



Harrisonburg / Rockingham County / James Madison University

Emergency Operations Plan

October 2025

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City of Harrisonburg Resolution

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James Madison University Approval

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Record of Changes

CHANGE NUMBER	CHANGE DATE	REVISION NUMBER	CHANGE POSTED BY (SIGNATURE)



Emergency Operations Plan

Basic Plan

October 2025

Basic Plan

I. Introduction

The City of Harrisonburg and Rockingham County face various hazards, including hazardous materials incidents, transportation accidents (both highway and rail), winter storms, windstorms, tornadoes, earthquakes, gas pipeline accidents, power outages, resource shortages, environmental contamination, biological emergencies, and flooding. High-density populations in shopping areas are especially vulnerable. The area is also home to several major universities, including James Madison University. To respond effectively to emergencies that exceed routine response systems, it is vital that public officials, departments, and agencies of Harrisonburg and Rockingham County, as well as James Madison University (JMU), non-governmental emergency organizations, and the public, understand their roles and responsibilities. These non-routine responsibilities begin when the incident is identified and the response is initiated, becoming particularly important as command is organized beyond the initial reactive phase of first responders. This plan adheres to the principles and practices outlined in the National Response Framework (NRF) and the National Incident Management System (NIMS), utilizing the Incident Command System (ICS).

A coordinated response from state and local officials to support on-the-ground emergency responders can save lives, protect property, and help restore essential services more quickly and efficiently. This coordinated effort is based on the joint Emergency Operations Plan between the City of Harrisonburg, Rockingham County, and James Madison University.

The “Commonwealth of Virginia Emergency Services and Disaster Laws of 2000,” Code of Virginia, 44-146.13 to 44-146.29:4, requires state and local governments to develop and maintain current Emergency Operations Plans (EOPs) to prepare for such events. The Code of Virginia also mandates, in §23.1-804, that the governing board of each public institution of higher education must develop, adopt, and maintain a current written crisis and emergency management plan. Every four years, each public institution is required to conduct a comprehensive review and revision of its crisis and emergency management plan to ensure it remains up to date. The governing board must formally adopt the revised plan. The Joint Emergency Operations Plan (EOP) comprises a Basic Plan, followed by Emergency Support Functions, Support Annexes, and Incident Annexes.

Purpose

The purpose of the Basic Plan is to establish the legal and organizational foundation for operations in both localities and educational institutions, enabling them to effectively respond to and recover from all-hazards disasters and emergencies. It assigns broad responsibilities to local government agencies and support organizations for disaster prevention, preparedness, response, and recovery. These responsibilities are typically extensions of normal, day-to-day functions involving the same personnel and resources. Supporting plans for all-hazards disasters outline the concepts and procedures that enable the localities and institutions to utilize available resources effectively. This helps minimize casualties and property damage, ensuring that essential services are restored as quickly as possible after an emergency or disaster.

Scope and Applicability

The Emergency Operations Plan identifies various disasters that could potentially occur in or near the localities. The EOP aims to anticipate the needs that jurisdictions might face during an incident and provides guidance across City and County Departments, agencies, institutions, and response organizations by outlining an overall emergency response system.

- ☐ How City/County Departments, agencies, and institutions will be organized during a response to an event, including command authorities.
- ☐ Critical actions and interfaces during response and recovery
- ☐ How the interaction between the jurisdictions and their private partner organizations (hospitals, non-governmental emergency organizations, and others) is managed during emergencies.
- ☐ How the interaction between jurisdictions, institutions, and regional, state, and federal authorities is managed
- ☐ How to address and manage needs with available resources.
- ☐ How to request additional resources when needs are beyond local capabilities.

The plan applies to all local agencies and institutions that may be requested to provide support.

Incident Management Activities

This plan addresses all aspects of local incident management, including prevention, preparedness, response, recovery, and mitigation efforts. It focuses

on activities directly related to an active or potential incident. Every department and agency involved in implementing the EOP must be familiar with it to ensure the efficient and effective execution of emergency responsibilities. Additionally, each department and partner organization should develop and maintain its own emergency plans and continuity of operations (COOP) procedures to properly fulfill its roles.

Examples of incident management actions include:

- ☐ Increasing public awareness.
- ☐ Coordinating protective measures across jurisdictions/institutions.
- ☐ Increasing countermeasures such as inspections, security, and infrastructure protections.
- ☐ Conducting public health assessments and implementing a wide range of prevention measures, including 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

A. Systematic and coordinated incident management, which includes protocols for:

- ☐ Incident reporting
- ☐ Coordinated action
- ☐ Alert and Notification
- ☐ Mobilization and demobilization of resources
- ☐ Operating under differing threats; and
- ☐ Integration of crisis and consequence management functions.

B. Proactive notification and deployment of resources in anticipation of or in response to catastrophic events, coordinating with Federal, State, private entities, and other local governments when possible.

- C. Coordinating interagency efforts to minimize damage, restore affected areas to pre-incident conditions if feasible, and/or implement programs to reduce vulnerability to future events.
- D. Coordinate incident communication, worker safety and health, private-sector involvement, and other activities that are common to most incidents.
- E. Organizing Emergency Support Functions (ESFs) to help deliver critical resources, assets, and assistance. Departments and agencies are assigned to lead or support ESFs based on their authorities, resources, and capabilities.
- F. Providing support to departments and agencies operating under the authority of the requesting department or agency.
- G. Developing detailed supplemental operations, tactical, and hazard-specific contingency plans and procedures.
- H. Serving as the foundation for coordinating interagency and intergovernmental planning, training, exercising, assessment, coordination, and information exchange.

II. Situation and Planning Assumptions

Geography/Demographics

The City of Harrisonburg and Rockingham County are located in the heart of the historic and scenic Shenandoah Valley in west-central Virginia. The area is bordered on the west by the Allegheny Mountains and on the east by the crest of the Blue Ridge Mountains. I-81 is the main transportation route, offering one-day access to two-thirds of the U.S. population. In addition to I-81, U.S. Route 33 runs east and west through both jurisdictions, while U.S. Route 11 runs north and south. The north fork of the Shenandoah River and several tributaries flow roughly northward on the west side of the I-81 corridor. Smith Creek, the South Fork of the Shenandoah River, and other tributaries flow roughly northward on the east side of the corridor. The Norfolk Southern railroad also runs roughly north and south through both the county and the city. James Madison University's over 650-acre campus is situated in the center of Harrisonburg, with approximately 22,000 students. About 6,700 students live on campus in university-sponsored residence halls.

According to the Weldon Cooper Center, the estimated population of Harrisonburg is approximately 56,879, and Rockingham County has a population of 87,051, totaling 143,930 people as of 2024.

