

City of Alexandria Emergency Operations Plan



March 2021

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Forward

This document is a result of the collaborative efforts between the City of Alexandria Office of Emergency Management (OEM), many other City departments, and agencies that have emergency roles and responsibilities. The final plan incorporates comments and suggestions received from a variety of stakeholders, including many partner agencies and organizations that provide critical support to the City during times of disaster.

This plan fulfills the Commonwealth of Virginia's requirement that localities prepare and keep current an Emergency Operations Plan (EOP) to respond to disasters or large-scale emergencies. It also incorporates the National Incident Management System (NIMS) as the City standard for emergency response operations.

This plan establishes the overall roles and responsibilities for emergency operations, as well as the concept of operations for the City. It is intended to be used in conjunction with established operational plans, policies, procedures, and protocols.

Users of this document are encouraged to recommend changes that will improve the clarity and use of this plan. Any questions or comments concerning this document should be directed to:

Office of Emergency Management
2003 Mill Road, Suite 3100
Alexandria, VA 22314
Telephone: (703) 746.6105

Code of Virginia Emergency Services & Disaster Law

The Code of Virginia §44-146.19 authorizes and requires each political subdivision within the Commonwealth to be responsible for local disaster mitigation, preparedness, prevention, response, and recovery. The statute requires the preparation and maintenance of a local emergency operations plan that identifies the responsibilities of all local agencies and establishes a chain of command. A comprehensive review and revision of the local emergency operations plan must be conducted every four years to ensure that the plan remains current. The revised plan must be formally adopted by the locality's governing body.

The City of Alexandria EOP has been developed under the authority of Code of Virginia §44-146.19, City Code §4-3, and Administrative Regulation 8-2. While intended to be consistent with the Commonwealth of Virginia Emergency Operations Plan (COVEOP), this EOP has been tailored to address the City of Alexandria's particular local needs. It takes into account the organization of the City's government. This plan serves as the local emergency operations plan required by Code of Virginia statute §44-146.19.

Additionally, pursuant to Code of Virginia §44-146.19, each local jurisdiction's emergency operations plan must include the following provisions:

In the event of an emergency when there are crime victims involved as defined by §192-11.01 of the Code of Virginia, the City of Alexandria will contact the Virginia Department of Virginia Criminal Justice Services (DCJS) and the Virginia Criminal Injuries Compensation Fund (VCICF) to deploy resources. Both entities will serve as the lead for coordinating services and assistance to the victims.

Contact Information

City of Alexandria Commonwealth's Victim Witness Assistance Program
(703) 746-4100

Criminal Injury Compensation Fund (Virginia Victims Fund)
P.O. Box 26927
Richmond, VA 23261
Phone: 1-800-552-4007
Email: info@virginiavictimsfund.org
Website: <http://www.cicf.state.va.us/content/victims-crime-virginia>

Virginia Department of Criminal Justice Services
1100 Bank Street
Richmond, VA 23219
DCJS Main Line: (804) 786-4000

Letter of Promulgation



City of Alexandria, Virginia
301 King Street, Suite 2300
Alexandria, Virginia 22314



Justin M. Wilson
Mayor

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Canek Aguirre
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March 10, 2021

I HEREBY CERTIFY that the following motion was adopted by the Alexandria City Council on March 9, 2021:

Upon motion by Councilwoman Pepper and Councilman Aguirre, City Council approved and adopted the 2021 City of Alexandria Emergency Operations Plan update. The motion carried unanimously and is as follows: In favor, Mayor Wilson, Vice Mayor Bennett-Parker, Councilman Aguirre, Councilman Chapman, Councilwoman Jackson, Councilwoman Pepper, and Councilman Seifeldin; Opposed, none.

ATTEST:

Gloria Sitton
City Clerk and Clerk of Council
City of Alexandria, Virginia

Letter of Agreement

The City of Alexandria EOP is a multidisciplinary all-hazard plan that establishes a comprehensive framework for the management of major emergencies and disasters within the City. The EOP is implemented when it becomes necessary to mobilize the resources of identified departments and agencies to save lives, protect property, and preserve the environment. The EOP assigns primary and secondary roles and responsibilities to City departments and agencies, as well as coordinating roles to external stakeholders. The EOP requires planning, training, and exercising prior to a real-world event in order for the City to respond effectively. An agreement to this EOP represents a major commitment by City leadership.

By signing this letter of agreement, the City departments and agencies agree to:

1. Perform assigned roles and responsibilities identified in this EOP.
2. Implement the EOP concepts, processes, and structures when carrying out their assigned roles and functional responsibilities.
3. Conduct operations in accordance with the National Incident Management System (NIMS), Incident Command System (ICS), applicable Homeland Security Directives, and the National Response Framework.
4. Conduct planning and preparedness activities designed to prepare agency staff to accomplish assigned emergency response and recovery responsibilities.
5. Develop and maintain supporting plans, operational procedures, functional annexes (coordinating agencies), and checklists to accomplish assigned responsibilities.
6. Conduct exercises and training in cooperation with internal and external departments, agencies, and OEM.
7. Maintain financial records in accordance with guidance from the Department of Finance, OEM, and other applicable City policies/procedures.
8. Establish, maintain, and exercise emergency notifications.
9. Develop and maintain an inventory of agency/department resources applicable to accomplishing assigned emergency functions using ICS processes.
10. Provide senior representatives to staff the Emergency Operations Center (EOC), incident command post, or other identified emergency locations when activated and requested.
11. Participate in approved drills, tests, and exercises.
12. Maintain an approved agency/department-specific Continuity of Operations Plan (COOP) in accordance with City Administrative Regulation 8-2.

13. Maintain a three-tier (or greater) line of succession for the agency/department's senior positions with the authority to make decisions for committing organizational resources.
14. Safeguard vital records, including digital data at all times.
15. Establish stand-by contracts for services, equipment, and other resources with private industry.
16. In cooperation with OEM, establish mutual aid agreements with surrounding municipals and military counterparts as appropriate.
17. Annually review all emergency plans, policies, and procedures.
18. Familiarize and train all personnel with their emergency responsibilities and procedures on a regular basis.

Records of Changes

Change #	Revision Date	Description of Change	Page #	Initials

Purpose

The City of Alexandria Emergency Operations Plan (EOP) is a strategic document that will be periodically evaluated, updated, and refined to meet the City's changing needs. OEM will coordinate input and updates to this plan with City departments, agencies, and non-governmental organizations throughout the perpetual emergency planning process.

The Mission and Vision of OEM:

- To save lives, protect property, and speed recovery from major emergencies by developing City-wide programs and emergency operational capabilities that prevent, prepare for, mitigate, respond to, and recover from any emergency regardless of the cause—whether in peacetime or a situation of national security. This is accomplished with the full support of the elected and appointed officials of the City and requires the active participation of a range of participants from all City departments, agencies, citizens, private, and non-profit sectors to be fully successful.

OEM, in cooperation with City leadership, City departments, and other members of the community, will accomplish this mission by:

- Identifying natural, human-caused, and technological hazards that threaten life, property, and/or the City and its surrounding environment.
- Assigning emergency management responsibilities and tasks.
- Providing for effective assignment and utilization of City employees.
- Describing predetermined actions (responsibilities, tasks) to be taken by relevant City departments and other cooperating organizations to eliminate or mitigate the effects of threats, to respond effectively to, and recover from an emergency.
- Documenting the current capabilities and resources of City agencies and other cooperating organizations which must be maintained to accomplish those predetermined actions.
- Providing for the continuity of City government services during and after an emergency.
- Enhancing cooperation and coordination with community agencies, neighboring jurisdictions, and state and federal agencies through mutual aid agreements and memoranda of understanding.
- Providing a planning group with representatives from City departments as identified in Administration Regulation 8-2 and utilized in the development of this EOP for reviewing and revising the EOP; planning and evaluating exercises; and reviewing and offering recommendations on the City's emergency management initiatives.

OEM will provide guidance on:

- Mitigation/prevention, preparedness, response, recovery policies, and procedures.
- Disaster and emergency responsibilities.
- Exercise, training, and public education activities.

