructure may be severely weakened or destroyed. Homes, public buildings, bridges and other facilities may have to be reinforced or demolished to insure safety. Access to the disaster areas will be dependent on the reestablishment of ground and water routes. **Debris**

**clearance and emergency road repair will be given priority to support immediate lifesaving emergency response activities.**

Emergency power generators are at most of the City's critical facilities. Public Works is responsible for operating emergency generators when necessary at critical facilities across the City. If needed Emergency Generators are to be used temporarily pending the restoration of power by Virginia Dominion Power.

Sewer pumps and other storm drainage systems will also need to be utilized should the existing storm systems become overwhelmed. Public Works and Utilities will operate all sewer pumps and storm systems.

**Organization:**

Public Works and Utilities is the primary agency for public restoration activities. They are responsible for coordinating restoration activities and implementing their Debris Removal Plan and mutual aid agreements as necessary. Secondary agencies will provide information as requested.

## PUBLIC RESTORATION ACTIONS CHECKLIST

STARTED	COMPLETED	ACTION PHASES
<i>MITIGATION/</i>	<i>PREPAREDNESS</i>	<i>MITIGATION/PREPAREDNESS</i>
		Develop, maintain, and update standard operation procedures/emergency procedures to implement in the EOP, make sure to include record keeping procedures for expenses.
		Insure that adequate facilities are maintained and resources are available to support emergency operation in the EOC and other public facilities.
		Develop local and regional list of contractors who can assist Poquoson in all phases of debris management.
		Develop pre-established contracts and mutual aid agreements with specific scopes of work to expedite the implementation of debris management strategies.
		Identify and pre-designate staging areas for equipment and debris storage sites for the type and quantity of debris anticipated following a catastrophic event. Include checklist for selection.
		Pre-Identify local and regional critical routes in cooperation with neighboring jurisdictions.
		Identify and address potential legal, environmental, and health issues that may be generated during all stages of debris removal.
		Establish debris assessment process to define the scope of the problem in relation to environmental concerns.
<i>ALERT</i>	<i>PHASE</i>	<i>ALERT PHASE</i>
		Review emergency operations plans and procedures.
		Begin record keeping of all incurred expenses.
		Review standard operating procedures, generic contracts and checklist relating to debris removal, storage, reduction and the disposal process.
		Alert other departments that personnel, facilities and equipment are ready and available for use.
		Stage personnel and resources out of the disaster area where they can still be effectively mobilized.
		Review potential regional debris storage sites that may be used in the response and recovery phase.
		Review resource listing of private contractors who may assist in debris removal process.
<i>EMERGENCY</i>	<i>MOBILIZATION</i>	<i>EMERGENCY MOBLIZATION</i>
		Issue recall instructions
		Assemble crews and equipment in preparation for immediate response, as directed.
		Continue to track and record emergency expenses.



# Public Health and Medical Services

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## Primary Agency

Poquoson Fire/Rescue

## Secondary/Support Agencies

Department of Social Services  
Department of Environmental Services  
Newport News Waterworks  
Community Services Board  
Law Enforcement  
Hospital Systems  
Red Cross  
Virginia Department of Environmental Quality  
Virginia Department of Health  
Virginia Department of Agriculture and Consumer Services

## Introduction

### Purpose:

Health and Medical provides for coordinated medical, public health and emergency medical services to save lives in the time of an emergency. These health and medical needs are to include veterinary and/or animal health issues when appropriate.

### Scope:

This meets public health and medical needs of victims affected by an incident. This support is categorized in the following way:

- Assessment of public health/medical needs;
- Public health surveillance;
- Medical care personnel and medical equipment and supplies; and
- Detect mental health issues and prevent harmful stress levels in the general public.

### Policies:

- The Peninsula Health Department coordinates all ESF #8 response actions using its own internal policies and procedures;
- Each organization is responsible for managing its respective response assets after receiving coordinating instructions;
- The Joint Information Center (JIC) is authorized to release general medical and public health response information to the public after consultation with the Peninsula Health Department.

- The Peninsula Health Department determines the appropriateness of all requests for public health and medical information; and
- The Peninsula Health Department is responsible for consulting with and organizing public health and subject matter experts as needed.

## Concept of Operations

### General:

During a threatened or actual emergency, the Director/Coordinator or his designated representative will direct coordinated health, medical, and rescue services from the Emergency Operations Center (EOC). Coordination will be effected with adjacent jurisdictions as required.

Should a disaster substantially overwhelm local medical and rescue resources, support and assistance will be requested from medical institutions and emergency medical service (EMS) providers in neighboring jurisdictions. The crisis augmentation of trained health and medical volunteers may also be appropriate. Essential public health services, such as food and water inspections, will be provided by the Health Department as augmented by state-level resources and manpower. Public health advisories will be issued only after coordination with the EOC.

During an evacuation in which a large number of evacuees are sheltered in the shelter center, local EMS providers and/or the Peninsula Health Department will set up and staff an emergency medical aid station in the shelter center. The Police Department will provide security and the Health Department will monitor food safety and shelter sanitation and provide disease surveillance and 'contact' investigations if warranted. The Community Services Board will provide mental health services.

In disasters involving a large number of casualties, the Office of the Chief Medical Examiner (OCME) may request assistance from local funeral directors. The OCME must identify the deceased before they are released to funeral homes. A large building may need to be designated to serve as a temporary morgue. The Virginia Funeral Directors Association will provide equipment, supplies, and manpower as needed for such a localized disaster (See Tab 4).

### Organization:

A rescue/emergency medical service representative will be assigned to the EOC in order to coordinate the rescue squad response. The rescue squad representative will be a part of the EOC staff and will assist with the overall direction and control of emergency operations. All of the emergency medical service vehicles are dispatched through their squad station or through the 911 Dispatch Center.

The locality is also served by Nightingale MEDEVAC services operating out of Norfolk General Hospital (See Tabs 1 and 3).
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Because of their speed, vertical flight, and minimal landing requirements, MEDEVAC helicopters are able to respond quickly to emergency situations and provide rapid



evacuation of seriously injured and, in some cases, critically ill patients to specialty care centers (e.g., trauma centers). Each MEDEVAC helicopter consists of a specialty pilot and crew in addition to the latest life support and communications equipment.

There are EMS providers serving the locality, which will provide emergency medical transportation, assist with the evacuation of endangered areas, and assist in land search and rescue operations. Local funeral homes will assist the Health Department and the Chief Medical Examiner's Office in disasters involving mass casualties.

The following organizations provide emergency health services in the locality:

Virginia Health Department

Poquoson Emergency Medical Services Providers (EMS)

Riverside Hospital

Sentara Careplex Hospital

## Actions

- Designate an individual to coordinate medical, health, and rescue services;
- Develop and maintain procedures for providing a coordinated response;
- Maintain a roster of key officials in each medical support area.
- Establish a working relationship and review emergency roles with the local hospital and emergency medical services providers;
- Activate the agency emergency response plan;
- Implement mutual aid agreements as necessary;
- A representative from the Peninsula Health Department will report to the Emergency Operations Center;
- Coordinate medical, public health services;
- Provide laboratory services to support emergency public health protection measures;
- Obtain crisis augmentation of health/medical personnel (e.g., physicians, nurse practitioners, laboratory technicians, pharmacists, and other trained volunteers) and supplies as needed;
- Maintain records and monitor the status of persons injured during the emergency;
- Assist the Office of Chief Medical Examiner's in the identification and disposition of the deceased;
- Consolidate and submit a record of disaster-related expenses incurred by Health Department personnel; and
- Assist with the damage assessment of water and sewage facilities, as required.