Males	Rockingham: 42,790	Harrisonburg: 24,669
Females	Rockingham: 43,778	Harrisonburg: 26,413

Median resident age	Rockingham: 41 years
	Harrisonburg: 25 years

Estimated median household income	Rockingham: \$78,468
	Harrisonburg: \$59,752

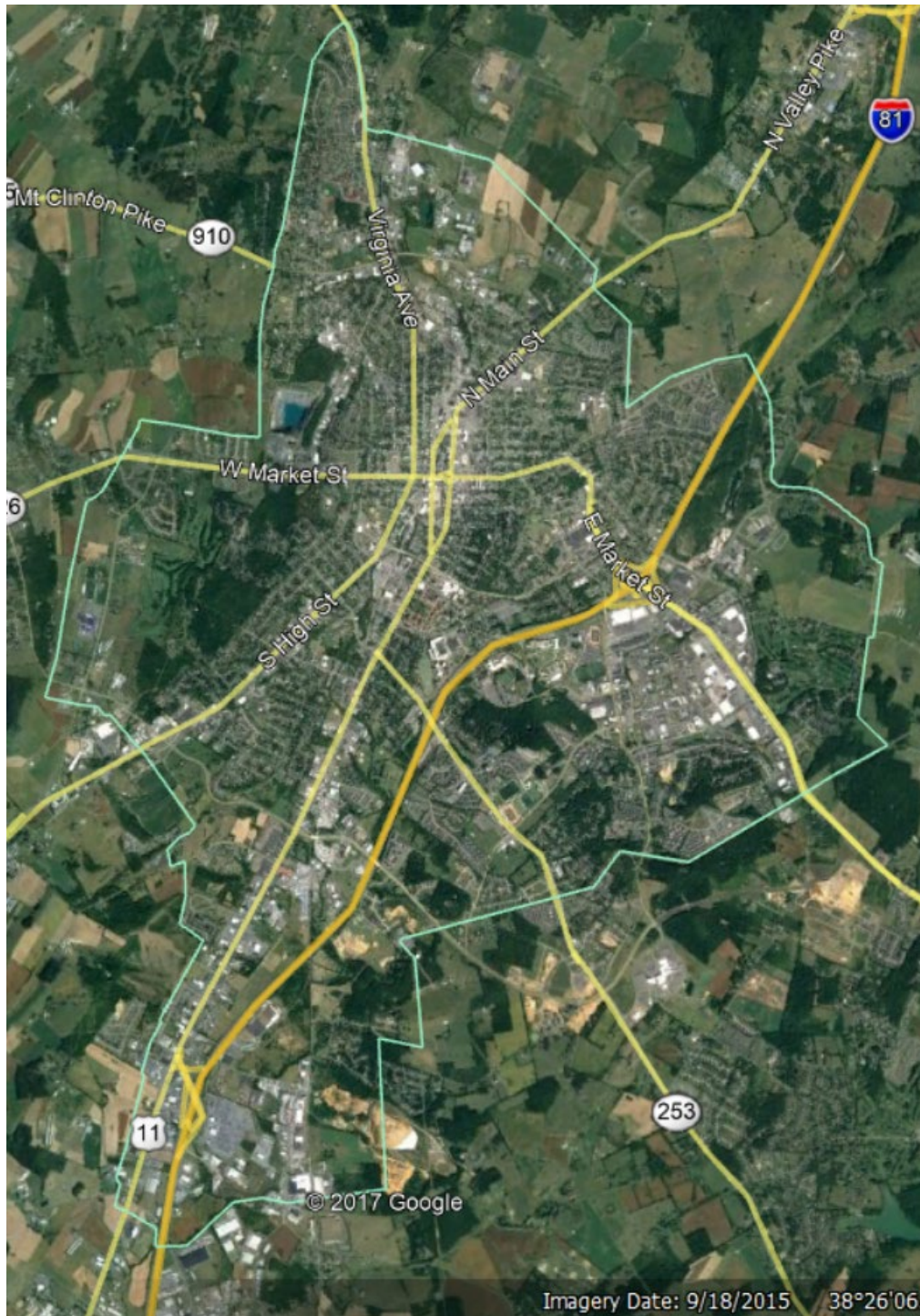
Estimated per Capita income (Harrisonburg/Rockingham): \$33,484

Land area	Rockingham County: 853 square miles
	Harrisonburg: 17.39 square miles

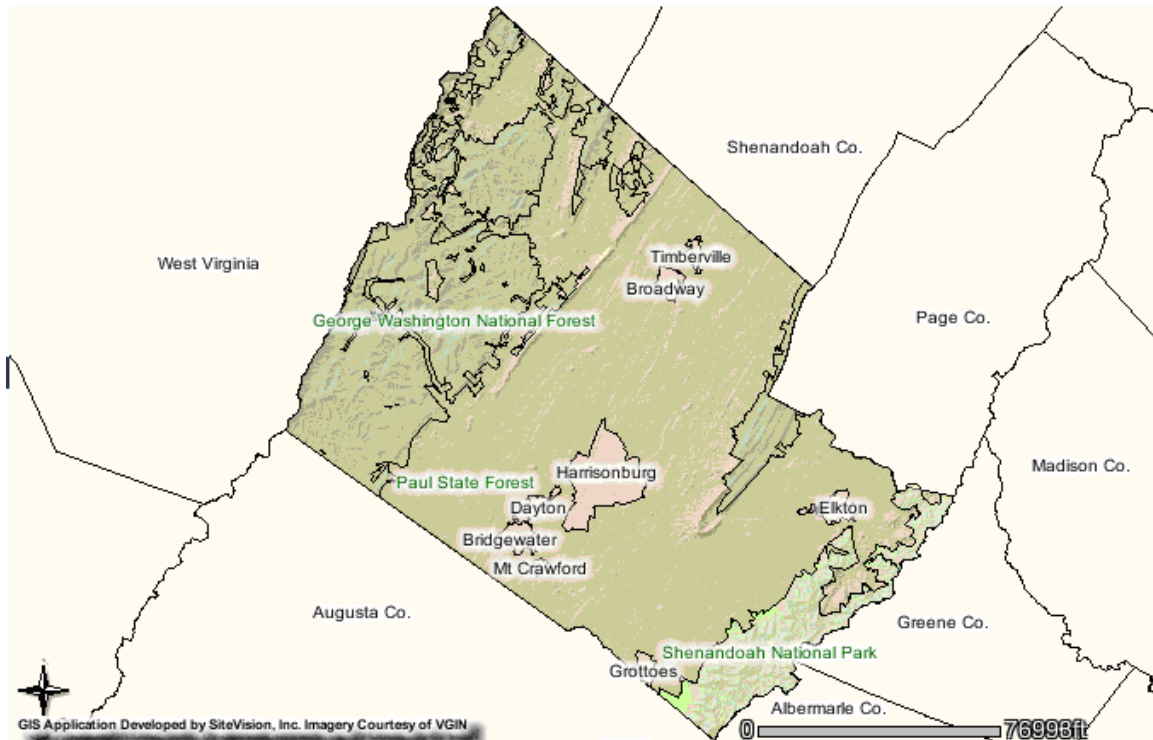
Population density	Rockingham County: 102 per square mile
	Harrisonburg: 3,231 per square mile