Scope

- Applies to all natural, human-caused, and technological hazards that threaten the well-being of the residents and visitors, including individuals with disabilities and access and functional needs, within the geographic boundary of the City of Alexandria. The plan or portions thereof may apply when the City and other jurisdictions provide mutual aid support to emergencies.
- Establishes a fundamental concept of operations for the comprehensive management of emergencies scalable to the size and scope of the incident.
- Defines the mechanisms to facilitate the delivery of immediate assistance, including the direction and control of local, intrastate, interstate, and federal response and recovery assets.
- Establishes lines of authority and organizational relationships for direction and control of emergency operations and shows how all actions will be coordinated.
- Establishes a method of operations that spans the direction and control of an emergency from initial monitoring through post-disaster response, recovery, and mitigation.
- Defines and assigns specific emergency roles and responsibilities to City departments and partner organizations.
- Describes how emergency operations will be conducted within the City and coordinated with neighboring and regional jurisdictions, the Commonwealth of Virginia, and the Federal Government.
- Outlines methods to coordinate with the private sector and voluntary organizations.
- Applies to all City departments that are tasked with roles and responsibilities within the EOP, and recognizes the responsibility of each City department to respond when the size and scope of the incident require it.
- Describes the protection of people (including minors, individuals with limited English proficiency, individuals with disabilities, and access and functional needs), property, and the environment.
- Establishes the framework and general concept of emergency operations, while recognizing that this framework must be supplemented with additional detailed planning efforts and documents. All City departments are required to develop and maintain administrative policies and procedures;

preparedness, continuity, mitigation, and recovery plans; and job aids and tools necessary to effectively execute the assigned responsibilities.

Planning Assumptions

- Nothing in this EOP alters or impedes the ability of Federal, State, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive Orders, or directives.
- The City is responsible for implementing the EOP, and maintaining the response and recovery capability to protect the lives and property of its residents and visitors from the effects of human-caused and natural disasters. The City will commit all available resources to save lives, minimize property and environmental damages, and conduct emergency response and recovery operations.
- The City government must continue to function throughout a disaster or emergency. Depending upon the scope and magnitude of the incident, concurrent implementation of the Continuity of Operations Plan (COOP)/Continuity of Government Operations may be necessary. All City departments are encouraged to maintain an updated COOP.
- This “all-hazards” plan has been developed to address all conceivable scenarios that could threaten the City. It provides the response framework and guidance for any emergency or disaster situation that could occur. The organization and concept of emergency operations are designed to allow flexibility and discretion in the command and control of the incident, using the concept of ICS. Emergency operations will be managed in accordance with NIMS.
- Emergencies of various type, size, intensity, and duration may occur within or near the jurisdictional boundaries of the City of Alexandria, with or without warning. These emergencies can develop into disasters that affect the safety, health, and welfare of the population and cause damage or destruction of private and public property as well as the environment.
- In situations when a warning is possible (e.g., severe weather), the agencies, such as National Weather Service (NWS), with emergency roles and responsibilities will conduct appropriate emergency notification (internal and external) and take preparedness actions.
- Following an emergency alert or notification, all City departments with emergency roles are expected to be prepared in case the emergency or disaster is deemed to be of major or expanding proportions and serious injury, loss of life, or significant damage is anticipated. All other City departments are expected to be prepared to respond as needed.

- City departments may be required to respond on short notice, and at any time of the day or night, to provide effective and timely assistance. It is the responsibility of each department to ensure staff is trained, prepared, and available to respond.
- Response operations may last for several hours, days, or weeks. Recovery operations may last for days, weeks, months, or years. City departments or organizations providing staff to the EOC must have the capability to maintain operations 24 hours per day and 7 days a week (24/7) for the duration of the emergency.
- During emergencies, capabilities to respond to collateral and unrelated emergencies must be maintained, further impacting the availability of resources for the emergency incident.
- An emergency may escalate quickly and require the rapid mobilization and reallocation of available resources.
- In the event the emergency exceeds local emergency response capabilities, outside assistance may be requested, either through mutual aid support agreements with nearby jurisdictions and volunteer emergency organizations or through the Virginia EOC. However, often a local emergency must be declared, and local resources must be fully committed before state and federal assistance is available. Additionally, depending on the size and scope of the incident and/or concurrent incidents across a wide geographic area, resources may not be available in a timely manner, which may result in competition among residents and jurisdictions for scarce resources.
- Residents or visitors may have disabilities and related access and functional needs, which may require assistance during an emergency. Each individual will have unique needs and thus require appropriate operational strategies, including communications, registration, transportation, and shelter.
- Reimbursement for expenses incurred during disaster operations will be a priority for the City. Therefore, each City department and eligible private, non-profit, and volunteer organizations conducting response and recovery activities within the City will establish and implement procedures for documenting activities and expenses incurred in accordance with City, State, and Federal guidelines to maximize the opportunities for reimbursement of costs.

Location & Geography

- Alexandria is located in Northern Virginia, south across the Potomac River from Washington, D.C. The City encompasses 15.75 square miles at an average elevation of 30 feet above sea level. The population of the City was 139,966 as of the 2010 Census and was estimated to be 159,428 in 2019. Alexandria's high population density and its location along the banks of the Potomac River

increases the City's vulnerability to a variety of hazards, most notably flooding. In addition, to snowmelt and rain-related river flooding episodes. Alexandria is also subjected to tidal and storm surge flooding. As sea levels rise, permanent inundation of low-lying areas along and near the river shoreline is also a concern. Winter weather and high wind events also pose a significant threat to the City as the 2015-2016 winter storm and summer seasons have proven.

Potential Emergency Conditions

- Significant natural, human-caused, or technological emergencies may overwhelm the capabilities of the City of Alexandria to provide prompt and effective emergency response and emergency short-term recovery measures. Emergencies may damage transportation infrastructure and disrupt local transportation services. There is the potential for widespread damages to telecommunications infrastructure, which would impair the ability of the government to operate and emergency response agencies to communicate.
- Emergencies may severely damage or destroy homes, public buildings, and other critical facilities and equipment. Debris may make streets and highways impassable. The movement of emergency supplies and resources could be seriously impeded. Public utilities may be damaged and either fully or partially inoperable. Some municipal (and partner) emergency personnel could be victims of the emergency, preventing them from performing their assigned emergency duties. Numerous separate hazardous conditions and other emergencies as a result of the major event can be anticipated.
- Many victims may be in life-threatening situations requiring immediate rescue and medical care. There could be shortages of a wide variety of supplies necessary for emergency survival. Hospitals, nursing homes, pharmacies, and other health/medical facilities may be severely damaged or destroyed. Medical and health care facilities that remain in operation will be overwhelmed by the number of victims requiring medical attention. Medical supplies and equipment will be in short supply.
- Damage to fixed facilities that generate, produce, use, store, or dispose of hazardous materials could result in the release of hazardous materials into the environment. Food processing and distribution capabilities may be severely damaged or destroyed. There could be minimal to a total disruption of energy sources and prolonged electric power failure.

Hazard Analysis

- The City has published its City Hazard Identification and Risk Assessment (HIRA) under a separate cover. It describes the potential threats to the City, identifies hazard effects and impacts, and proposes mitigation strategies.
- The City may experience a loss of life and property of catastrophic proportions from a series of potential hazards. A list of these hazards is found in the HIRA and the following chart.

HAZARDS AFFECTING THE CITY OF ALEXANDRIA		
Natural	Technological	Human/Societal
• Pandemic Influenza	• Communications Failures	• Civil Disturbance/Riots
• Severe Storms	• Fires: Explosion/Structural	• Terrorism: Biological, Chemical, Cyberattacks, Explosive, Nuclear, and Radiological
• Hurricanes/Tropical Storms	• Fuel/Resource Shortages	• Workplace Violence, Hostage Taking
• Extreme Temperatures	• Power/Utility Outages	• Food and Water Supply Disruptions
• Tornados	• Radiological	
• High Winds	• Transportation Accidents: Aircraft, Marine and Motor Vehicle	
• Droughts	• Chemical Releases: Rail, Highway, Fixed Facility	
• Winter Storms		
• Flooding: Flash and River		

- Equipment and facility damage, communication failures, inclement weather, responder injury and death, and many other limiting factors often hamper emergency response. In the event of an emergency that exceeds the available resources, the public should be prepared to be self-sufficient for a minimum of 72 hours while the City restores emergency response.