## Responsibilities

- Provide personnel, equipment, supplies and other resources necessary to coordinate plans and programs for public health activities during an incident;
- Inspect and advise on general food handling and sanitation matters;
- Establish communications to report and receive assessments and status information;
- Coordinate through the Public Information Officer dissemination of disaster related public health information to the public including education on critical incident stress and stress management techniques;
- Provide preventive health services;
- Coordinate with hospitals and other health providers on response to health needs;
- Provide investigation, surveillance, and take measures for containments of harmful health effects;
- Provide coordination of laboratory services;
- Coordinate with hospital medical control on patient care issues and operations;
- Coordinate transportation of the sick and injured with area hospitals or receiving facilities and other EMS agencies;
- Coordinate behavioral health activities among response agencies;
- Assess behavioral health needs following an incident, considering both the immediate and cumulative stress resulting from the incident.
- Provide outreach to serve identified behavioral health needs;
- Coordinate with staff to identify shelter occupants that may require assistance;
- Provide water control assistance;
- Regional hospitals will provide medical care for those injured or ill;
- Assist in expanding medical and mortuary services to other facilities, if required; and
- Identify deceased with assistance from local law enforcement and Virginia State Police.

## EMERGENCY MEDICAL SERVICES PROVIDERS

[illegible]

## COMMONWEALTH OF VIRGINIA EMERGENCY MEDEVAC SERVICES

HELICOPTER MEDEVAC	ALERT	NON-EMERGENCY
ARIES – (Fairfax County Police)	(703) 280-0840/WAWAS	(703) 830-3015
EAGLE – 182 – (U.S. Park PD, D.C.)	(202) 619-7310/WAWAS	(202) 426-6969
LIFEGUARD 10 (Carilion Health Systems)	(703) 344-4357	(703) 342-7503
MEDEVAC (Ft. Belvoir)	(703) 664-6565	(703) 664-4401
MED-FLIGHT-1 (VSP Chesterfield)	(800) 468-8892	(804) 674-2089
MED-FLIGHT – 2 (VSP Abingdon)	(800) 433-1028	(276) 466-3188
MEDICAL AIR CARE (INOVA-Fairfax)	(800) 258-8181	(703) 698-2930
MED STAR (Com., D.C.)	(800) 824-6814	(202) 877-7234
<b>NIGHTINGALE (Norfolk General)</b>	<b>(800) 572-4354</b>	<b>(757) 628-2435</b>
986 <sup>th</sup> MEDEVAC (VNG – Richmond)	(804) 222-4580	(804) 222-4580
PEGASUS (UVA Charlottesville)	(434) 522-1826	(434) 924-9287

# **VIRGINIA FUNERAL DIRECTOR'S ASSOCIATION, INC. MORTUARY DISASTER PLAN ORGANIZATION**

## **Mission:**

To develop an efficient and effective management response system in mass fatality disaster situations to facilitate the preparation, processing, and release of deceased human remains to the next of kin or family representative.

## **Concept of Operations:**

In the event of a mass fatality disaster situation, the State EOC will contact the Office of the Chief Medical Examiner (OCME), who will notify the Virginia Funeral Directors Association (VFDA). Once contacted by the OCME, the VFDA will activate the Mortuary Response Plan and response teams. The VFDA Response Teams will operate under the direction of the District Medical Examiner of the district in which the incident occurred.

In order to ensure a prompt and professional response, the Virginia Funeral Directors Association maintains a resource manual of needed supplies, equipment, and vehicles. If additional resources are necessary to effectively respond to a disaster, the VFDA Executive Director has emergency purchasing authority up to a specified limit. The VFDA also has a specially equipped disaster trailer to assist the State Medical Examiner's Office and other funeral directors in the state with disaster field response.

## **Organization:**

The Virginia Funeral Directors Association (VFDA) is responsible for the statewide coordination of the mortuary activities in the state. Each district has a response team comprised of members who have completed training in the VFDA-approved program that qualifies them as certified disaster coordinators. The VFDA response teams will provide support in recovery, evacuation, and identification of the remains.

The OCME is by law responsible for the deceased. Virginia is divided into four medical examiner districts that include the Northern Virginia District based in Fairfax, the Western District based in Roanoke, the Central District based in Richmond, and the Tidewater District based in Norfolk (See Attachment 1).

# Pandemic Influenza Annex

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## Coordinating Agency

City Manager's Office/Emergency Management

## Cooperating Agencies

Peninsula Health Department/ Virginia Department of Health  
Centers for Disease Control and Prevention (CDC)

## Introduction

### Purpose:

Establish a framework to continue providing essential services to the citizens of Poquoson during an influenza pandemic. Establish a plan for the provision of services in a scalable fashion depending on the impact of the influenza illness on the City's residents and government employees. Background information regarding the current assessment of a potential influenza pandemic is available on the Virginia Department of Health website at [www.vdh.virginia.gov](http://www.vdh.virginia.gov).

### Scope:

The H5N1 or H1N1 flu virus is caused by influenza viruses that occur naturally. The pandemic flu causes a global outbreak, there is little immunity allowing the disease to be spread easily from person to person.

## Concept of Operations

### General:

The City will maintain internal planning documents based on the likelihood of significant absenteeism related to pandemic influenza. This general annex is for use during the interpandemic period. A checklist for considerations can be found in Appendix I.

The World Health Organization (WHO) and the Centers for Disease Control and Prevention (CDC) have identified the periods during pandemic; this determination may be seen in Figure 1. During these periods, the City of Poquoson will utilize specific "triggers" to increase preparatory efforts or implement certain policies.

### Interpandemic Period

***Phase I: No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human infection or disease is considered to be low.***

Trigger	Action
No specific requirements	Maintain general level of readiness with infrastructure and support planning

***Phase II: No new influenza virus subtypes have been detected in humans, however, a circulating animal influenza virus subtype poses a substantial risk of human disease.***

Trigger	Action
No specific requirements	Activate a work group to monitor the development of issues related to the potential influenza and re-assess planning efforts.
VDH and USDA determine the presence of an influenza subtype of concern in animals located in Virginia	Increase monitoring, activate a pandemic influenza public information campaign.

### Pandemic Alert Period

***Phase III: Human infection with a new subtype but no human-to-human spread or at most rare instances of spread to a close contact.***

Trigger	Action
No specific requirements	Work group continues to assess the progress of the potential subtype and shift focus to preparation, especially for public education.

***Phase IV: Small clusters with limited human-to-human transmission but spread is highly localized, suggesting the virus is not well adapted to humans.***

***Phase V: Larger clusters but human-to-human spread is still localized, suggesting the virus is becoming increasingly better adapted to humans but may not yet be fully transmissible.***

Trigger	Action
Outside the Continental US	Continue preparations based on CDC and VDH guidance.
Inside the continental US	Implement public awareness information, increase stocks for hand sanitizing material, etc. for employees.
In Virginia	Implement or continue public awareness information. Increase workplace flexibility to decrease the possibility of transmission.
In Hampton Roads	Implement or maintain public awareness information. Aggressively monitor absenteeism for influenza like illness, implement workplace transmission controls

	such as telecommuting and decreased face-to-face meetings. Consider public event schedule changes to decrease community transmission
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## Pandemic Period

***Phase VI: Increased and sustained transmission in the general population.***

## Post pandemic Period

***Return to interpandemic period activities***

## **Organization:**

The Emergency Management Coordinator will identify a team, if necessary, with defined roles and responsibilities for preparedness and response planning. The planning process includes input from all representatives in the City.