Elevation: 1352 feet

City of Harrisonburg



Rockingham County



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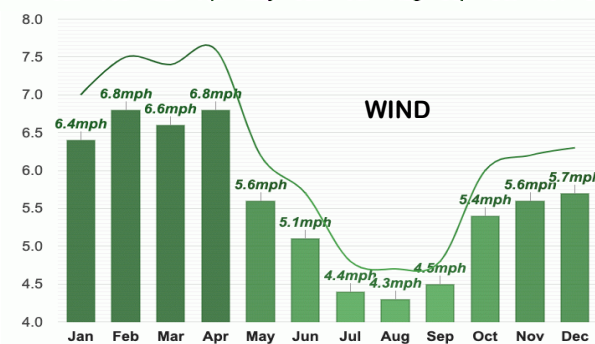
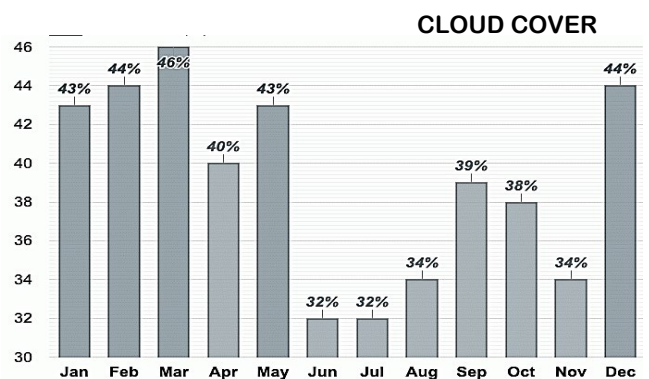
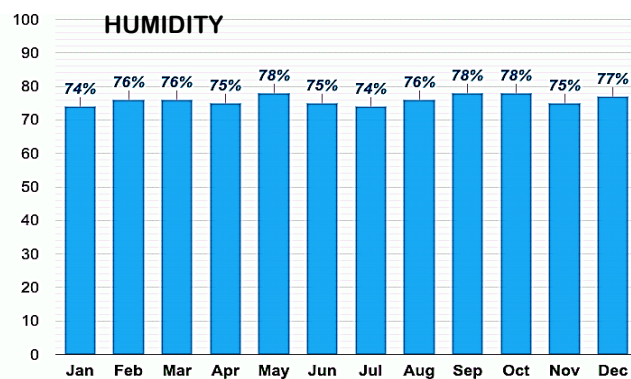
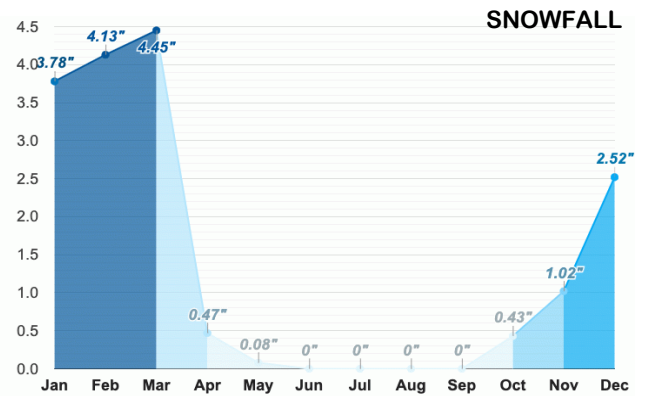
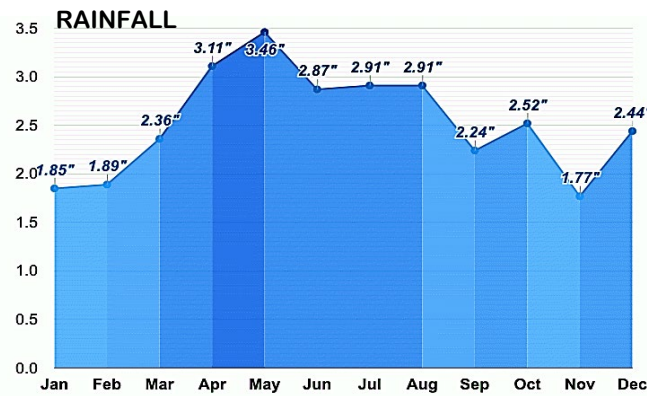
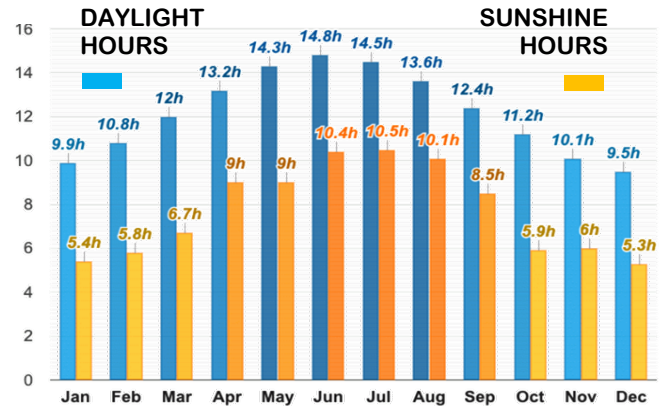
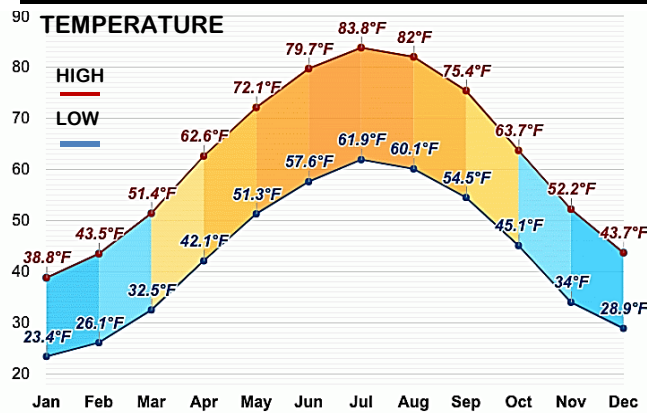
Planning Assumptions

- A. Incidents are usually handled at the lowest possible level of government.
- B. Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).
- C. The combined expertise and capabilities of government at all levels, the private sector, and non-governmental organizations will be required to prevent, prepare for, respond to, and recover from disasters.
- D. Incidents require local government or institutions 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 a significant impact and/or require resource coordination and/or assistance
 - ☐ Span the spectrum of incident management to include prevention, preparedness, response, and recovery
 - ☐ Involve multiple highly varied hazards or threats on a local or regional scale
 - ☐ Result in numerous casualties; fatalities; displaced persons; property loss; disruptions of normal life support systems, essential public services, and basic infrastructure; and significant damage to the environment
 - ☐ Attract a sizeable influx of independent spontaneous volunteers and supplies
 - ☐ Require short-notice State and Federal asset coordination
 - ☐ Require prolonged sustained incident management operations and support activities
- E. The top priorities for the jurisdictions/institutions are to:
 - ☐ Save lives and protect the health and safety of the public, responders, and recovery workers
 - ☐ Ensure security of the jurisdictions/institutions
 - ☐ Prevent an imminent incident from occurring
 - ☐ Prepare for incidents that cannot be prevented

- ☐ Protect and restore critical infrastructure and key resources
- ☐ Ensure local government/institutions continue to function throughout the incident
 - A Business Continuity Plan has been created for the City of Harrisonburg, and a copy is available in each department with the EOP.
 - JMU has adopted a Continuity of Operations Plan (COOP), and a copy can be obtained from the JMU Office of Emergency Management.
- ☐ Protect property and mitigate damages and impacts to individuals, communities, and the environment; and
- ☐ Facilitate recovery of individuals, families, businesses, government, and the environment.