Vulnerability Analysis

- The City of Alexandria could easily experience a loss of life and property of catastrophic proportion from a series of potential hazards.
- The HIRA outlines specific impacts to people, property, the economy, and the environment in Northern Virginia and including the City of Alexandria.

Delegation of Authority

- The City Manager is the Director of Emergency Management for the City of Alexandria. The City Manager has designated the Emergency Management Coordinator to head OEM. Emergency response functions are also part of the day-to-day function of many City departments. While the routine functions of most City departments are not of an emergency nature, pursuant to this EOP, all of the City’s employees may be utilized in the City’s efforts to respond to and recover from emergencies.

- Emergencies may require City departments to perform extraordinary functions (as per Code of Virginia §44-146.19 and City Code §4-3). In these situations, every attempt will be made by City management to preserve the City's organizational integrity and to assign emergency tasks to City employees that are consistent with their normal duties. However, it may be necessary to re-assign City employees and use them in functions or areas of greatest need. Daily functions that do not contribute directly to the emergency operations may be suspended for the duration of the emergency.
- The Director of Emergency Management, or designee, is responsible for organizing emergency management and directing emergency operations through the regularly constituted government structure and using equipment, supplies, and facilities of existing departments and organizations of the City to the maximum extent practicable.
- The Director of Emergency Management may, in collaboration with other public and private agencies within the Commonwealth or other State or localities, develop or oversee the development of mutual aid agreements or reciprocal assistance in the case of an emergency or disaster too great to be handled unassisted.
- When a local emergency is declared, the Director of Emergency Management, or designee, is authorized by Va. Code §44-146.19(C) to:
 - Control, restrict, allocate, or regulate the use, sale, production, and distribution of food, fuel, clothing, and other commodities, materials, goods, services, and resource systems that do not impact systems affecting adjoining political subdivisions.
 - Enter into contracts and incur obligation on behalf of the City necessary to combat such threatened or actual disaster, protect the health and safety of persons or property, and provide emergency assistance to the survivors of such disasters.
 - In exercising these powers, proceed without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) pertaining to the performance of public work; entering into contracts, incurring obligations, employing temporary workers, renting equipment, purchasing supplies and materials, and expending public funds, provided such funds in excess of appropriations in the current approved budget are unobligated and available.

Concept of Operations

- Each City department is responsible for ensuring the fulfillment of applicable responsibilities for the specific Emergency Support Functions (ESFs) for which it is the primary or support department. This obligation includes resources and personnel. Each department must be aware of

its available equipment and the disposition of other physical resources. It must ensure that its personnel are aware of and trained on the department's responsibilities.

With this EOP, the City endeavors to:

- ***Protect Public Health and Safety and Prevent Loss of Life:*** It will undertake efforts to save human life; rescue endangered people; treat the injured; warn the public to avoid further casualties; evacuate people from impacted area; direct people to shelter and mass care; ensure the provision of necessary medication and vaccination; monitor and regulate sources of food and water; and, save animals.
- ***Preserve Property and the Environment:*** It will make every reasonable effort to save property from destruction; prevent further loss; provide security for property, especially in evacuated areas; and prevent contamination to the environment.
- ***Assure Continuity of Government and Government Operations:*** It will provide lines of succession for elected and appointed officials; assure that essential functions of government can be maintained and/or restored with minimal interruption.
- ***Restore the Community to Normal:*** It will aim to restore critical infrastructure, including utilities, as well as the economic basis of the community.
- ***Prepare the City in Advance of an Emergency:*** It will develop action plans for responding to and recovering from emergencies; training staff on how to perform the duties and responsibilities contained in action plans; practice implementing the action plans; and modify the plans based on experience.

Direction, Control, and Coordination

- The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, stipulates that emergency services organizations and operations will be structured around the existing constitutional government. The City's organization for emergency operations consists of existing government departments and private emergency response organizations.
- Direction and control of emergency management is the responsibility of the City Manager as the designated Director of Emergency Management. The day-to-day emergency preparedness program has been delegated to the Emergency Management Coordinator. The Director of Emergency Management, in conjunction with the Emergency Management Coordinator, will control emergency operations in times of emergency and issue instructions to other services and organizations concerning disaster preparedness.

- The Director of Emergency Management, or designee, has the legal authority to implement this EOP and declare a local emergency. The Director of Emergency Management may declare a local emergency in consultation with the Emergency Management Coordinator. The declaration of a local emergency activates the EOP or parts thereof.
- The Director of Emergency Management or designee or the Emergency Management Coordinator will notify the Virginia Department of Emergency Management (VDEM) immediately upon the declaration of a local emergency.
- The Emergency Management Coordinator, or designee, monitors developing or threatening situations and determines when to recommend the activation of the City's Emergency Operations Center (EOC), which is discussed in greater detail below. Any emergency requiring more than routine coordination and assistance and involving multiple departments and organizations may result in the activation of the EOC.
- The Director of Emergency Management, or designee, has the authority to order a full activation of the EOC whenever it is appropriate to coordinate the City departments' response to the incident. These circumstances may result in the declaration of a local emergency.
- Departments and organizations will be directed either to provide a representative to the EOC or to place necessary personnel on alert. ESFs may be selectively activated by the Emergency Management Coordinator, or designee, to meet actual or anticipated requirements. Departmental and organizational representatives must have the authority to make decisions and commit resources on behalf of their department or organization.
- The Director of Emergency Management, or designee, in coordination with the Policy Group and the City Attorney, when necessary, will make policy decisions and take actions necessary to ensure an effective and efficient response to emergency incidents.

National Incident Management System (NIMS)

- Homeland Security Presidential Directives 5 directs Federal agencies to adopt NIMS and encourages the adoption of NIMS by all other stakeholders – state, tribal, and local governments; private sector organizations; critical infrastructure owners and operators; and non-government organizations involved in emergency management.
- Based upon emergency management and incident response practices, NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes that enables effective, efficient, and collaborative incident management. The institutionalization of these elements nationwide through training helps to mitigate risk by achieving greater preparedness.

- The EOP has been developed to address all hazards that may threaten the City by providing the response framework and guidance for any emergency or disaster situation that occurs. The organization and concept of operations are designed to allow flexibility and discretion through command and control of the incident, using the concepts of the Incident Command System (ICS). Emergency operations will be managed in accordance with NIMS.

Emergency Management Coordination Facilities

Incident Command Post (ICP)

- The tactical-level, on-scene incident command and management organization is located at the ICP. When multiple command authorities are involved, a Unified Command (UC) comprised of officials who have a jurisdictional authority or functional responsibility for the incident under appropriate laws, ordinances, or agreements may lead the ICP. The Incident Commander (IC) or UC provides direction, on-scene control of tactical operations, and utilizes a NIMS/ICS incident management organization.
- The ICP is usually located at or in the immediate vicinity of the incident site. The IC or UC selects the location. There is one ICP established for each incident. Depending on the number and location of incidents, there may be multiple ICPs operating in the City at the same time.

Emergency Operations Center (EOC)

- If deemed necessary by the Director of Emergency Management or the Emergency Management Coordinator, or the designee of either, the EOC will be activated.
- Upon activation, communications and coordination will be established between the IC and the EOC. Additionally, the EOC will establish communication and coordination with neighboring jurisdiction EOCs and the State EOC to coordinate response and recovery activities.

Department Operations Center (DOC)

- Each City department, or group of departments, may establish a location from which to establish direction and control of its respective department activities in an emergency, which may be located in the department's operational headquarters, or another appropriate location, depending upon the circumstances.
- Any department operating from another location other than the EOC will maintain contact with the EOC through direct, redundant communications, such as telephones, computer, radio, and fax.

- All departments must ensure that communication systems are in place between EOC representatives and their DOCs.
- Each department representative should bring a portable radio, charger, spare batteries, headsets, and cellular phones to the EOC, as appropriate.

Joint Field Office (JFO)

The JFO is a federal multi-agency coordination center established locally. It provides a central location for coordination of federal, state, local, tribal, and non-governmental organizations with primary responsibility for threat response and emergency support. The JFO enables the effective and efficient coordination of federal incident-related mitigation, prevention, preparedness, response, and recovery actions.

Joint Information Center (JIC)

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

Disaster Recovery Center (DRC)

When established in coordination with state and local jurisdictions, a DRC is a satellite component of the JFO and provides a central facility where individuals affected by a disaster can obtain information on disaster recovery assistance programs from various federal, state, local, tribal, and non-governmental organizations.