The Community Relations Events Office will plan for scenarios likely to result in an increase or decrease in demand for Poquoson activities, products or services during a pandemic (e.g. effect of restriction on mass gatherings).

A Citywide emergency communications plan is established and revised periodically in the Basic Plan of the Emergency Operations Plan. This continuity of operations sections includes identification of key contacts, chains of communication (including suppliers), and processes for tracking and communicating business and employee status.

The City Manager's Office will develop consistent policies for implementation by the City Manager providing:

- Forecast and allow for employees absences during a pandemic due to factors such as personal illness, family member illness, community containment measures and quarantines and school and/or business closures.
- Implement guidelines to modify the frequency and type of face-to-face contact (example: handshaking, seating in meetings, office layout, shared workstations) among employees and between employees and customers (refer to CDC recommendations available through the Health Department)
- Evaluate employee access to and availability of mental health and social services during a pandemic, including corporate, community and faith-based resources, and improve services as needed.
- Establish policies for employee compensation and sick leave absences unique to a pandemic, including policies on when a previously ill person is no longer infectious and can return to work post illness.
- Establish policies for alternative work schedules and telecommuting that would decrease face-to-face activities during a pandemic

The Health Department will:

- Provide health advisories, recommendations and consultation to the City.



- Conduct disease surveillance through passive (reporting by healthcare facilities) and active (health record auditing) measures. These surveillance will be utilized at the local level and in concert with state and federal surveillance to assess and predict the impact of influenza in the community.
- Disease Control:
  - Make recommendations for disease containment measures and community transmission controls
  - Establish vaccine priorities and coordinate procedures for vaccine distribution and use, including deployment of vaccination teams and the pooling of drugs and medication.
  - Coordinate the distribution and use of available drug supplies with hospitals, urgent care centers, long term care facilities and pharmacies.
  - Make recommendations regarding the isolation or quarantine of individuals, or areas based on the best available health intelligence.
- Coordinate with the Office of the Chief Medical Examiner (OCME), local funeral homes, and federal mortuary services for mortuary operations and deceased identification. Establish liaison with funeral homes and set criteria for mass fatality holding capacity.
- Provide criteria for the provision of temporary refrigerated holding capacity for the deceased.
- Provide and coordinate vital statistics services.

## Pandemic Functional Annex: Appendix I

### Checklist of Considerations for Departmental Pandemic Influenza Planning

- Identify essential employees and other critical inputs such as raw materials, suppliers, sub-contractor services/products and logistics required to maintain operations by location and function during a pandemic. Increase stock inventory where possible and compensate estimated delays in just-in-time programs.
- Train and prepare ancillary workforce and coordinate efforts with other departments so that individuals are trained in varied tasks but will not be assigned to fulfill multiple positions at the same time.
- Understand how isolations and quarantine orders are produced, enforced and terminated
- Maintain awareness and disseminate materials with reliable pandemic information from the health department and any other necessary news outlets.
- Anticipate employee fear, anxiety, rumors and misinformation through communications and planning.
- Develop outlets for communicating pandemic status and actions to employees, citizens and identify community sources for timely and accurate pandemic information as well as resources for obtaining vaccines and antivirals.
- Participate in exercises and drills with the health department
- Increase department stocks of cleaning agents and respiratory hygiene materials such as tissues, receptacles, masks and hand sanitizer
- Encourage and track annual influenza vaccination for employees
- Prepare a scalable plan for a man-power based provision of services
- Increase respiratory hygiene and hand washing awareness. Also provide sufficient and accessible infection control supplies in all City maintained buildings.
- Establish a flexible worksite and flexible work hours plan that is consistent with human resource policies
- Plan for employees who have been exposed to pandemic influenza, are suspected to be ill, or become ill at the worksite (example: infection control response or immediate mandatory sick leave). **The City of Poquoson has a policy in place to address influenza pandemics.**
- Plan for restricted travel to affected geographic areas (consider both domestic and international sites), evacuating employees working in or near an affected

area when an outbreak begins, and guidance for employees returning from affected areas (refer to CDC travel recommendations).

- Plan to eliminate meetings, decrease meeting sizes or classroom activities where possible to decrease transmission.

# General Pandemic Annex

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## Coordinating Agency

City Manager's Office/Emergency Management

## Cooperating Agencies

Peninsula Health Department/ Virginia Department of Health  
Centers for Disease Control and Prevention (CDC)

## Introduction

### Purpose:

Establish a framework to continue providing essential services to the citizens of Poquoson during an pandemic. Establish a plan for the provision of services in a scalable fashion depending on the impact of the illness on the City's residents and government employees. Background information regarding the current assessment of a potential pandemic is available on the Virginia Department of Health website at [www.vdh.virginia.gov](http://www.vdh.virginia.gov).

### Scope:

A pandemic causes a global outbreak, there is little immunity allowing the disease to be spread easily from person to person.

## Concept of Operations

### General:

The City will maintain internal planning documents based on the likelihood of significant absenteeism related to pandemic. This general annex is for use during the interpandemic period. A checklist for considerations can be found in Appendix I.

The World Health Organization (WHO) and the Centers for Disease Control and Prevention (CDC) have identified the periods during pandemic; this determination may be seen in Figure 1. During these periods, the City of Poquoson will utilize specific "triggers" to increase preparatory efforts or implement certain policies.

### Interpandemic Period

***Phase I: No new virus subtypes have been detected in humans.***

Trigger	Action
No specific requirements	Maintain general level of readiness with infrastructure and support planning

***Phase II: No new virus subtypes have been detected in humans, however, there are substantial risks of human transmission.***

Trigger	Action
No specific requirements	Activate a work group to monitor the development of issues related to the potential pandemic and re-assess planning efforts.
VDH the presence of an subtype of concern located in Virginia	Increase monitoring, activate a pandemic public information campaign.

### **Pandemic Alert Period**

***Phase III: Human infection with a new subtype but no human-to-human spread or at most rare instances of spread to a close contact.***

Trigger	Action
No specific requirements	Work group continues to assess the progress of the potential subtype and shift focus to preparation, especially for public education.

***Phase IV: Small clusters with limited human-to-human transmission but spread is highly localized, suggesting the virus is not well adapted to humans.***

***Phase V: Larger clusters but human-to-human spread is still localized, suggesting the virus is becoming increasingly better adapted to humans but may not yet be fully transmissible.***

Trigger	Action
Outside the Continental US	Continue preparations based on CDC and VDH guidance.
Inside the continental US	Implement public awareness information, increase stocks for hand sanitizing material, etc. for employees.
In Virginia	Implement or continue public awareness information. Increase workplace flexibility to decrease the possibility of transmission.
In Hampton Roads	Implement or maintain public awareness information. Aggressively monitor absenteeism for illness, implement workplace transmission controls such as telecommuting and decreased face-to-face meetings. Consider public event schedule changes to decrease community transmission

## Pandemic Period

***Phase VI: Increased and sustained transmission in the general population.***

## Post pandemic Period

***Return to interpandemic period activities***

## Organization:

The Emergency Management Coordinator will identify a team, if necessary, with defined roles and responsibilities for preparedness and response planning. The planning process includes input from all representatives in the City.