Basic Plan – Attachment 1

CLIMATE



Source: weather-us.com
As of 05/2025

III. Roles and Responsibilities

Local Chief Executive Officer

The City Manager of Harrisonburg and the County Administrator of Rockingham County serve as the chief executives of their respective areas and act as Directors of Emergency Management. They are responsible for ensuring the safety and well-being of residents in Harrisonburg and Rockingham County. The President of JMU acts as the institution's Chief Executive Officer. The City Manager, County Administrator, and JMU President:

- ☐ Are responsible for coordinating local resources to handle all actions needed to prevent, prepare for, respond to, and recover from incidents involving all hazards, including terrorism, natural disasters, accidents, and other emergencies.
- ☐ Are dependent upon state and local laws, have extraordinary powers to suspend local laws and ordinances, such as establishing a curfew, directing evacuations, and working with the local health authority to order quarantine.
- ☐ Provide leadership and take a key role in communicating with the public and helping people, businesses, and organizations cope with the consequences of any incident within the jurisdiction.

Emergency Support Functions (ESFs)

Local departments and agencies participate in the ESFs as coordinators, primary response agencies, and support agencies as needed to assist with incident management activities. The ESFs are a grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, program implementation, and emergency services most likely needed during incidents.

Each Emergency Support Function (ESF) consists of primary and support agencies. The jurisdiction designates primary agencies based on their authorities, resources, and capabilities. Support agencies are assigned according to their resources and capabilities within specific functional areas. ESFs are expected to collaborate and support one another in fulfilling their respective roles and responsibilities. Additional details on the roles and responsibilities of the ESF coordinator, primary agencies, and support agencies can be found in the introduction to the ESF annexes.

Note that not all incidents lead to the activation of the ESFs. It is possible that an incident can be handled without triggering the ESFs.

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. These resources, when available, will be integrated into the City/County/institutional operations and will be incorporated into an ESF to support critical functions as best suited by their skill set. For example, a local American Red Cross chapter provides relief at the local level and may also provide staffing of ESF #6 – Mass Care when needed. The Virginia Voluntary Organizations Active in Disaster (VVOAD) is a group of recognized local, state, and national organizations that provide disaster relief. VVOAD offers significant capabilities for incident management and response efforts.

Local Disaster Recovery Task Forces also provide 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 disasters 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 the main private sector organizations that are significant to local economic recovery. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals.
Response Resources	Private sector organizations provide response resources (donated or compensated) during an incident—including specialized teams, equipment, and advanced technologies—through local public-private emergency plans, mutual aid agreements, or incident-specific requests from local government and private sector volunteer initiatives.

TYPE OF ORGANIZATION	ROLE
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may bear legal responsibilities in preparing for and preventing incidents, as well as responding to an incident once it occurs.
Local Emergency Organization Member	Private sector organizations can serve as active partners in local emergency preparedness and response efforts, such as participating in the Local Emergency Planning Committee (LEPC).

Private sector organizations support emergency management by sharing information with local governments and institutions, identifying risks, conducting vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall preparedness, implementing suitable prevention and protection programs, and donating resources to aid in response and recovery efforts.

Private sector organizations are encouraged to develop and maintain capabilities to respond to and manage a full range of incidents and emergencies. The City of Harrisonburg, Rockingham County, and JMU maintain ongoing collaboration with critical infrastructure, key resources, and industries to coordinate prevention, preparedness, response, and recovery efforts. Private sector representatives should be included in planning and exercises.

Citizen Involvement

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

The Citizen Corps unites these groups and enhances individual efforts through education, training, and volunteer services to help make communities safer, stronger, and better prepared for all-hazards incidents. The Citizens Corps operates through a nationwide network of state and local Citizen Corps Councils, which gather leaders from law enforcement, fire services, emergency medical teams, and other emergency management volunteer organizations, along with local elected officials, the private sector, and additional community stakeholders.

The Citizen Corps Council manages the Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), Neighborhood Watch, Volunteers in Police Service, and related programs, offering opportunities for individuals with specialized skills and interests. These programs focus on targeted outreach for specific community groups and organize special projects

and events. Currently, the Harrisonburg Fire Department and Rockingham County Department of Fire & Rescue can coordinate CERT programs for citizens and university groups. Law enforcement agencies in Harrisonburg and Rockingham County coordinate neighborhood watch programs. The Central Shenandoah Health District administers a Medical Reserve Corps covering the entire Central Shenandoah Planning District, which includes the City of Harrisonburg, Rockingham County, and James Madison University.

IV. Concept of Operations

General

This section describes the local coordinating structures, processes, and protocols used to handle incidents. These structures and processes are designed to support local government and institutions in fulfilling their responsibilities through the appropriate departments and agencies, and to coordinate efforts among State, Federal, non-governmental organizations, and the private sector into a unified incident management approach.

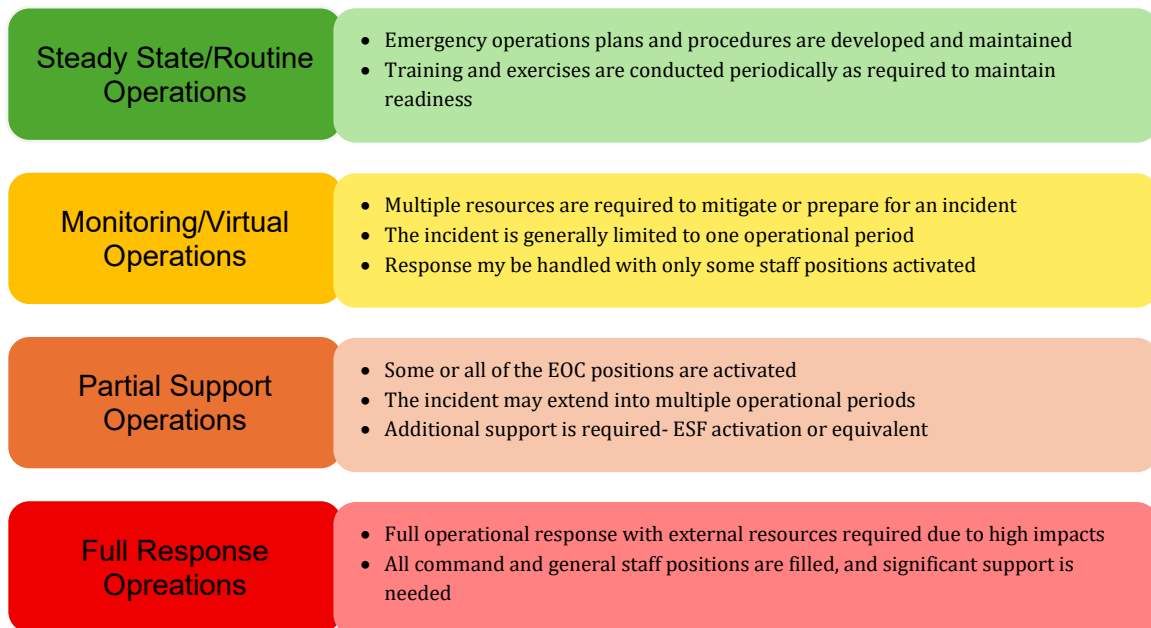
1. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, states that Emergency Management organizations and operations will be structured around existing constitutional government. The City of Harrisonburg and Rockingham County's emergency operations consist of existing government departments and private emergency response organizations. Under Title 23 of the Code of Virginia, educational institutions are required to have an institutional crisis and management plan that is tested or exercised annually. JMU collaborates with local government to prepare for and respond to emergencies.
2. The City Manager or County Administrator serves as the Director of Emergency Management for their respective localities. The daily operations of the emergency preparedness program have been delegated to the City and County Fire Chiefs, who act as the Coordinators of Emergency Management for their respective localities. The Director, working with the Coordinator of Emergency Management, will oversee emergency operations during a crisis and issue directives to other services and organizations related to disaster preparedness. JMU's Director of Risk & Emergency Management is the university's Coordinator of Emergency Management and is responsible for the daily activities of the emergency preparedness program.
3. The Director of Emergency Management, with support from the Deputy Director, Coordinator, and department heads, will establish and maintain a primary Emergency Operations Center (EOC) to oversee operations during emergencies. The primary EOC is currently located in the Public Works Building at 320 East Mosby Street. JMU has several designated sites as EOC locations for its administration. The specific type and location of an incident will determine which site will be used.
4. The daily responsibilities of the emergency management program, overseen by the Coordinator of Emergency Management, include developing and maintaining an Emergency Operations Plan, keeping the EOC in a constant