Comprehensive Emergency Management Phases

The City will meet its responsibility for protecting life and property from the effects of emergency events by acting within each of the following five phases of emergency management. The City has adopted NIMS and uses it in all phases of emergency management.

Phase 1: Prevention

- Prevention helps protect lives, property, and environment before an emergency occurs. Prevention measures help avoid emergencies or can intervene to stop an emergency from occurring.

- Prevention measures apply intelligence analysis and other types of analysis to information obtained from a range of activities, such as heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance; immunizations, isolation or quarantine; and specific law enforcement operations aimed at deterring or preempting illegal activities.
- Prevention activities also include educating citizens about protective actions, such as creating an emergency kit.

Phase 2: Mitigation

- Mitigation is any action that prevents an emergency from occurring, or reduces the impact of an emergency on people, property, and the environment.
- Mitigation efforts include adopting and enforcing building codes; land use planning; training and education of the public on the need for mitigation; and implementing structural and non-structural safety measures.

Phase 3: Preparedness

- Preparedness activities consist of almost any pre-emergency action that will improve the safety or effectiveness of the emergency response. Preparedness activities have the potential to save lives when integrated into City-wide emergency response and recovery efforts.
- City departments will ensure their employees are trained to implement emergency preparedness procedures. Departments will validate their readiness for an emergency through internal drills and participation in City-wide exercises. Other governmental jurisdictions within and outside the City's boundaries may also be encouraged to participate in these exercises. Exercises results will be documented, and recommendations implemented to improve the City's preparedness for an emergency. OEM will continuously revise the EOP, based on information obtained from ongoing planning and exercises, as well as changing circumstances and evolving services.

Phase 4: Response

- Response is the use of the resources to address the immediate and short-term effects of an emergency. Emergency response efforts can minimize suffering, loss of life, and property damage, as well as maintain or speed the restoration of essential government services.
- When initiating the response operation, the City's Emergency Management Team (EMT), as identified in the Emergency Support Function (ESF) Primary/Coordinating Agency Matrix, will

conduct an initial assessment of the situation, determine the need to alert others, and take appropriate actions to reduce the risks and potential impacts of the emergency.

- Emergency response activities may include activating the City's EOC for coordinating response support.
- City departments may assist with issuing and transmitting emergency alerts and warnings, supporting first responder efforts to protect lives and property, maintaining or restoring essential services, and protecting vital resources and the environment.

Phase 5: Recovery

- Recovery activities return the City to a pre-emergency state. Example of recovery efforts, which may include a continuation of ESFs, include conducting detailed damage assessments; removing the debris; restoring essential services, critical facilities, and infrastructure; rebuilding homes; and providing assistance to businesses.
- There is not a definitive point after the emergency occurs when the response phase ends, and the recovery phase begins. In general, recovery and mitigation efforts occur after the deactivation of the EOC, when the City departments return to normal operations. Many long-term recovery programs will be integrated into the day-to-day project activities of the departments, rather than be managed from the EOC.

Continuity of Operations and Preservation of Records

Continuity of Operations

Each City department shall develop a COOP plan to explain how it will continue to perform its essential functions under emergency conditions. The COOP shall include identification of essential department functions and key personnel; a procedure for protection of vital records; plans and procedures to utilize alternate facilities and resources to continue operations if the department's primary facility(ies) become unstable or unusable; and measures for the protection and welfare of employees.

Preservation of Records

- All City departments will develop plans and procedures to guarantee the preservation of vital public records, including their reconstitution, if necessary, during and after emergencies.
- In general, vital public records include those considered essential to the continued operation of City government; considered absolutely essential to the City's ability to fulfill its responsibilities to the public; required to protect the rights of individuals and the City; and, essential to the

restoration of life support services. Documentation of actions taken during an emergency is a legal requirement.

- Specific vital public records include vital statistics, deeds, corporation papers, operational plans, planning records, resources data, authorities, personnel and payroll rosters, succession lists, supplies and equipment lists, charters, and financial records.

Emergency Declarations

Emergency Declaration

- “Emergency,” as defined by the Robert T. Stafford Act, means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.
- An Emergency Declaration is more limited in scope and without the long-term federal recovery programs of a Major Disaster Declaration. Generally, federal assistance and funding are provided to meet specific emergency needs or to help prevent a major disaster from occurring

Three types of emergency declarations may apply to a disaster or emergency within the City of Alexandria, depending upon the scope and magnitude of the event: Local Declaration, State Declaration, or Federal Declaration.

- **Local Declaration:** A local declaration of emergency activates the EOP, eliminates time-consuming procurement processes, and provides for the expeditious mobilization of City resources in responding to a major incident.
- **State Declaration:** A declaration of emergency by the Governor of Virginia that includes the City provides the City with access to the resources and assistance of the departments and agencies of the Commonwealth of Virginia, including the National Guard, in the event local resources are insufficient to meet needs.
- **Federal Declaration:** The Governor of Virginia may request a federal emergency or major disaster declaration. If the City is included in the Federal Declaration, the resources of federal departments and agencies are available to provide resources and assistance to augment those of the City and the Commonwealth.

Local Emergency Declaration

- The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, § 44-146.17 to § 44.146.19c Code of Virginia, as amended, contains the authority pertaining to the declaration of local emergencies.
- “Local emergency,” as defined by the Commonwealth of Virginia Emergency Services and Disaster Law of 2000 (Va. Code §44-146.16 and §44-146.21), means the condition declared by the Alexandria City Council when, in its judgment, the threat or actual occurrence of an emergency or disaster is, or threatens to be, of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby. However, a local emergency that arises wholly or substantially out of a resource shortage may be declared only by the Governor, upon the petition of the City Council, when he deems the threat or actual occurrence of such an emergency or disaster to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused by the resource shortage. These two Virginia Code provisions do not prohibit City Council from taking prudent measures to manage the City’s water supply in order to prevent or manage a water shortage.
- Pursuant to § 4-3-5 of the City of Alexandria Code, when the threat or the actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused thereby, the City Manager may declare the existence of a Local Emergency, with the consent of City Council. In the event that the City Council cannot convene due to the emergency or other exigent circumstances, the City Manager’s declaration must be confirmed by City Council within 14 days.
- Also pursuant to § 4-3-5 of the City Code, a declaration of a local emergency officially activates the response and recovery programs of the local emergency operations plan and authorizes the furnishing of aid and assistance thereunder.

Major Disaster Declaration

- “Major disaster,” as defined by the Robert T. Stafford Act, means any natural catastrophe including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, snowstorms or drought, or regardless of cause, any fire, flood, explosion, in any part of the United States, which, in the determination of the President of

the United States, is determined to be of sufficient severity and magnitude to warrant major disaster assistance from the resources of states, local governments, and disaster relief organizations to alleviate the damage, loss, hardship, or suffering caused by the catastrophe.

- A presidential Major Disaster Declaration activates long-term federal recovery programs, some of which are matched by state programs, that are designed to help disaster survivors, businesses, and public entities. There are three major categories of disaster aid available under a Major Disaster Declaration: Individual Assistance, Public Assistance, and Hazard Mitigation.

Individual Assistance

The aid available to individuals and households includes:

- Disaster Housing, which provides up to 18 months of temporary housing assistance for displaced persons whose residences were heavily damaged or destroyed. Funding also can be provided for housing repairs and replacement.
- Disaster Grants, which may be available to help meet other serious disaster-related needs and necessary expenses not covered by insurance and other aid programs. These needs may include the replacement of personal property, transportation, medical, dental, and funeral expenses.
- Low-Interest Disaster Loans may be available after a disaster for homeowners and renters from the U.S. Small Business Administration. They cover uninsured property losses. Loans may be for repair or replacement of homes, automobiles, clothing, or other damaged personal property. Loans are also available to businesses for property loss and economic injury.
- Other disaster aid programs include crisis counseling, disaster-related unemployment assistance, legal aid, and assistance with income tax, Social Security, and veterans benefits.

Public Assistance

Public Assistance consists of funds given to state and local governments to pay part of the cost of rebuilding a community's damaged infrastructure. Public assistance applies to activities like debris removal, emergency protective measures and public services, repair of damaged public property, loans needed by communities for essential government functions, and grants for the repair of damaged public and private nonprofit schools and education facilities.