The Community Relations Events Office will plan for scenarios likely to result in an increase or decrease in demand for Poquoson activities, products or services during a pandemic (e.g. effect of restriction on mass gatherings).

A Citywide emergency communications plan is established and revised periodically in the Basic Plan of the Emergency Operations Plan. This continuity of operations sections includes identification of key contacts, chains of communication (including suppliers), and processes for tracking and communicating business and employee status.

The City Manager's Office will develop consistent policies for implementation by the City Manager providing:

- Forecast and allow for employees absences during a pandemic due to factors such as personal illness, family member illness, community containment measures and quarantines and school and/or business closures.
- Implement guidelines to modify the frequency and type of face-to-face contact (example: handshaking, seating in meetings, office layout, shared workstations) among employees and between employees and customers (refer to CDC recommendations available through the Health Department)
- Evaluate employee access to and availability of mental health and social services during a pandemic, including corporate, community and faith-based resources, and improve services as needed.
- Establish policies for employee compensation and sick leave absences unique to a pandemic, including policies on when a previously ill person is no longer infectious and can return to work post illness.
- Establish policies for alternative work schedules and telecommuting that would decrease face-to-face activities during a pandemic

The Health Department will:

- Provide health advisories, recommendations and consultation to the City.
- Conduct disease surveillance through passive (reporting by healthcare facilities) and active (health record auditing) measures. These surveillance will be utilized at the local level and in concert with state and federal surveillance to assess and predict the impact of a pandemic in the community.
- Disease Control:
  - Make recommendations for disease containment measures and community transmission controls

- Establish vaccine priorities and coordinate procedures for vaccine distribution and use, including deployment of vaccination teams and the pooling of drugs and medication.
  - Coordinate the distribution and use of available drug supplies with hospitals, urgent care centers, long term care facilities and pharmacies.
  - Make recommendations regarding the isolation or quarantine of individuals, or areas based on the best available health intelligence.
- Coordinate with the Office of the Chief Medical Examiner (OCME), local funeral homes, and federal mortuary services for mortuary operations and deceased identification. Establish liaison with funeral homes and set criteria for mass fatality holding capacity.
- Provide criteria for the provision of temporary refrigerated holding capacity for the deceased.
- Provide and coordinate vital statistics services.

## Pandemic Functional Annex: Appendix I

### Checklist of Considerations for Departmental Pandemic Planning

- Identify essential employees and other critical inputs such as raw materials, suppliers, sub-contractor services/products and logistics required to maintain operations by location and function during a pandemic. Increase stock inventory where possible and compensate estimated delays in just-in-time programs.
- Train and prepare ancillary workforce and coordinate efforts with other departments so that individuals are trained in varied tasks but will not be assigned to fulfill multiple positions at the same time.
- Understand how isolations and quarantine orders are produced, enforced and terminated
- Maintain awareness and disseminate materials with reliable pandemic information from the health department and any other necessary news outlets.
- Anticipate employee fear, anxiety, rumors and misinformation through communications and planning.
- Develop outlets for communicating pandemic status and actions to employees, citizens and identify community sources for timely and accurate pandemic information as well as resources for obtaining vaccines and antivirals.
- Participate in exercises and drills with the health department
- Increase department stocks of cleaning agents and respiratory hygiene materials such as tissues, receptacles, masks and hand sanitizer
- Encourage and track annual vaccination, if available, for employees
- Prepare a scalable plan for a man-power based provision of services
- Increase respiratory hygiene and hand washing awareness. Also provide sufficient and accessible infection control supplies in all City maintained buildings.
- Establish a flexible worksite and flexible work hours plan that is consistent with human resource policies
- Plan for employees who have been exposed to pandemic, are suspected to be ill, or become ill at the worksite (example: infection control response or immediate mandatory sick leave). **The City of Poquoson has a policy in place to address pandemics.**
- Plan for restricted travel to affected geographic areas (consider both domestic and international sites), evacuating employees working in or near an affected



area when an outbreak begins, and guidance for employees returning from affected areas (refer to CDC travel recommendations).

- Plan to eliminate meetings, decrease meeting sizes or classroom activities where possible to decrease transmission.

# Long Term Community Recovery and Mitigation

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## Primary Agency

Planning  
Emergency Management

## Secondary/Support Agencies

Virginia Department of Housing and Community Development  
Virginia Department of Health  
Red Cross  
Peninsula Disaster Recovery Task Force  
Peninsula Voluntary Organizations Active in Disaster (PVOAD)

## Introduction

### Purpose:

Long Term Community Recovery and Mitigation develops a comprehensive and coordinated recovery process that will bring about the prompt and orderly restoration of community facilities and services, infrastructure, and economic base, while providing for the health, welfare and safety of the population.

### Scope:

This support may vary depending on the magnitude and type of incident and the potential for long term and severe consequences. This will address significant long-term impacts in the affected area on housing, business and employment, community infrastructure and social services.

### Policies:

- Long term community recovery and mitigation efforts are forward looking and market based, focusing on permanent restoration of infrastructure, housing and the local economy, with attention to mitigation of future impacts of a similar nature when feasible;
- Use the post-incident environment as an opportunity to measure the effectiveness of previous community recovery and mitigation efforts;
- Facilitates the application of loss reduction building science expertise to the rebuilding of critical infrastructure; and
- Personnel will stay up to date with policies and procedures through training and education.

## Concept of Operations

### General:

The recovery phase is characterized by two components: the emergency response phase which deals primarily with life saving and emergency relief efforts (i.e., emergency food, medical, shelter, and security services); and the broader recovery and reconstruction component which deals with more permanent and long-term redevelopment issues.

Although all local departments are involved in both components, the emphasis and focus changes among departments as they shift from one component to the other. In the emergency response and relief recovery component, the primary local departments involved include fire and rescue, law enforcement, health, social services, education, and public works departments; whereas in the recovery and reconstruction component, the emphasis shifts to local departments dealing with housing and redevelopment, public works, economic development, land use, zoning and government financing. The two components will be occurring simultaneously with the emergency relief component taking precedence in the initial stages of recovery, and the recovery and reconstruction component receiving greater attention as the recovery process matures.

The Office of Emergency Management will be the lead coordinating department in the life-saving and emergency relief component of the recovery process and the city administration will take the coordinating lead during the reconstruction phase.

The recovery analysis process is comprised of the following phases: reentry, needs assessment, damage assessment, the formulation of short- and long-term priorities within the context of basic needs and available resources, and the identification and implementation of appropriate restoration and development strategies to fulfill priorities established, as well as bring about an effective recovery program.

The damage assessment process for the locality is described in the Damage Assessment Support Annex of the EOP. Team leaders for the Damage Assessment Teams have been identified and the necessary forms included within this support annex. Although damage assessment is primarily a local government responsibility, assistance is provided by state and federal agencies, as well as private industry that have expertise in specific functional areas such as transportation, agriculture, forestry, water quality, housing, etc.