state of readiness, and other responsibilities as specified by local and state regulations.

5. The Directors of Emergency Management are the legally designated authority to approve Emergency Operations Plans and to declare a local state of emergency, with the approval of the City Council and/or County Board of Supervisors. For JMU, the Emergency Operations Plan is activated under the authority of the President of JMU, who also approves all policies that impact the plan.
6. The Director of Emergency Management, or in their absence, the Deputy Director of Emergency Management, assumes this responsibility. If both the Director and Deputy Director are unavailable, the Emergency Management Coordinator will determine the necessary actions to mitigate the emergency, including the need for large-area evacuations, and will issue the orders for evacuation or other protective measures. The Police Department, Sheriff's Office, JMU PD, Town, and College Police Departments will execute evacuation procedures and provide security for the evacuated areas. In the event of a hazardous materials incident, the City or County Fire Chief, or their representative on scene, should initiate immediate protective actions, including evacuation as appropriate.
7. Succession for the Director of Emergency Management will be the Deputy Director, followed by the Coordinator of Emergency Management, and then the Deputy Coordinators of Emergency Management. Succession for the President of JMU will follow the order of the Vice President of Administration and Finance, and then the Chief of Police, who may designate an appropriate designee in the absence of the JMU Coordinator of Emergency Management.
8. The Director of Emergency Management or, if unavailable, the Coordinator of Emergency Management will notify the Virginia Department of Emergency Management immediately after declaring a local emergency. Daily situation reports are also required. All appropriate locally available forces and resources must be fully committed before requesting assistance from the state. All disaster-related expenses must be documented to qualify for post-disaster reimbursement if a federal disaster is declared. According to the Code of Virginia, JMU must obtain a local declaration through the City of Harrisonburg.
9. The heads of operating agencies will keep plans and procedures ready to effectively carry out their assigned responsibilities.
10. The Coordinator of Emergency Management will ensure alignment between the joint Emergency Operations Plan and the plans and procedures of key

facilities and private organizations within the City, County, and JMU as appropriate.

11. The City, County, and JMU must be prepared to handle the initial impact of a disaster on their own. Help may not be immediately available from the state or federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. Requests for assistance will be made through the Virginia Emergency Operations Center (VEOC) to the State Coordinator via WebEOC.
12. The Directors of Emergency Management, with support from designated local officials, will be responsible for key decision-making during disaster operations. The Coordinators of Emergency Management will exercise direction and control functions. The EOC may be partially or fully staffed depending on the type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures that will ensure maximum protection of the population, property, and resources from the effects of threatened disasters. The EOC has four levels of activation. The level to which the EOC is activated will be a decision made by the Director of Emergency Management or their representative based on the size, scale, and complexity of a given incident or set of circumstances.



13. The heads of operating agencies will develop and maintain detailed plans and standing operating procedures necessary for their departments to

effectively accomplish their assigned tasks. Department and agency heads will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained. All disaster-related expenditures will be documented to provide a basis for reimbursement should federal disaster assistance be needed. In times of emergency, the heads of local and institutional offices, departments, and agencies will continue to be responsible for protecting and preserving records essential for maintaining government operations. Department and agency heads will establish succession plans for key emergency personnel.

- a. Day-to-day functions that do not directly contribute to emergency operations may be suspended during any emergency. Efforts usually required for those functions will be redirected to complete the emergency task by the relevant agency or department.

14. Declaration of a Local Emergency

- a. The Director of Emergency Management, with the consent of the City Council/Board of Supervisors, by resolution, should declare an emergency 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 to prevent or lessen damage, loss, hardship, or suffering.
- b. A declaration of a local emergency activates the response and recovery programs of all applicable local and inter-jurisdictional Emergency Operations Plans and authorizes the furnishing of aid and assistance in accordance with those plans per VAC 44-146.20. If the City Council/Board of Supervisors cannot convene due to the disaster, the Director of Emergency Management, any other Emergency Management staff, or any member of the governing body may declare a local emergency to exist, subject to confirmation by the City Council and/or Board of Supervisors within fourteen days. The Director of Emergency Management, or in his absence, the Coordinator, will advise the VEOC immediately following the declaration of a local emergency.
- c. When local resources are insufficient to cope with a disaster's effects, the City or County may need to request assistance from outside the localities. This can be done through local mutual aid requests or via Statewide Mutual Aid. Requests for state assistance may also be made. These requests are primarily submitted through WebEOC, but can also be made by contacting the VEOC or faxing a request form to the VEOC.

15. The Commonwealth of Virginia Emergency Operations Plan requires local government to submit the following reports during an emergency.
 - a. Daily Situation Report
 - b. Damage Assessment Report
 - c. After-Action Report
16. Support from military units may be authorized through the VEOC. When available, military forces will support and assist local forces and may receive mission-type requests from the local Director of Emergency Management or his designated representative. These requests can include objectives, priorities, and other essential information needed to complete missions.
17. Emergency assistance may be provided by neighboring jurisdictions under mutual aid agreements. Emergency forces may be dispatched from localities and institutions to support adjacent jurisdictions. Such aid will follow existing mutual aid agreements or, if no official agreements exist, will be directed by the Directors of Emergency Management or, in their absence, by the Coordinators of Emergency Management when they determine that such assistance is necessary and feasible.
18. The Directors of Emergency Management, the Coordinators of Emergency Management, and the Department of Social Services will help disaster victims access post-disaster assistance, including temporary housing and low-interest loans.
19. This plan serves as a foundation for training and pre-disaster preparedness upon receipt. It is ready for implementation when:
 - a. If any disaster threatens or occurs in the City/County and a local disaster is declared under the provisions of Section 44-146.21, the Commonwealth of Virginia Emergency Management and Disaster Law of 2000, as amended.
 - b. A state of emergency is declared by the Governor.
20. The Directors of Emergency Management, assisted by the Coordinators of Emergency Management, bear overall responsibility for maintaining and updating this plan. It should be revised based on lessons learned and republished after an actual or threatened emergency. The Coordinator will have the EOP readopted every four years. Guidance and assistance are provided by the Virginia Department of Emergency Management. A plan distribution list must be maintained (see Appendix 6). 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 emergency experiences, deficiencies identified through drills and exercises, and changes in government structure.