Hazard Mitigation

Hazard mitigation funding applies to measures designed to reduce future losses to public and private property.

Operational Control

- When an emergency is confined to a single location within the City limits, the City department(s) with responsibility under this EOP for responding to such an emergency will exercise command. The department representatives will serve as the on-scene incident commander(s) responsible for emergency operations.
- During the effective period of any declared local emergency, the City Manager (as the Director of Emergency Management), supported by the Emergency Management Coordinator, will direct and control the City's overall response to the emergency. Individual field incident commanders always retain tactical control of resources assigned to incidents.
- The City's EOC will utilize the scalable organizational structure of NIMS and ICS for incident/event preparedness, response, and recovery. The EOC organization will adapt to the magnitude and complexity of the situation at hand and incorporate the ICS principles regarding span and control and standard organizational structure. The EOC will focus on facilitating policy decisions, providing multi-agency support to on-scene efforts, and conducting broader operational support and coordination for activities that are not part of specific incidents.
- City officials operating in the EOC retain the coordination and commitment authority for local resources and deploy those resources as appropriate.

Response Program

The City has identified ESFs and their need for a response operation along with department responsibilities. Within the EOC, the City utilizes the ESF/ICS hybrid structure to organize resources to carry out ESFs tasks.

Recovery Program

The City may manage its recovery from a disaster using the ESF/ICS hybrid structure to organize resources to carry out recovery support functions.

Emergency Preparedness Responsibilities

Many City departments may have emergency-related functions in addition to their normal daily functions. Each department director is responsible for the development and maintenance of the department's

emergency response and COOP plans and procedures for each division and section and performing such functions as may be required to cope with effectively and recovery from any emergency. Specifically, the following common emergency preparedness responsibilities are assigned to all City departments and offices:

- Create department emergency response and COOP plans.
- Create and maintain department calling trees or other methods for notification of department staff.
- Establish department and individual responsibilities (as indicated in these plans); identify emergency tasks.
- Work with other City departments to enhance cooperation and coordination.
- Establish education and training programs so that each division, section, and employees will know exactly where, when, and how to respond.
- Develop site-specific emergency plans for department facilities, as necessary.
- Ensure that employee job descriptions reflect their emergency duties.
- Train staff members to perform emergency duties/tasks as outlined in the EOP and department plans.
- Identify, categorize, and inventory all available department resources.
- Develop procedures for mobilizing and employing additional resources.
- Prepare to fill positions in the emergency response organization as requested by the EOC Commander or Emergency Management Coordinator, acting in accordance with this plan.
- Prepare to provide internal logistical support to department operations during the initial emergency response phase.

Emergency Response Responsibilities

The following common emergency response responsibilities are assigned to every City department and office.

- Participate as requested in mitigation, prevention, preparedness, response, and recovery activities.
- Provide staff members with training and exercise opportunities adequate to prepare them to carry out the responsibilities identified in this EOP.
- Upon receipt of an alert or warning of an emergency, initiate notification actions to alert employees on assigned response duties.
- As appropriate during an emergency:

- Suspend or curtail normal business activities as appropriate.
- Recall needed off-duty employees.
- Send employees home that are not needed so they can protect their families and property.
- Secure and protect departmental facilities and equipment
- Evacuate departmental facilities if appropriate.
- As requested, augment efforts to warn the public through the use of vehicles equipped with public address systems, sirens, employees going from door to door, making telephone notifications to department clients, etc.
- Keep the EOC informed of field activities, and maintain a communications link to the EOC.
- Activate a DOC, if appropriate, to support and facilitate department response activities, maintain event logs, and report information to the EOC.
- Report damages and status of critical facilities to the EOC.
- If appropriate or requested, send a representative to the EOC.
- Coordinate with the EOC to establish protocols for interfacing with state and federal responders.
- Coordinate with the EOC Public Information Officer before releasing information to the media.
- Submit reports to the EOC detailing departmental plans, emergency expenditures, and obligations.
- Provide personnel and equipment in support of emergency operations, as needed.

Public Information, Notification, and Warning (External Communications)

- During an emergency, it is essential that the public is provided with timely, accurate, and easily understood information on any protective measures that need to be taken to save lives and protect property. An emergency may occur with little or no warning.
- When a local emergency is declared and/or upon activation of the EOC, the City of Alexandria Office of Communications & Public Information will serve as the Public Information Officer (PIO) and will be the primary point of release of information to the media. The PIO will coordinate with EOC and will assume responsibility for public information as the lead for ESF # 15: External Affairs.
- Any request for information by the media shall be referred to the EOC and/or the PIO. This does not preclude public safety PIOs from responding to media inquiries on the scene and coordinating with External Affairs.
- Other departments with technical expertise will provide assistance to the PIO to prepare appropriate protective actions, guidance, and other emergency related information.

- The PIO will coordinate the release of information through the appropriate outlets. The PIO will also be responsible for arranging regular briefings for the media at a suitable time and location.
- OEM has the primary responsibility of keeping the public informed when an emergency affects a widespread area. City emergency public information may be broadcast through the Integrated Public Alert and Warning System (IPAWS).
- IPAWS is a modernization and integration of the nation's alert and warning infrastructure that will save time when time matters, protecting life and property. It provides an internet-based capability for federal, state, territorial, tribal, and local authorities to use in order to issue critical public alerts and warnings. It improves alert and warning capabilities by allowing alerting authorities to deliver their messages from a single portal to multiple communication pathways, including Emergency Alert System (EAS), the Commercial Mobile Alert System (CMAS), NWS Dissemination System (including NOAA Weather Radio), and other unique and future communications systems. IPAWS is not mandatory and does not replace existing alert methods, but instead offers additional capabilities.
- The EAS is a national system jointly administered by the Federal Communications Commission, the Federal Emergency Management Agency, and the National Weather Service. It is designed to provide the President of the United States automatic access to U.S. broadcast and cable systems to speak directly to the nation in times of national disaster. IPAWS will be used as necessary within the City to disseminate appropriate emergency information.
- NWS issues watches, advisories, and warnings regarding weather related threats that are disseminated through a variety of sources.
- The City website and social media resources will be used to provide emergency information to residents.
- The City of Alexandria has access to the Regional Incident Communication & Coordination System (RICCS) managed by the Metropolitan Washington Council of Governments (MWCOC) as a means of receiving and distributing information to government officials about incidents with regional implications for the National Capital Region (NCR).
- The Washington Area Warning and Alert System (WAWAS) is a private telephone system also used by area operations centers to share emergency information.
- The City of Alexandria maintains an electronic messaging system that provides the capability to distribute notifications and emergency alerts to residents that have registered with the system via electronic email, cellular phone, or using text messaging system, such as eNews.
- The Emergency Subscriber List, similar to Reverse 911, is a service provided to public safety agencies to communicate with the public.

- The City maintains a government access channel that can be used for emergency notification purposes, AlexTV Channel 70 on Comcast Cable System.

Information Collection, Analysis, and Dissemination

- The Planning section in the EOC will be responsible for collection, analysis, and dissemination of incident-specific information through a variety of mechanisms including situation status reports, briefings, email communication, maps, graphics, and WebEOC.
- ESF # 5: Information & Planning (OEM) will establish the essential elements of the information and reporting schedule.
- All ESFs will be responsible for maintaining current situational awareness and reporting requested information accurately and in a timely manner. Critical information will be disseminated in a timely independent of reporting schedules.
- Each ESF will be responsible for establishing the necessary communication and coordination mechanisms with supporting and partner organizations for information sharing and situation awareness.
- Information related to the incident and other information such as personal protective actions or recovery activities will be coordinated with the PIO and disseminated to the public.

Communication

- The communications infrastructure may be impacted by the emergency. Additionally, communications may be problematic due to demands exceeding capabilities.
- The primary and supporting identified in ESF # 2: Information Technology & Telecommunications are responsible for establishing and maintaining internal City communications systems.
- The EOC Commander and OEM staff will be responsible for establishing communications with surrounding jurisdictions, the State EOC, and federal agencies as appropriate.
- The City public safety departments maintain interoperable radio communications as established through the NCR Tactical Interoperability Communications Plan as well as with the State Interdepartmental Radio System.