The process to request and receive federal assistance will be the same as all other natural or man-made disasters. The Virginia Department of Emergency Management will be the coordinating state agency in the recovery process, and FEMA will be the coordinating federal agency. Utilizing the preliminary damage assessment information collected, short-term and long-term priorities are established and recovery strategies developed in coordination with other state agencies, local governments, the federal government, and private industry.

Short-term recovery strategies would include:

- Emergency Services;
- Communications networks;
- Transportation networks and services;
- Potable water systems;
- Sewer systems;
- Oil and natural gas networks;
- Electrical power systems;
- Initial damage assessment;
- Emergency debris removal;
- Security of evacuated or destroyed area; and
- Establishing a disaster recovery center and joint field office

Long-term strategies would strive to restore and reconstruct the post-disaster environment to pre-existing conditions. Federal and state agencies will provide technical assistance to localities in the long-term planning and redevelopment process. Economic aid will be provided to assist localities and states in rebuilding their economic base, replacing and restoring their housing inventory, and ensuring that all construction and development complies with building codes and plans. Regional cooperation and coordination will be stressed and promoted at all levels of government in order to achieve the priorities established and facilitate recovery efforts. The locality will develop strategies in coordination with regional local governments and Economic Planning Councils. Federal and state catastrophic disaster plans will support this effort. Items or actions to be focused on in this phase include:

- Completion of the damage assessment;
- Completion of the debris removal;
- Repairing/rebuilding the transportation system;
- Repairing/rebuilding of private homes and businesses; and
- Hazard Mitigation projects.

### Organization:

The Director of Emergency Management will direct response, recovery, and reconstruction efforts in the disaster impacted areas of the locality, in coordination with the Coordinator of Emergency Management, all local departments, and the appropriate state and federal agencies.

A Presidential Declaration of Disaster will initiate the following series of events:

- Federal Coordinating Officer will be appointed by the President to coordinate the federal efforts;
- State Coordinating Officer will be appointed by the Governor to coordinate state efforts;
- A Joint Field Office (JFO) will be established within the state (central to the damaged area) from which the disaster assistance programs will be coordinated; and
- A Disaster Recovery Center (DRC) will be established in the affected areas to accommodate persons needing individual assistance after they have registered with FEMA.

A Presidential Declaration of Disaster may authorize two basic types of disaster relief assistance:

- **Individual Assistance** – Supplementary Federal Assistance provided under the Stafford Act to individuals and families adversely affected by a major disaster or emergency. Such assistance may be provided directly by the Federal government or through State or local governments or disaster relief organizations.
- **Public Assistance** – Supplementary Federal Assistance provided under the Stafford Act to State and Local governments or certain private, non-profit organizations other than assistance for the direct benefit of families and individuals.

As potential applicants for Public Assistance, local governments and private nongovernmental agencies must thoroughly document disaster-related expenses from the onset of an incident.

Mitigation has become increasingly important to local officials who must bare the agony of loss of life and property when disaster strikes. Emergency Management Coordinator will take the lead in determining mitigation projects needed following a disaster and make applications for available mitigation grants.

## **Actions**

- In cooperation with other ESFs, as appropriate, use hazard predictive modeling and loss estimation methodology to ascertain vulnerable critical facilities as a basis for identifying recovery priorities;
- Gather information to assess the scope and magnitude of the social and economic impacts on the affected region;
- Coordinate and conduct recovery operations;
- Conduct initial damage assessment;
- Coordinate early resolution of issues and delivery of assistance to minimize delays for recipients;
- Coordinate assessment of accuracy and recalibration of existing hazard, risk, and evacuation modeling;
- Facilitate sharing of information and identification of information of issues among agencies;
- Facilitate recovery decision making;
- Facilitate awareness of post incident digital mapping and pre-incident hazard mitigation and recovery planning;

## **Responsibilities**

- Develop plans for post-incident assessment that can be scaled to incidents of varying types and magnitudes;
- Establish procedures for pre-incident planning and risk assessment with post incident recovery and mitigation efforts;

- Develop action plans identifying appropriate agency participation and resources available that take into account the differing technical needs for risk assessment and statutory responsibilities by hazards;
- Ensure participation from primary and support agencies;
- Lead planning;
- Lead post-incident assistance efforts; and
- Identify areas of collaboration with support agencies and facilitate interagency integration.

Emergency Support Function

**DISASTER RECOVERY CENTERS**  
(Identified or potential sites)

Name	Location
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Emergency Support Function

**JOINT FIELD OFFICE LOCATIONS**  
(Identified or potential sites)

Name	Location
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## Direction and Coordination

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### Primary Agency

City Manager's Office, Fire, Police

### Secondary/Support Agencies

Fire, Community Development, Public Works, York-Poquoson Red Cross, Finance

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## Introduction

### Purpose

The purpose of Direction and Coordination is to provide centralized direction and coordination during an event. This emergency support function will collect and process information, assure the implementation of emergency actions, disseminate emergency information to the public and act as a liaison to the Virginia Emergency Operations Center (VEOC) as well as other applicable organizations and agencies.

### Scope

During routine daily operations this serves as the support for all departments across the spectrum of incident management from mitigation to recovery. Direction and Coordination facilitates the information flow for preparedness, response and quick recovery. In more detail, during recovery Direction and Control includes those functions that are critical to facilitate multi-agency planning and coordination.

The City of Poquoson must respond quickly and effectively to developing events. In the event of a potential or threatening disaster is first detected, increased readiness actions will be implemented. In the event of an emergency or disaster situation, the Emergency Operations Center (EOC) will be staffed with pre-designated and trained personnel.

### Policies

- Emergency Support Function #5 provides an overall multi-agency command system implemented to manage operations during a disaster.
- The Incident Command System (ICS) can be used in any size or type of disaster to control response personnel, facilities, and equipment. All ICS concepts will be applicable to the disaster.
- ESF #5 staff supports the implementation of mutual aid agreements to ensure seamless resource response.
- Provides representatives to staff key positions on Emergency Response Teams, if necessary.
- Coordinates participation in the incident action planning process.

## Concept of Operations

### General

The Coordinator of Emergency Management is responsible for the coordination of Standard Operating Procedures (SOP's) on the part of each major emergency support service. These SOP's include notification list, EOC designee's, establishing detailed procedures, training, and mutual aid development.

The EOC staff will include essential personnel from each department, usually the highest position available for the specific department. This is to ensure the decision-making ability of the group. Situation reports will be distributed to the VEOC as necessary, City Personnel working the disaster will complete Incident Action Plans to help make decisions and possible future request that may be necessary. Progress will be tracked.

### **Organization**

Emergency operations will be facilitated through the EOC. The EOC staff will consist of the Director, Coordinator, and Deputy Coordinator(s) of Emergency Management, and key agency/department leads or their designated representatives as outlined in the Basic Plan. EOC support personnel to assist with communications, internal logistics, finance, external affairs and administration will also be designated. The Director or Coordinator of Emergency Management will be available for decision-making as required. The appropriate Department Heads are responsible for enforcing compliance with rules, codes, regulations, and ordinances.

The Incident Commander will utilize the Incident Command System. Depending on the nature and scope of the incident it may be handled solely by the Incident Commander, or it may require coordination with the EOC. In major disasters there may be more than one incident command post.