Concurrent Implementation of Other Plans

The local Emergency Operations Plan is the primary plan for handling incidents and outlines the local coordinating structures and processes used during emergencies. Other supplemental agency and interagency plans offer details on authorities, response procedures, and technical guidance for addressing specific situations like hazardous materials spills and wildfires. Often, these local agencies manage incidents based on these plans using their own authorities. The supplemental agency or interagency plans can be enacted alongside the Emergency Operations Plan (EOP) but are subordinate to the main coordination structures, processes, and protocols outlined in the EOP.

Organizational Structure

In accordance with the NIMS process, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level. Reflecting the NIMS construct and in alignment with the National Response Framework, the Emergency Operations Plan 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
- ☐ Local Department of Emergency Management
- ☐ Director of Emergency Management
- ☐ Coordinator of Emergency Management /Deputy Coordinator; and
- ☐ Incident Command

V. Incident Management Actions

Actions

This section outlines incident management actions, from initial threat notification and early coordination efforts to assess and disrupt the threat, to preparatory activation of the ESF structure, and deployment of resources for incident response and recovery operations. These actions may not follow a strict order; many can occur simultaneously in response to one or multiple threats or incidents.

Notification and Assessment

The City of Harrisonburg, Rockingham County, and James Madison University report threats, incidents, and potential incidents through established communication and reporting channels. These reports will be forwarded to the VEOC. Depending on the incident type and needs, notification may also be made to the Regional Coordinator or Fusion Center. Once a threat or incident occurs, the local government, via the Director of Emergency Management, makes an initial decision to begin coordination of information-sharing and incident management activities.

Reporting Requirements

The City of Harrisonburg and Rockingham County Emergency Management are required to report a Declaration of Emergency to the VEOC and are encouraged to report all significant incidents to the VEOC. In most cases, incident information is conveyed through existing channels 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 how public information is disseminated can be found in ESF #2 (Communications) and ESF #15 (External Affairs). A variety of communication systems may be used at the Federal level to distribute information, such as:

- ☐ **National Warning Systems (NAWAS):** NAWAS is the primary system for emergency communications from the Federal Government to both State and local warning points. Currently, the Harrisonburg-Rockingham Emergency Communication Center does not have access to the NAWAS.
- ☐ **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 authorities have their own EAS, which may be used to broadcast information on major disasters or emergencies through the Virginia Department of Emergency Management.

Pre-Incident Actions

The majority of initial actions in the threat or hazard area are carried out by first responders and the authorities of the City of Harrisonburg, Rockingham County, and JMU, including efforts to protect the public and reduce damage to property as follows:

- ☐ **Public Health and Safety:** Initial safety efforts focus on actions to detect, prevent, or reduce the impact on public health and safety. These actions can include environmental analysis, plume modeling, evacuations, emergency sheltering, air monitoring, decontamination, emerging infectious disease tracking, emergency broadcasts, and more. These efforts may also involve public health education, site and public health surveillance, testing procedures, immunizations, prophylaxis, and isolation or quarantine for biological threats.
- ☐ **Responder Health and Safety:** Ensuring the safety and health of responders remains a priority. Key actions to reduce their risks include fully integrating deployed health and safety resources and expertise, including training, equipment, and appropriate PPE; conducting risk assessments based on timely and accurate data; and maintaining situational awareness that considers the safety of responders and recovery workers.
- ☐ **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 focus shifts from prevention, preparedness, and incident mitigation to immediate and short-term response efforts aimed at protecting life, property, the environment, and the social, economic, and political stability of the community.

Response actions include immediately contacting law enforcement, fire services, emergency medical services, emergency flood fighting efforts, evacuations, transportation system detours, public emergency information, measures to reduce further damage, urban search and rescue, providing public health and medical services, distributing food, ice, water, and other emergency supplies, clearing debris, restoring critical infrastructure, controlling, containing, and removing environmental contamination, and ensuring the health and safety of responders.

In a single incident, after immediate response missions and life-saving activities end, the focus shifts from response to recovery operations and, if applicable, hazard mitigation. The Planning Section creates a demobilization plan to release appropriate resources.

Recovery Actions

Recovery involves actions needed to help individuals and communities return to normal when possible. The Joint Field Office (JFO) acts as the main coordination point among Federal, State, the City of Harrisonburg, Rockingham County, JMU, and voluntary organizations for delivering recovery assistance programs.

The JFO Operations Section may include the Human Services Branch, the Infrastructure Support Branch, and the Community Recovery and Mitigation Branch. The Human Services and Infrastructure Support Branches evaluate state and local recovery needs at the beginning of an incident and establish relevant timeframes for program implementation. The Community Recovery and Mitigation Branch collaborates with other Operations branches and state and local officials to assess the long-term impacts of an incident, identify available resources, and facilitate the development of an action plan to allocate resources for community restoration and revitalization efficiently, as well as to minimize the impact of future disasters.

The above branches coordinate to identify appropriate agency assistance programs that meet applicant needs. Hazard Mitigation measures are determined in conjunction with congressionally mandated locally developed plans. Hazard Mitigation Risk Analysis, technical assistance to state and local governments, citizens, and businesses, as well as grant support, are included within the mitigation framework. These branches work together to monitor the overall

progress of the recovery effort, especially noting potential program gaps and problem areas.

Long-term environmental recovery may involve cleanup and restoration of public facilities, businesses, and homes; re-establishing habitats and preventing future damage to natural resources; protecting cultural or archaeological sites; and safeguarding historical resources from intentional harm during other recovery efforts.

If a Presidential Declaration is not made, or if federal and state assistance cannot meet all of the local needs, a local disaster recovery task force may be established. This task force is assembled only during times of need and includes, but is not limited to, representatives from the Red Cross, social services, local government, faith-based organizations, and local businesses. Assistance will be determined based on the availability of local resources and the specific needs.

Mitigation Actions

Hazard mitigation involves reducing or eliminating long-term risks to people and property from hazards and their effects. The JFO serves as the main coordination hub for federal, state, local, and nongovernmental agencies in Harrisonburg and Rockingham County, initiating the process that results in the delivery of mitigation assistance programs.

In a presidential-declared disaster, 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 any 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 collaborates with the Infrastructure and Human Services Branches, as well as with state and local officials, to facilitate the development of a long-term recovery strategy for the affected area.

VI. Ongoing Plan Management and Maintenance

Coordination

The City of Harrisonburg, Rockingham County, and James Madison University should conduct a thorough review and revision of their comprehensive plans, along with an exercise prior to official approval by the City Council, Board of Supervisors, and Board of Visitors, every four years to keep the plans current. It is also recommended that plans be updated and reviewed after any plan activation or training exercise.