Administration, Finance, and Logistics

General

- After a local emergency declaration by the City Manager or a state declaration of emergency by the Governor, normal fiscal and administrative functions and regulations may need to be temporarily modified or suspended to support emergency operations in a timely manner.
- The City Manager will authorize the use of emergency financial and procurement procedures, and the Finance Director will announce which are activated and assure they are implemented properly.
- City emergency response and recovery costs must be properly documented so that eligible reimbursements from state and federal sources may be possible.
- Specific responsibilities and tasks during emergency response operations are detailed in Support Annex 4: Administration and Finance.

Policies

- All departments will make every effort possible to assure the safety of cash, checks, accounts receivable, and expenditures. Emergency expenditures will be incurred in accordance with existing City emergency purchasing procedures.
- Departments will designate personnel to be responsible for documentation of emergency operations and expenditures. Emergency expenditures will be incurred in accordance with existing City emergency purchasing procedures.
- During the emergency operations, non-essential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support.
- Each department will keep an updated inventory of its personnel, facilities, and equipment resources as part of their emergency plans and procedures.

Administration

- During an emergency, administrative procedures may have to be suspended, relaxed, or made optional in the interest of protecting life or property. Departments are authorized to take necessary and prudent actions in response to emergency incidents. Emergency services/public safety officers have independent authority to react to emergencies.
- Normal procedures which do not interfere with the timely accomplishment of emergency tasks will continue to be used. Those emergency administrative procedures which depart from business-as-usual will be described in detail in department emergency policies, procedures, and instructions or in the incident action plan during EOC activation.

- Departments are responsible for keeping records of the name, arrival time, duration of utilization, departure time, and other information relative to the service of emergency workers, as well as documentation of the injuries, lost or damaged equipment, and any extraordinary costs.

Fiscal

- Purchasing personnel shall facilitate the acquisition of all supplies, equipment, and services necessary to support the emergency response actions of City departments.
- When circumstances dictate, emergency response field personnel may be given purchasing authority after coordination with the City's Purchasing Division. A record of all purchases shall be reported to Purchasing in accordance with City purchasing policies. A complete and accurate record of all purchases and an inventory of all supplies and equipment purchased in support of the emergency response shall be maintained.
- Though certain formal procedures may be waived, this in no way lessens the requirement for sound financial management and accountability. Departments will identify personnel to be responsible for documentation of emergency costs and utilize existing administrative methods to keep accurate records separating emergency operational expenditures from day-to-day expenditures. Documentation will include logs, formal records, and file copies of all expenditures, receipts, personnel timesheets. Department directors will be held responsible for deviation from the emergency purchasing procedures.
- The EOC Administration/Finance Section will be formed to handle the monetary and financial functions during large emergencies.
- Alexandria may qualify for reimbursement of certain emergency costs from state and federal disaster recovery programs. Alexandria may also collect damages from its insurance carriers. Successful documentation of expenditures will maximize the reimbursements and assistance that the City and its citizens may receive. All City departments are expected to include requirements for emergency fiscal record keeping in their emergency plans and procedures.

Logistics

- Departments responding to emergencies will first use their available resources. When the EOC is activated, it becomes the focal point for procurement, distribution, and replacement of personnel, equipment, and supplies. Scarce resources will be allocated according to established priorities and objectives of the EOC/Incident Commander(s).
- Logistics will be needed to support field operations, EOC operations, and emergency victims.

- All City departments are expected to maintain an inventory of all non-consumable items, to include their disposition after the conclusion of the emergency.

Insurance

- The City of Alexandria insurance policies are kept on file in the Finance Department's Risk Management Division.

Emergency Response Program Organization

- In accordance with City Code § 4-3-4, the City Manager, as the Director of Emergency Management, has the executive authority to organize emergency service and direct emergency operations of government. City Council resolution determines the line of succession for the City Manager's emergency powers. The City Clerk and the Office of Emergency Management have copies of this resolution on file.
- The City Manager appoints an Emergency Management Coordinator to implement, manage, and report on emergency actions.
- City Administrative Regulation 8-2 established the EMT. Representatives from City departments selected by the City Manager compose the EMT. The EMT advises the City Manager on policy and direction for the City's overall response to an emergency. The EMT meets regularly during an emergency or recovery operations to formulate emergency management policy recommendations.
- Department heads will document appointments and work assignments in an emergency. They submit a complete emergency action plan on staffing allocation, equipment distribution, and other emergency-related needs as requested by OEM. A department carries out its emergency duties as described in the EOP concurrently with its essential functions, as described in its COOP plan.
- All City officers and employees are part of the City's emergency management organization and may be called on to perform emergency management functions during an emergency.
- Emergency operations are normally conducted at the City's EOC. The City maintains a primary EOC facility as well as a backup facility.
- The City EOC utilizes the scalable organization structure of NIMS/ICS for incidents/events, preparedness, response, and recovery efforts. The EOC organization adapts to the magnitude and complexity of the situation at hand and incorporates the ICS principles regarding the span of control and standard organizational structure. Although the EOC uses the ICS structure, the EOC

does not directly manage on-scene efforts and conducting broader operational support and coordination for activities that are not part of specific incidents.

- The EOC functions as a central location for coordinating emergency response and recovery efforts, receiving situational awareness updates, and providing a workspace for City, state, and local agency representatives.

EOC Activation

- Consistent with the principles of ICS, the City responds to emergencies in a flexible manner to meet the demands of each emergency. When the City's response to an emergency requires an EOC activation, the EOC will be staffed with those personnel and departments necessary to manage the situation. The EOC organization may change throughout the duration of the activation.
- The Duty Emergency Manager, any member of the EMT, or any incident commander in the field may recommend the activation of the EOC. Only the City Manager (or designee) can authorize an EOC activation.
- The EOC may be required to operate on a 24-hours basis for the duration of an emergency. During a 24-hour operation, shifts will normally last 12-hours but may be adjusted based on the needs created by the emergency. Each position in the EOC must have a total of, at minimum, two people designated to cover shift staffing over a 24-hour period.

Level of EOC Activation

- Level I – Normal Operations: Routine day-to-day readiness.
- Level II – Monitoring: Increase monitoring and coordination beyond that of normal daily operations for a specific incident or event, which will typically involve emergency management staff and representatives from key response agencies/emergency support functions.
- Level III – Partial Activation: Activation of selected emergency support functions/incident command system section that may be engaged in the incident or event.
- Level IV – Full Activation: Emergency resources are deployed to their fullest extent.
- Level V – Recovery: Activities that continue beyond the emergency response period to restore critical functions and begin to manage stabilization efforts.

EOC Command Staff

- The EOC Command Staff provide information, safety, and liaison services during disasters.

EOC Commander

- The City Manager or designee staffs this position.
- The EOC Commander, supported by the Emergency Management Coordinator, ensures that the EOC is adequately staffed and that the appropriate ESFs are activated to meet the demands of the emergency.
- The EOC Commander appoints the Command Staff (PIO, Safety Officer, and Liaison Officer), as well as the EOC Section Chiefs.
- The EOC Commander is responsible for assuring that the Support Annex # 3: Alert & Warning is implemented.
- The EOC Commander may appoint a Deputy EOC Commander as needed.

Legal Officer

- The City Attorney staff the Legal Officer function and advises the EMT and EOC Commander on emergency declarations, resolutions, and legal issues.

Liaison Officer

- Reports to EOC Commander.
- The Liaison Officer is the EOC point of contact for representatives of other governmental agencies, non-governmental organizations, and the private sector.

Public Information Officer (PIO)

- The Director of Communications & Public Information or designee usually staffs this position and reports to the EOC Commander.
- The PIO is in charge of implementing ESF # 15: External Affairs.
- The PIO has responsibility for rumor control, public inquiries, media inquiries, and information and instruction.

Safety Officer

- Reports to the EOC Commander.
- The Safety Officer advises the EOC Commander on EOC and operational safety issues.

EOC General Staff

- The EOC General Staff positions are broken into four sections in the EOC: Operations, Planning, Logistics, and Administration/Finance. The EOC Commander may activate a fifth section to

manage the intelligence function when the management of the emergency requires the use of classified or other sensitive information.

- Each EOC section may have subordinate components called branches, divisions, groups, or units that are either functionally or geographically oriented. The magnitude and nature of the emergency will dictate the size and number of subordinate entities and functions within the EOC.