The Coordinator of Emergency Management will assure the development and maintenance of established procedures on the part of each major emergency support function. Generally, each agency should maintain current notification rosters, designate staffing as appropriate for an official agency operation center, if applicable, designate EOC representatives, establish procedures for reporting appropriate emergency information, and provide ongoing training to maintain emergency response capabilities.

The Coordinator of Emergency Management will assure that all actions are completed as scheduled and may close facilities, programs, and activities in order that employees who are not designated "emergency service personnel" are not unnecessarily placed in harms way.

The Deputy Coordinator(s) of Emergency Management will coordinate training for this emergency support function and conduct exercises involving the EOC.

## DIRECTION AND COORDINATION ACTIONS CHECKLIST

<b>STARTED</b>	<b>COMPLETED</b>	<b>ACTION PHASES</b>
<b><i>MITIGATION/</i></b>	<b><i>PREPAREDNESS</i></b>	<b><i>MITIGATION/PREPAREDNESS</i></b>
		Make assignments of duties and responsibilities to staff the EOC and implement emergency operations.
		Maintain a notification roster of essential personnel
		Identify adequate facilities and resources to conduct emergency operations at the EOC
		Coordinate mutual aid agreements
		Identify and maintain a list of essential services and facilities that must continue to operate and protect.
		Test and exercise plans and procedures
		Conduct community outreach/mitigation programs.
<b><i>ALERT</i></b>	<b><i>PHASE</i></b>	<b><i>ALERT PHASE</i></b>
<b><i>EMERGENCY</i></b>	<b><i>MOBILIZATION</i></b>	<b><i>EMERGENCY MOBLIZATION</i></b>
<b><i>EMERGENCY</i></b>	<b><i>RESPONSE</i></b>	<b><i>EMERGENCY RESPONSE</i></b>
<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>	<b><i>RECOVERY</i></b>

## PRIMARY EOC STAFFING

### Skeletal Staffing

Coordinator of Emergency Management  
Deputy Coordinator of Emergency Management  
Police Chief or Designated Person  
Fire Chief or Designated Person  
Public Works/ Public Utilities  
Message Clerk/ Phone Operator

### Full Staffing

Coordinator of Emergency Management  
Deputy Coordinator of Emergency Management  
Director of Emergency Management  
Police Department  
Fire and Rescue Chief or Designated Person  
Superintendent of Schools or Designated Person  
Health Department Representative  
Social Services Representative  
Red Cross  
Message Clerks (2)  
PIO Officer  
Utility Director or Designated Person  
Director of General Services or Designated Person  
County Attorney Representative

### Messengers (2)

Status Board/Map Assistants (2)  
Plotter Security  
Phone Operators (2)

### Public Information/Rumor Control

Public Information Officer  
Phone Operators  
Message Clerk  
Messenger  
Security

ALTERNATE EOC STAFFING  
(To be completed during Increased Readiness.)

# Public - External Affairs

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## Primary Agency

City Manager's Office

## Secondary/Support Agencies

Emergency Management

Fire

Law Enforcement

Public Schools

Peninsula Health Department

York/Poquoson Department of Social Services

Virginia Department of Emergency Management

## Introduction

### Purpose:

External Affairs is responsible for keeping the public informed concerning the threatened or actual emergency situation and to provide protective action guidance as appropriate to save lives and protect property.

### Scope:

To manage information during an incident so that the most up to date and correct information is used to inform the public. This emergency support function will use media reports to support the overall strategy for managing the incident. Coordinate with all agencies involved with the incident so that one message is used for public information to avoid any conflicts of released information. This emergency support function is organized into the following functional components:

- Public Affairs
- Community Relations
- Legislative Affairs
- International Affairs

### Policies:

During an emergency the Public Information Officer will:

- Disseminate information by appropriate means, to include any local alert systems, media outlets, cable channel, the Emergency Alert System, NOAA All-hazards radio, and the locality's website;
- Clear news releases with the EOC before releasing them to the media;
- Will encourage news media to publish articles to increase public awareness; and
- Will ensure information is accurate and released in a timely manner.

## Concept of Operations

### General:

In an emergency or disaster it is important to provide timely and accurate information to the public and to the media outlets. News coverage must be monitored to ensure that accurate information is being disseminated. The locality needs to be prepared to keep local legislators and other political figures informed.

### Organization:

**Public Affairs** is responsible for coordinating messages from the various agencies and establishing a Joint Information Center. Public Affairs will gather information on the incident and provide incident related information through the media and other sources to keep the public informed. Public Affairs will monitor the news coverage to ensure the accuracy of the information being disseminated. Public Affairs will handle appropriate special projects such as news conferences and press operations for incident area tours. The Public Affairs Support Annex provides additional details on responsibilities.

**Community Relations** will prepare an initial action plan with incident-specific guidance and objectives, at the beginning of an actual or potential incident. They will identify and coordinate with the community leaders and neighborhood groups to assist in the rapid dissemination of information, identify unmet needs, and establish an ongoing dialogue and information exchange. The Commonwealth and FEMA deploy a joint Community Relations Team to the locality to conduct these operations.

**Legislative Affairs** will establish contact with the state legislative and congressional offices representing the affected areas to provide information on the incident. The locality should be prepared to arrange an incident site visit for legislators and their staffs. Legislative Affairs will also respond to legislative and congressional inquiries.

**International Affairs**, if needed, will work with the Department of State to coordinate all matters requiring international involvement.

## Actions

- Evaluate the situation;
- Monitor national and state level news coverage of the situation (if applicable);
- After coordination with the State EOC, time permitting, the PIO will begin to disseminate emergency public information via news releases to the local news media;
- The content should be coordinated with adjacent jurisdictions and the State EOC;
- Emphasize citizen response and protective action;
- Develop accurate and complete information regarding incident cause, size, current situation, and resources committed;
- Continue to keep the public informed concerning local recovery operations;
- Assist the Health Department in disseminating public health notices, if necessary;
- Assist state and federal officials in disseminating information concerning relief assistance; and

- Document expenses.

## Responsibilities

- Establish a working arrangement between the PIO, the EOC and local radio stations, television stations, and newspapers;
- Encourage local newspapers to periodically publish general information about those specific hazards, which are most likely to occur, such as flooding and industrial accidents;
- Prepare and provide general information as appropriate to special groups such as the visually impaired, the elderly, etc.;
- If necessary, designate a phone number and personnel to handle citizen inquiries;
- Assure the availability of back-up generators at local EAS radio stations;
- Arrange regular press briefings;
- Coordinate the release of information through public broadcast channels, and written documents; and
- Maintain an up-to-date telephone and fax number list for all local news organizations.



# **YORK-POQUOSON SOCIAL SERVICES**

## **Continuity of Operations Plan (COOP) & SOP for Disaster Services**

[http://www.vaemergency.com/library/coop/local\\_govt/index.cfm](http://www.vaemergency.com/library/coop/local_govt/index.cfm)

### **Objectives of the plan are as follows:**

- Maintain command, control, and direction during emergencies;
- Reduce disruptions to operations;
- Protect essential equipment, records and other assets;
- Provide organizational and operational stability;
- Facilitate decision making during an emergency;
- Achieve an orderly recovery from emergency operations;
- Provide a line of succession to critical management and technical positions;
- Fulfill the agency's responsibilities in local, regional and state emergency operations plans.