- ☐ The Virginia Emergency Services and Disaster Law of 2000, as amended, requires that each City, County, and JMU prepare and maintain an up-to-date Emergency Operations Plan.
- ☐ The Emergency Management Coordinator will update the Emergency Operations Plan each year. The Coordinator will work with each emergency resource organization to ensure the development and upkeep of a competent emergency response capability.
- ☐ After any disaster response or exercise of the EOP, an AAR should be prepared following the procedures outlined in the Homeland Security Exercise and Evaluation Program (HSEEP). An AAR is the result of an administrative process that reviews and discusses the response to identify strengths and weaknesses in the emergency management and response program.

If an incident exceeds local emergency response capabilities, outside aid is available through mutual support agreements with nearby jurisdictions and volunteer emergency organizations or via the VEOC. A local emergency must be declared, and local resources fully utilized before requesting state and federal assistance.



Emergency Operations Plan

Appendices

October 2025

Appendix 1 – Glossary of Key Terms

After-Action Report: (AAR)

A document intended to capture observations of an exercise and make recommendations for post-exercise improvements.

Amateur Radio Emergency Services: (ARES)

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

American Red Cross

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 Command Base and also referred to as the Incident Command Post.

Common Terminology

Standardized words and phrases are used to ensure consistency while allowing diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

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.

Coordinator of Emergency Management

The Harrisonburg Fire Chief will serve as the Coordinator for the City of Harrisonburg, and the Rockingham County Department of Fire & Rescue Chief will serve as the Coordinator for Rockingham County. James Madison University has a position within the Police Department of Coordinator of Emergency Management.

Community Emergency Response Team: (CERT)

A community-level program that trains citizens to understand their role in disaster preparedness. The program enhances members' ability to safely assist themselves, their families, and their neighbors. Trained Community Emergency Response Team (CERT) volunteers provide immediate help to victims in their area, organize spontaneous volunteers who haven't been trained, and gather disaster intelligence to aid professional responders in prioritizing and allocating resources after a disaster.

Continuity of Operations: (COOP)

Pre-planned procedures to follow in the wake of an incident where the normal operations of the government are severely disrupted.

Declaration of Emergency

Whenever, in the opinion of the Governor, the safety and welfare of the people of the state requires 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.

Department Operations Center: (DOC)

Location used by the City/County departments as a coordination point for agency resources and facilities during major incidents and planned events. It coordinates with the Emergency Operations Center (EOC) and provides direct support to any field-level command post(s)

Deputy Coordinator of Emergency Management

The Harrisonburg Fire Department Administrative Officer will serve as the Deputy Coordinator for Harrisonburg. The Deputy Fire Chief will serve as Deputy Coordinator for Rockingham County.

Deputy Director of Emergency Management

The Harrisonburg Deputy City Manager will serve as the Deputy Director. The Rockingham County Deputy County Administrator will serve as the Deputy Director.

Director of Emergency Management

The Harrisonburg City Manager will serve as the Director of Emergency Management for the City. The County Administrator will serve as the County Director of Emergency Management. The President of JMU acts as the institution's Chief Executive Officer.

Disaster Recovery Center: (DRC)

A readily accessible facility where applicants may visit for information about FEMA and other disaster assistance programs.

Emergency/Disaster/Incident

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

Emergency Alert System

A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission (FCC) to operate in a controlled manner to warn and inform the public of needed protective actions in the event of a disaster or emergency.

A subscription service and landline service that will allow the Emergency Communication Center contact residents and businesses about emergency situations within a geographic area.

Emergency Operations Center

A facility from which government or institutions direct and control its emergency operations; where information about the status of the emergency is officially collected, assimilated, and reported on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

Emergency Operations Plan

A document, which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

Emergency 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

A function that takes agencies to provide or 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 (PL93-288).

Geographic Information System: (GIS)

A computer system capable of assembling, storing, manipulating, and displaying geographically reference data.

Harrisonburg-Rockingham Emergency Management Task Force

Task Force comprised of local, state, federal, and private partnerships to prepare and respond to all-hazards within the City and County and acts as the Local Emergency Planning Committee (LEPC).

Hazardous Materials

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

Hazardous Materials Emergency Response Plan

The plan was developed in response to the requirements of Section 303(a) of the Emergency Planning and Community Right-to-Know Act (Title III) of the 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/County/JMU Emergency Operations Plan

Incident Command System

A standardized emergency management construct designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of

emergencies and is applicable to both small and large, as well as complex, incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Commander

The individual responsible for managing all incident operations.

Incident Action Plan (IAP):

A document outlining the control objectives, operational period objectives, and response strategy defined by incident command during response planning. The IAP is a written plan that establishes the incident objectives and reflects the tactics necessary to manage an incident during an operational period.

Initial Damage Assessment Report

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.

Joint Information Center: (JIC)

A facility established to coordinate critical emergency information, crisis communications, and public affairs functions. The Joint Information Center serves as the primary point of contact for all news media. The Public Information Officer may activate the JIC to better manage external communication.

Local Emergency

The condition declared by the City of Harrisonburg or Rockingham County 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 the City of Harrisonburg or Rockingham County, 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. The LEPC is the Harrisonburg-Rockingham Emergency Management Task Force.

Mass Care

Actions taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life support services to people who have been displaced due to a disaster or a threatened disaster.

Mitigation

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

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.

National Incident Management System (NIMS)

A systematic, proactive approach guiding government agencies, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, to reduce the loss of life or property and harm to the environment.

National Response Framework

Guides the nation in conducting all-hazards responses. The Framework outlines the key response principles, roles, and structures that organize national response. It explains how communities, states, the Federal government, the private sector, and non-governmental partners apply these principles for a coordinated, effective national response.

National Weather Service

The federal agency, which provides localized weather information to the population and, during a weather-related emergency, to state and local emergency management officials.

Nongovernmental Organization: (NGO)

An association, including voluntary and faith-based groups, that is based on the interests of its members, individuals, or institutions. NGOs are not created by any government but may work cooperatively with the government. NGOs provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Examples of nongovernmental organizations include faith-based charity organizations and the American Red Cross.

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 incidents involving Weapons of Mass Destruction.

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 of Harrisonburg, Rockingham County, and James Madison University 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 its respective emergency support functions. The Coordinator of Emergency Management shall serve as the principal advisor to the Director of Emergency Management for respective localities during the response and recovery phase. In addition, the Coordinator of Emergency Management must ensure that the essential operations of their agency continue, unless otherwise directed by the City Council, Board of Supervisors, and/or JMU President.

Regional Information Coordination Center: (EOC)

The center facilitates communication and coordination among local, state, and federal government authorities to ensure an effective and timely response to regional emergencies and incidents. This includes coordinating decision-making regarding events such as closures, early releases of employees, evacuations, transportation decisions, health responses, and other related matters.

Shelter-in-Place

A common procedure implemented in the event of a chemical or radioactive release. Individuals take refuge in an interior portion of a building when an attempt to evacuate would potentially expose them to greater risk.

Situation Report

A form that, when completed at the end of each day at the Emergency Operations Center, will provide officials with a daily summary of the emergency's status and the local emergency response. A copy should be submitted to the VEOC via WEBEOC or fax.