Operations Section

- The Operations Section is responsible for coordination, acquisition, and deployment of assets to field incident commanders, and accomplishment of critical services delivery not associated with specific field incidents (e.g., ice and water distribution).
- The Operations Section may consist of divisions and groups (or, if the span of control becomes an issue, branches) to manage the operations for multiple ESFs. For example, one organization might have these components:
 - Public Safety Branch is responsible for implementing: ESF # 4: Firefighting & Emergency Medical Services, ESF # 9: Search & Rescue, ESF # 10: Hazardous Materials, and ESF # 13: Public Safety & Security.
 - Infrastructure Branch is responsible for implementing: ESF # 1: Transportation, ESF # 2: Information Technology & Telecommunications, ESF # 3: Public Works & Engineering, ESF # 12: Energy & Water Supply, Support Annex # 6: Debris Management.
 - Human Services Branch, Health Branch, or COOP Branch, or any different appropriate grouping of ESFs to get the job done efficiently depending on the type of incident and the workloads involved. It is up to the EOC Commander and the EOC Operations Section Chief to decide how best to organize the needed resources when the EOC is activated.

Planning Section

- The Planning Section collects, evaluates, disseminates, and documents information about the incident, status of resources, and development of the Incident Action Plan. It compiles damage assessment, develops recovery plans, and is responsible for implementing the ESF # 5: Information & Planning.
- The Planning Section has the following responsibilities and may consist of the following units:
 - The Damage Assessment Unit is responsible for implementing Support Annex # 2: Life Safety & Damage Assessment.
 - The Demobilization Unit is responsible for planning and managing the demobilization process for resources assigned to the City and for recovery transition planning.

- The Documentation Unit is responsible for assuring all records of the response are captured and retained.
- The Situation Unit is responsible for maintaining and providing overall situational awareness, including a GIS Unit.

Logistics Section

- The Logistics Section is responsible for maintaining the City's readiness by providing logistical support to the City. Its responsibilities include ordering all outside resources, and providing facilities, supplies, and services to emergency responders.
- The Logistics Section has the following responsibilities and may consist of these units:
 - The Communications Unit shares the responsibility for implementing ESF # 7: Logistics Management & Resource Support and developing plans for the use of communications equipment, installing and testing communications equipment, supervision of the EOC Communications Center, and distribution, maintenance, and repair of communications equipment assigned to City response and recovery efforts.
 - The Facilities Unit is responsible for the establishment, layout, and activation of incident facilities, primarily the EOC, as well as provide sleeping and sanitation facilities for response personnel, and security and maintenance for facilities, as needed.
 - The Food Unit is responsible for supplying the food needs for response personnel involved in the operation, including remote locations, as well as for personnel unable to leave assignments. Coordination is needed with the public feeding function occurring in ESF # 6: Mass Care, Emergency Assistance, Temporary Housing, & Human Services.

Administration/Finance Section

- The Administration/Finance Section is responsible for administrative, financial, claims and workers compensation, and cost analysis functions, as well as implementing Support Annex # 4: Administration & Finance.

Emergency Support Functions

- The City of Alexandria uses 14 ESFs to group and describe the kinds of resources and types of City assistance that are available to support its response efforts. Each ESF has a City department or agency as the primary department/agency responsible for coordinating activities. During response and recovery operations, the primary department/agency forms and activates teams that are responsible for working with the appropriate City official to identify unmet needs. Each ESF

outlines the likely actions needed for a response operation, and specifies the roles and responsibilities of each individual department or agency. Within the EOC, the City utilizes the ESF/ICS hybrid structure to organize resources to carry out the required emergency support function.

- The EOP is based on the concept that the ESFs contain tasks for City departments involved in emergency operations that generally parallel their normal day-to-day functions. To the extent possible, the same personnel and materials resources will be employed in both cases. Day-to-day functions of a department that are not critical operations, or do not contribute directly to emergency operations, may be suspended for the duration of the emergency. The resources that would normally be utilized for those suspended day-to-day functions will be redirected to the accomplishment of emergency tasks by the departments concerned.
 - Only those City departments performing emergency response services and emergency support functions and/or essential functions will be required to remain on duty during the period of some emergencies. The City Manager, in consultation with the EMT, will make the determination of which departments will mobilize and staff ESFs.
 - All City departments, including those with functions, deemed non-essential to emergency operations, will secure their facilities, records, and equipment against possible loss or damage, and take such action as is necessary to ensure the safety of assigned personnel.
- A City department may be designated as the primary department for an ESF due to statutory responsibility to perform that function, or because the department may have developed the necessary expertise to lead the ESF through its programmatic or regulatory responsibilities. With some departments, a portion of its mission is very similar to the mission of the ESF; therefore, the skills used to conduct that portion of the department's daily business can be easily adapted to respond to the demands of an emergency. The primary department/agency also has the necessary contacts and expertise to coordinate the activities of that support function with other departments. This EOP recognizes that some departments share overlapping roles and responsibilities for certain functions, but NIMS principles call for a single agency to be designated as responsible for each individual function.
- Upon activation of the EOC, and notification by the EOC Commander, the activated ESF primary departments will mobilize their representatives in the EOC to coordinate the ESF. It is the primary department's responsibility to recommend to the EOC Commander how many and which support departments should be represented in the EOC for the ESF.
- The primary departments for the ESF will be responsible for obtaining all information relating to ESF activities and demands created by the emergency.

Support Annex

The City EOP uses 6 Support Annexes, which includes City departments and agencies, private sector, not-for-profit and volunteer organizations, and other non-governmental organizations to coordinate and execute the common emergency management strategies. The roles and responsibilities identified within the support annexes apply to nearly all types of emergencies.

Plan Development and Maintenance

The EOP is a living document and will be reviewed regularly, updated as necessary, and promulgated by the local elected body every four years, as required by Title 44 of the Code of Virginia. The Office of Emergency Management is the custodian of this plan and is responsible for EOP distribution, updates, and revisions. City departments and other agencies identified in the ESF Annex are responsible for reviewing and submitting revisions.

Not all procedures, notification lists, and checklists will be distributed to all plan holders. The EOP Basic Plan is a public document and is available on the City of Alexandria Website. Certain Annexes that describe capabilities or other sensitive response information have been removed from the public document and are identified as “For Official Use Only.”

Authorities and References

- The Federal, Commonwealth, and Local authorities listed below establish the legal authorities under which this plan is developed, and emergency operations are implemented.

Federal

- The Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- The Homeland Security Act of 2002.
- The Disaster Mitigation Act of 2000, Public Law 106-390.
- The Intelligence Reform and Terrorism Protection Act of 2004, Public law 108-458, section 7302.
- “Emergency Services and Assistance,” Code of Federal Regulations, Title 44.
- Americans with Disabilities Act of 2010.
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003.

- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003.
- National Incident Management System (NIMS), March 2004.
- National Response Plan (NRP), December 2004 and Notice of Change to the National Response Plan May 25, 2006, updated and renamed to the National Response Framework (NRF), January 2008.

Commonwealth of Virginia

- “Commonwealth of Virginia Emergency Services and Disaster Law of 2000,” §44-146.13 to §44-146.28:1 Code of Virginia, as amended.
- “Virginia Post Disaster Anti-Price Gouging Act,” §59.1-525 to §59.1-529, Code of Virginia.
- Title 32.1 §48.05 to 48.017, Code of Virginia.
- Commonwealth of Virginia, Office of the Governor, Executive Order Number Six (2006), Delegation of Governor’s authority to Declare a State of Emergency and to Call the Virginia National Guard to Active Service for Emergencies or Disasters when the Governor is Out of the Commonwealth of Virginia & Cannot Be Reached.
- Commonwealth of Virginia, Office of Governor, Executive Order Forty-Two (2019), Promulgation of the Commonwealth of Virginia Emergency Operations Plan & Delegation of Authority.
- Commonwealth of Virginia, Office of the Governor, Executive Order One Hundred and Two (2005), Adoption of the National Incident Management System and Use of the National Preparedness Goal for Preventing, Responding to and Recovery from Crisis Events in the Commonwealth.

Local

- Administration Regulation 8-2: Emergency Management System.
- Administration Regulation 8-4: Continuity of Operations Plan.
- Emergency Services §4-3, City of Alexandria Code.