York-Poquoson Social Services will provide emergency preparedness guidance and the following services to agency clients residing in the County during the time period beginning with the threat of a disaster and working through the recovery process:

- Child Protective Services coverage.
- Adult Protective Services coverage.
- Safety plans for children in foster care.
- Safety plans for our adult clients with special needs.
- Generic Service Intake to assess individual/family needs on a case-by-case basis and to provide information, referrals, counseling, and resources.
- Disaster Food Stamps and other applicable mandated eligibility programs.

## **ESSENTIAL FUNCTIONS**

### **PHASE I-----Emergency Preparedness and PLANNING**

#### **ADMINISTRATION**

- Director and Assistant Director will keep a copy of all employees contact information and email addresses.
- The agency Administrative Coordinator maintains an updated list of all agency staff and home phone numbers in the event that staff need to be called and requested to come to work on a day that is not a scheduled work day.
- The agency Administrative Coordinator will have a master list of agency staff volunteers who would like to be contacted first if staff are needed to work outside of normal business hours.

- County IT will have back-up procedures in place for vital records, systems & Databases.

## **FACILITY**

- In the event the building becomes inaccessible the agency has a verbal agreement with James City County Social Services to use their facility.

## **INTAKE**

- A database will be developed by Intake Services to contain information pertaining to services and resources available to the public (inc. pets) in the event of a disaster. Resources will be added to this book as the disaster unfolds and new resource information is made available to the agency.
- Intake Services will create a plan for fully stocking the food pantry and obtaining any other needed resources, such as food vouchers, to have available for clients, who are not eligible for Emergency Food Stamps, as soon as reasonable probability of a threat has been established.

## **ADULT SERVICES/APS**

- Maintain current information including an emergency plan on our Adult Service and Adult Protective Service clients that will assist the agency in monitoring and providing for the safety and well being of our clients with special needs in the event of a disaster. This information will be kept in a clearly labeled 5 x 8 index box that is visible in each Adult Service worker's office.
- The emergency plan will include an evacuation plan based on the hazards for example, storm surge zones. The plan will cover the following areas:
  - Evacuation destination: 1. Home of family or friends, 2 Hotel/Motel 3. Public Shelter
  - Transportation: Identify transportation needs and who will provide the transportation to an evacuation destination.
- Adult Services Team will assist clients with special needs to complete the required application to enroll in the "Heads Up" program in York and the "Red Flag" program in Poquoson.
- Adult Services and Intake Team will consult with other agencies and organizations who work with adults with special needs to determine what

resources and services might be available to assist in the preparation, response and recovery process.

- Adult Services and Intake Team will create 72-hour emergency survival kits with the help of volunteers that can be distributed to our clients with special needs when there is the threat of a pending disaster.
- Adult Services Supervisor will maintain a list of clients with special needs who need assistance to evacuate and adult services clients who refuse to evacuate.
- Adult Services Supervisor will maintain a list of facilities and adult foster care homes in our locality.

### **FOSTER CARE**

- The Foster Care Team will coordinate with the foster parents and residential facilities to establish an emergency preparedness plan for each of our foster children. (Manner of establishing, recording and maintaining plans to be determined by the Supervisor responsible for Foster Care).

### **CHILD PROTECTIVE SERVICES**

- Regularly scheduled staff (primary on-call worker, secondary on-call worker and on-call supervisor) scheduled to conduct on-call services for Child Welfare and APS will remain in place until the disaster is over and the Director has determined that personnel should report to work.

### **ELIGIBILITY PROGRAMS**

- Disaster Food Stamp Plan may be implemented according to state policy.

## **PHASE II ----- RESPONSE**

**This phase is initiated when there is the reasonable probability that the threat of a disaster has been established or a spontaneous event has occurred (Surry).**

### **ADMINISTRATION**

- Director or Assistant Director will keep agency staff informed of an impending threat of disaster based on information received from York County Emergency Management.

- Director or Assistant Director will meet with agency Supervisors to review COOP & SOP and discuss the details of the implementation based on the information available concerning the specific threat of disaster.
- Director or Assistant Director will assign job functions to staff whose job function is not already defined in this plan.
- The Director will assume or designate a staff person to report to York County Emergency Operations Center to coordinate appropriate activities
- **Communications/Mobilization** - Director will secure alternatives to cell phones and land line telephones if such are needed and will provide an updated mobilization plan for staff depending on the type of disaster forecast.
- Supervisors will be assigned to transport vital resources.

All agency vehicles will be maintained in good operating condition and fueled as far in advance of the disaster as possible.

#### **GENERAL INFORMATION FOR ALL STAFF**

- All staff will be expected to leave the field before the onset of hazardous conditions. If the Social Services offices are closed, they will contact the DSS EOC representative. The EOC representative will monitor events and instruct staff on when to assess clients after the hazardous conditions have passed.

#### **INTAKE**

- Intake Services will initiate stocking the food pantry and obtaining other necessary supplies and resources, such as food vouchers, to meet client needs following the disaster.
- Intake Supervisor will review disaster resource database and ensure that information is available to intake workers.

#### **ADULT SERVICES/APS**

- Social Workers shall attempt contact with all clients in their caseloads to ensure they can implement their emergency preparedness plan and review options if they do not have a reasonable plan of action to cover the upcoming/occurring event. This action shall be initiated as soon as reasonable probability of a threat has been established.

- The Adult Services Supervisor or designee will contact all facilities and adult foster homes in our locality to check that the emergency preparedness plan will be implemented and to ensure safety of the foster children (Adult Services Supervisor will establish a plan to facilitate this process).
- In the event that any Adult Service Social Worker is not present to make contact with their caseload, the Supervisor or designated acting Supervisor will assume the responsibility for making contact with their clients or designate the responsibility to another worker/s.
- Social Workers or other agency staff should report to the Adult Service Supervisor or designated Supervisor any persons that you have assessed to be at risk due to incapacity, poor decision-making, poor planning and etc. Each case will be considered individually and action taken as needed.
- Evacuation locations will be recorded on the individual's index card in the emergency card box and an assessment priority list will be developed for post-disaster follow-up in the order of perceived urgency of need for possible post-disaster intervention. The priority list will be placed inside of the emergency card box during the disaster so that any staff member following the disaster can easily locate it.
- Regularly scheduled staff (primary on-call worker, secondary on-call worker and on-call supervisor) scheduled to conduct on-call services for Child Welfare and APS will remain in place until the disaster is over and the Director has determined that personnel should report to work.

## **FOSTER CARE**

- Social Workers will make contact with foster parents or residential care facilities located in areas affected by the threat of the disaster to check that the emergency preparedness plan will be implemented and to ensure safety of the foster children. (Foster Care Supervisor will establish a plan to facilitate this process).

## **CHILD PROTECTIVE SERVICES**

- Regularly scheduled staff (primary on-call worker, secondary on-call worker and on-call supervisor) scheduled to conduct on-call services for Child Welfare and APS will remain in place until the disaster is over and the Director has determined that personnel should report to work.
- The supervisor responsible for CPS will ensure that the primary CPS on-call worker is qualified to make independent decisions regarding a CPS and APS

in the event that the worker is unable to reach a Supervisor during and immediately following the disaster.

- Child Welfare Social Workers may assist Adult Services Team or Foster Care Team in contacting clients/foster children to assess their safety.

## **ELIGIBILITY**

- Eligibility Supervisor will conduct an inventory of supplies and forms required to administer necessary eligibility programs following the disaster. She will attempt to obtain any forms or supplies needed prior to the event.
- Eligibility staff may assist Adult Service Team in making contact with clients to assess their safety.

## **PHASE III-----RECOVERY**

**This phase is implemented once the threat has subsided, an actual disaster has occurred that would result in increased social service need, and the Director determines that personnel should report to work.**

### **ADMINISTRATION**

- The agency administrative staff may contact staff and request them to return to work if the first day following the disaster is not a scheduled work day.
- Director or Assistant Director will assign job functions to staff whose job function is not already defined in this plan.

### **INTAKE**

- Intake Supervisor will designate two full-time Intake Workers and an alternate third Intake Worker for breaks or increased service need at all times during the hours that agency staff are required to work. The alternate third Intake Worker will perform other duties that would allow them to remain inside the agency and available as needed.
- Intake Services will monitor agency resource needs for Intake.

### **ADULT SERVICES**

- Social Workers will attempt contact by phone or in person with all adults in their caseload who may require follow-up contact based on pre-disaster assessment list in order of priority.

- Social Workers will go out to the homes of clients that we were unable to assure safety by phone or clients who have been identified to be in need of services in teams of two. Adult Service Social Workers with experience will be paired with less experienced Social Workers or with volunteer agency staff who are not a part of the adult team.
- The Adult Service Team shall only be asked to volunteer in other areas of service in the agency after they have assured the safety and well being of the special needs population.
- Adult Services Supervisor will monitor resource needs for adult population

### **FOSTER CARE**

- Social Workers will follow up with foster parents or residential care facilities concerning the status of our foster children and provide any assistance needed to ensure their safety and well being (Foster Care Supervisor will develop a plan to facilitate this process).
- The Foster Care team shall only be asked to volunteer in other areas of service in the agency after they have assured the safety and well being of our foster children.

### **CHILD PROTECTIVE SERVICES**

- Social Workers not involved in providing immediate needs for Child Protective Service Program may assist with contacting adult service clients and foster parents/ residential facilities and/or Disaster Food Stamps.

### **ELIGIBILITY**

- Eligibility Supervisor will communicate with the state for direction concerning the implementation of disaster food stamps. Disaster Food Stamp Plan for the current year will be implemented if directed by the state.
- If Disaster Food Stamp Program is not authorized, Eligibility Workers may assist the adult team in contacting and assisting adult clients.

### **COMMUNITY SUPPORT**

The York-Poquoson Department of Social Services will provide staff for all Disaster Recovery Centers located in York and Poquoson and will provide staff for community meetings held to inform our citizens of any and all services or programs for which they may be eligible.

**ALL STAFF MEMBERS OF YORK-POQUOSON SOCIAL SERVICES NOT SPECIFICALLY DESIGNATED TO PERFORM IN PHASE I, II, OR III OF THIS PLAN WILL PROVIDE SUPPORTIVE SERVICES TO THOSE STAFF MEMBERS WHO HAVE BEEN ASSIGNED SPECIFIC JOB FUNCTIONS IN THE PLAN.**

## **PANDEMIC INFLUENZA ESSENTIAL OPERATIONS AND CONTINUITY OF SERVICES GUIDE**

**The objectives of our department during a local pandemic influenza are the following:**

1. Reduce transmission of the pandemic virus strain among our employees, customers/clients, and partners.
  2. Minimize illness among employees and customers/clients.
  3. Maintain essential operations and services.
  4. Minimize social disruptions and the economic impact of a pandemic.
- **Establish Necessary Policies**  
The Leadership Team will be responsible for establishing policies directly related to a pandemic health emergency which may include the following:
    1. employee leave
    2. flexible work schedules
    3. travel
    4. health care
    5. management of ill employees
  - **Provide regular information updates to staff, clients**  
Director will coordinate communications to staff, citizens and city/county personnel
    - Develop a report and track system for employees and clients
      - Employees report illness to Supervisors, Supervisors report illnesses to Director, and Director report illnesses to County/City Officials and Department of Public Health
    - Track and report **employee** illnesses and absences
      - If an employee feels ill or if someone observes that a co-worker is exhibiting symptoms of influenza at work, they should report it immediately to their supervisor and the employee should be sent home immediately. The Supervisor will notify the Director.
      - Complete an Influenza Case Form
      - If the employee is at work provide them with a mask and instruct them to put it on immediately
      - Instruct employee to leave work
      - Advise employee to contact a health professional



- Have employee's work station cleaned and disinfected
  - Track and report **client** illnesses and absences
    - If a client comes into the building exhibiting flu-like symptoms, the client should be sent home immediately. Brochures regarding individual care during flue illness should be available for the client.
    - Workers should report all client illnesses to their unit supervisor who will report to the Director, who will report to City/County Officials and Department of Public Health.
- **Ensure supplies/sanitary stations are in place and stocked**

The department will order "sanitary stations" for high volume areas in each unit. A tracking system should be in place to ensure supplies are well stocked. Also, informational handouts in the form of brochures should be readily available to clients, consumers, and visitors. The following will consist of "sanitary stations"

  1. hand sanitizer
  2. mask
  3. tissues
- **Provide psychosocial services where needed**
  - Frequently monitor the occupational health, safety, and psychological well-being of deployed staff.
  - Provide access to activities to help reduce stress (rest, hot showers, nutritious snack, etc.)
  - Provide behavioral health services, as requested.
- **Activate infectious disease control measures**

Safeguarding the health of employees, clients, vendors and the public during an influenza pandemic is a key objective for York-Poquoson Social Services. A variety of infection control measures, including heightened hygiene practices, social distancing, and infection control equipment may be utilized to slow the spread of disease
- **Develop procedures to meet mandated services requirements**
  - A. **Determine methods of taking benefit applications**
    - Completing applications by phone
    - Explore possible web based application system for benefits
    - Work with other localities to process benefit applications
  - B. **Determine methods for responding to APS/CPS calls**
    - Staggering work shifts
    - Implement strategy for working at home

- **Infection control**

During a pandemic, thorough workplace cleaning measures will be required to minimize transmission of influenza virus through hard surfaces (e.g. door knobs, sinks, handles, railings, objects and counters). The influenza viruses may live up to two days on such surfaces. To effectively clean the work space the following will be provided:

1. soap
2. water
3. disinfectant (which will include either bleach or 60% ethyl alcohol)
4. gloves
5. mask

## **Alternate Facilities**

York-Poquoson DSS recognizes that normal operations may be disrupted and that there may be a need to perform essential functions at alternate facilities.

The Administrative Services Manager and Director will coordinate the transporting of critical items and equipment. Equipment to be transferred to an alternative site could include: active client record information, agency accounting information and payroll information, agency checks, back up disks for all critical data, personnel files, board minute books.

## **Order of Succession**

The order of succession for in charge decisions and essential personnel is as follows: Director, Assistant Director, Senior Eligibility Supervisor, Child Welfare Supervisor, Adult Services Supervisor, Eligibility Supervisor, and Administrative Services Manager.

## **Testing**

Each Supervisor is responsible for the testing of the contingency plan as it impacts their staff.

## **Process for Updating the Plan**

The Director is responsible for maintaining and updating the contingency plan every year and for testing and discussing the plan with staff.

This plan has been reviewed and approved by:

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Kimberly Irvine, Director	DATE
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Dee Davis, Board Chair	DATE
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