References

- Virginia Department of Emergency Management (VDEM) State Mutual Aid Operations Manual, September 2006.
- Emergency Management Accreditation Program (EMAP) Standard, May 2019.
- Northern Virginia Regional Hazard Mitigation Plan, 2016.
- Northern Virginia Regional Evacuation Plan.

- Commonwealth of Virginia Emergency Operations Plan, 2019.
- Developing and Maintaining Emergency Operations Plan: Comprehensive Preparedness Guide (CPG) 101 Version 2.0

Emergency Support Function (ESF) Primary/Support/Coordinating Agency Matrix

City Departments & Partner Organizations	Emergency Management Team	Transportation	Information Technology & Communications	Public Works & Engineering	Firefighting & Emergency Medical Services	Information & Planning	Mass Care, Emergency Assistance, Temporary Housing, & Human Services	Logistics Management & Resource Support	Public Health, Behavioral Health, & Medical Facilities	Technical Rescue	Oil & Hazardous Materials Response	Agricultural & Natural Resources (Placeholder)	Energy & Water Supply	Public Safety & Security	Cross-sector Business & Infrastructure (Placeholder)	External Affairs
ESF #		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
City Departments:																
Alexandria City Public Schools	S	S	S	S	S		S	S	S		S			S		S
Amateur Radio			S				S									S
Animal Welfare League							S		S							
Circuit Court Judge (IT Division/AJIS)			S													
City Attorney																
City Manager	P															
Code Administration	S		S	S	S		S			S	S	S	S			S
Communications & Public Information	S		S			S			S							P
Community & Human Services			S			S	S		S							S
Court Services			S													S
DASH		P			S		S									S

City Departments & Coordinating Organizations	Emergency Management Team	Transportation	Information Technology & Communications	Public Works & Engineering	Firefighting & Emergency Medical Services	Information & Planning	Mass Care, Emergency Assistance, Temporary Housing, & Human Services	Logistics Management & Resource Support	Public Health, Behavioral Health, & Medical Facilities	Technical Rescue	Oil & Hazardous Materials Response	Agricultural & Natural Resources (Placeholder)	Energy & Water Supply	Public Safety & Security	Cross-sector Business & Infrastructure (Placeholder)	External Affairs
	ESF #	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Emergency & Customer Communications			S													S
Finance			S					P								
Fire Department	S		S		P		S	S	S	P	P			S		S
Emergency Management	S		S			P										
General Services	S	P	S	S									S			S
GIS						S			S							
Health Department	S				S	S	S	S	P		S		S			S
Historic Alexandria																S
Housing																S
Human Resources																S
Human Rights							S	S								
Information Technology Services			P													
Library							S									S
Management & Budget																

City Departments & Coordinating Organizations	Emergency Management Team	Transportation	Information Technology & Communications	Public Works & Engineering	Firefighting & Emergency Medical Services	Information & Planning	Mass Care, Emergency Assistance, Temporary Housing, & Human Services	Logistics Management & Resource Support	Public Health, Behavioral Health, & Medical Facilities	Technical Rescue	Oil & Hazardous Materials Response	Agricultural & Natural Resources (Placeholder)	Energy & Water Supply	Public Safety & Security	Cross-sector Business & Infrastructure (Placeholder)	External Affairs
	ESF #	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Planning & Zoning						S										
Police Department	S	P	S	S	S		S	S	S	S	S			P		S
Project Implementation				S												
Real Estate Assessments						S										
Recreation, Parks, & Cultural Activities	S	S	S	S	S		P		S		S					S
Sherriff's Office	S	S	S	S	S		S	S	S	S	S			P		S
Transportation & Environmental Services	S	P	S	P	S		S	S	S	S	S		P	S		S
Volunteer Alexandria																
Coordinating Organizations																
Alexandria Renew Enterprises				C									C			
American Red Cross							S	C	C							
AT&T			C													
Comcast			C													

City Departments & Coordinating Organizations	Emergency Management Team	Transportation	Information Technology & Communications	Public Works & Engineering	Firefighting & Emergency Medical Services	Information & Planning	Mass Care, Emergency Assistance, Temporary Housing, & Human Services	Logistics Management & Resource Support	Public Health, Behavioral Health, & Medical Facilities	Technical Rescue	Oil & Hazardous Materials Response	Agricultural & Natural Resources (Placeholder)	Energy & Water Supply	Public Safety & Security	Cross-sector Business & Infrastructure (Placeholder)	External Affairs
	ESF #	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Dominion Virginia Power			C	C									C			
Inova Alexandria					C				C		C					C
Office of Chief Medical Examiner																
Sprint			C											C		
U.S. Park Police		C														
Verizon			C													
Virginia American Water				C									C			
Virginia Department of Emergency Management						C		C		C	C					
Virginia Department of Transportation		C		C										C		
Virginia Railroad Express/Amtrak		C														
Virginia State Police		C												C		
Washington Gas													C			
Washington Metropolitan Area Transit Authority		C											C			

Support Annex Primary/Support/Coordinating Agency Matrix

City Departments & Partner Organizations	Emergency Management Team	Volunteer & Donation Management	Life Safety & Damage Assessment	Alert & Warning	Finance/Administration	Mass Fatality Management	Debris Management						
P = Primary S = Support C = Coordinating													
Support Annex		1	2	3	4	5	6						
City Departments													
Alexandria City Public Schools		S	P			S	S						
Amateur Radio				S									
Animal Welfare League													
Circuit Court Judge (IT Division/AJIS)													
City Attorney													
City Manager					S								
Code Administration			P	S			S						
Communications & Public Information				S		S							
Community & Human Services			S		S	S							
Court Services													
DASH													
Emergency & Customer Communications				S									
Finance					P								
Fire Department			S	S		S	S						
Emergency Management		P	P	P	S	S							
General Services			P										
GIS													
Health Department		S	S	S		P							
Historic Alexandria													
Housing													
Human Resources					P								
Human Rights			S			S							
Information Technology Services													
Library													
Management & Budget													
Planning & Zoning			S		S								
Police Department		S	S	S		S	S						
	E	me	ge	Vo	lun	Lif	Al	Ad	mi	Ma	ss	De	bri

City Departments & Partner Organizations							
P = Primary S = Support C = Coordinating							
Support Annex		1	2	3	4	5	6
Project Implementation							
Real Estate Assessments			P				
Recreation, Parks, & Cultural Activities			S				
Sheriff's Office		S	S	S		S	S
Transportation & Environmental Services			P			S	P
Volunteer Alexandria		P					
Coordinating Organizations							
Alexandria Renew Enterprise							
American Red Cross							
AT&T							
Comcast							
Dominion Virginia Power							
Funeral Directors Association						C	
Funeral Home Directors						C	
Inova Alexandria			C			C	
Office of Chief Medical Examiner						C	
Sprint							
U.S. Park Police							
Verizon							
Virginia American Water Company							
Virginia Department of Emergency Management							
Virginia Railroad Express/Amtrak							
Virginia State Police							
Washington Gas							
Washington Metropolitan Area Transit Authority							

Acronyms

CMAS – Commercial Mobile Alert System

COOP – Continuity of Operations Plan

COVEOP – Commonwealth of Virginia Emergency Operations Plan

DCJS – Virginia Department of Criminal Justice Services

DOC – Department Operations Center

DRC – Disaster Recovery Center

EAS – Emergency Alert System

EMT – Emergency Management Team

EOC – Emergency Operations Center

EOP – Emergency Operations Plan

ESF – Emergency Support Function

HIRA – Hazard Identification Risk Assessment

IAP – Incident Action Plan

IC – Incident Commander

ICP – Incident Command Post

ICS – Incident Management System

IPAWS – Integrated Public Alert & Warning System

JFO – Joint Field Office

JIC – Joint Information Center

MWCOG – Metropolitan Washington Council of Governments

NCR – National Capital Region

NIMS – National Incident Management System

NOAA – National Oceanic & Atmospheric Administration

NWS – National Weather Service

OEM – Office of Emergency Management

PIO – Public Information Officer

RICCS – Regional Incident Communication & Coordination System

UC – Unified Command

VDEM – Virginia Department of Emergency Management

WAWAS – Washington Area Warning & Alert System