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 a range of three to seven people. 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 because of a multi-jurisdictional or multi-agency incident. In the event of conflicting priorities or goals, or when resources are scarce, a clear line of authority for decision-making must be established. Agencies contribute to unified command by determining overall goals and objectives, jointly planning for tactical activities, conducting integrated tactical operations, and maximizing the use of all assigned resources.

Voluntary Organizations Active in Disaster

A coalition of the nation's most reputable national and state Non-Governmental Organizations (NGOs). They promote coordination, cooperation, communication, and collaboration to mitigate and alleviate the impact of disasters.

Weapons of Mass Destruction

Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounces, or mine or device like 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

AAR	After Action Report
APHIS	Animal and Plant Health Inspection Service
ARES	Amateur Radio Emergency Services
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CR	Community Relations
DHS	Department of Homeland Security
DMME	Department of Mines, Minerals, and Energy
DOC	Department Operations Center
DRC	Disaster Recovery Center
DSCO	Deputy State Coordinating Officer
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
ERRT	Emergency Response & Recovery Team
ERT-A	Emergency Response Team – Advance Element
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
JFO	Joint Field Office
JIC	Joint Information Center
JMU	James Madison University
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
NRF	National Response Framework
NWS	National Weather Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services
SAR	Search and Rescue
SCC	State Corporation Commission
SOP	Standard Operating Procedures
USACE	U. S. Army Corps of Engineers
USCG	U. S. Coast Guard
USDA	U. S. Department of Agriculture
VEOC	Virginia EOC
VOAD	Voluntary Organizations Active in Disaster
VVOAD	Virginia VOAD
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

Appendix 3 – Authorities and References

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

1. Federal

- A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- B. National Response Framework, 2019
- C. The Homeland Security Act

2. State

- A. Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Title 44-146.28, Code of Virginia, as amended.
- B. The Commonwealth of Virginia Emergency Operations Plan: 2019
- C. Crisis and Emergency Management Plans for Educational Institutions, 23.1-804 of the Code of Virginia

REFERENCES

- 1. Central Shenandoah Planning District. (2020). All-Hazard Mitigation Plan
- 2. City of Harrisonburg. (2013). Business Continuity Plan
- 3. City of Harrisonburg. (2009). Hazardous Materials Response Plan Updated 2021
- 4. Commonwealth of Virginia. (2008) Emergency Coordinator's Handbook

Appendix 4 - Matrix of Responsibilities

ESF AGENCY	ESF # 1 Transportation	ESF # 2 Communications	ESF # 3 Public Works	ESF # 4 Fire Fighting	ESF # 5 Emergency Management	ESF # 6 Mass Care	ESF # 7 Resource Support	ESF # 8 Health & Medical	ESF # 9 Search & Rescue	ESF # 10 Hazardous Materials	ESF # 11 Ag & Natural Resources	ESF # 12 Energy	ESF # 13 Public Safety	ESF # 14 Long-Term Recovery	ESF # 15 External Affairs	ESF # 16 Military Affairs	ESF # 17 Volunteers & Donations
Emergency Management		P	S		P	S	S		S			P	S	P	P	P	P
Fire			S	P	S			S	P	P			S		S		
EMS/ Public Health			S		S	S		P	S	S	P			S	S		
Law Enforcement	S	S	S		S	S		S	P	S			P		S		
Public Works/Utilities	P		P		S		S	S									
Community Development			P		S									P			
American Red Cross					S	S	S	S			S			S			
Information Technology		P			S										S		
Social Services						P	S	S			P				S		P
Finance					S		P										
Transportation	P		S														
Schools	P		S			P									S		
CSB								S									
Water Authority			S														
Attorney			S		S								S				
Public Information Officer		P													P		
VVOAD						S					S			S			S
Local Disaster Recovery TF						S								S			S
Extension Service											P						
Hospital								S									
ECC		P															
VDOT	S		S										S				
Private Sector		S															
Amateur Radio		S															
Utility Providers		S										S					
VDEQ			S					S		S							
VA DOF				S													
VDEM							S		S	S					S		
Civil Air Patrol									S								
VDACS								S			S						
VADBHDS						S											

P = Primary

S = Support

Appendix 5 – Succession of Authority

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

Organization/Service Function

Director of Emergency Management

1. City Manager/County Administrator/JMU President
2. Deputy City Manager/Deputy County Administrator/JMU Vice President of Administration/Finance

Coordinator of Emergency Management

1. Fire Chief (City/County)/JMU Coordinator of EM
2. City Fire Administrative Officer/County Deputy Fire Chief/JMU Fire Safety & Emergency Management Coordinator

Law Enforcement

1. City Police Chief/Sheriff/JMU Police Chief
2. City Ranking Captain/Major/JMU Lieutenant

Fire/EMS

1. Fire Chief (City/County)
2. City Deputy Fire Chief – Operations/Deputy Fire Chief -County

Public Schools

1. Superintendent (City/County)
2. City Executive Director – Operations & Safety/County Assistant Superintendent

Public Works

1. Director (City/County)
2. Deputy Director (City/County)

Social Services

1. Director
2. Eligible Supervisor

Health Department

1. Director
2. Deputy Director

Extension Services

1. Unit Chair – Extension Office

American Red Cross

1. Executive Director
2. Disaster Coordinator

Salvation Army

1. Captain

Public Utilities

1. City Director of Utilities/County Director of Public Works
2. Deputy Director (City/County)

Transportation (City)

1. Director
2. Deputy Director

Electric Commission (City)

1. General Manager
2. Assistant General Manager

Animal Related Services

1. Animal Control Officer (City/County)
2. SPCA

Community Services Board

1. Executive Director
2. Emergency Services Coordinator

Community Development

1. Director of Community Development (City/County)
2. City Building Official/County Director of Planning

Sentara Rockingham Memorial Hospital

1. President
2. Vice President

Finance Department

1. Director of Finance (City/County)
2. City Assistant Director/County Accountant

Parks and Recreation

1. Director of Parks (City/County)
2. City Assistant Director/County Program Supervisor

JMU Facilities Management

1. Associate Vice President, Business Services
2. Facilities Management, Executive Director

Appendix 6 – EOP Distribution List

City of Harrisonburg

Director of Emergency Management (2)	Ande Banks
Deputy Director of Emergency Management (1)	Amy Snider
Fire Chief/Coordinator of Emergency Management (4)	Matthew Tobia
City Engineer (1)	Matthew Huston
Chief of Police (4)	Rod Pollard
Building Official (1)	Mike Williams
Director of Public Utilities (3)	Mike Collins
Director of Public Works (3)	Tom Hartman
Director of Public Transportation (1)	Gerald Gatobu
Superintendent of Schools (1)	Dr. Michael G. Richards
Harrisonburg Electric Commission (1)	Brian O'Dell
Director of Economic Development (1)	Brian Shull
Director of Planning and Community Development (1)	Adam Fletcher
Treasurer (1)	Jeff Shafer
Commissioner of the Revenue (1)	Karen Rose
Emergency Communications Center (1)	Ben Zimmerman
Council Members (5)	
City Fire Stations (5)	

Rockingham County

Director of Emergency Management (1)	Casey Armstrong
Deputy Director of Emergency Management (1)	Vacant
Fire Chief/Coordinator of Emergency Management (4)	Jeremy Holloway
County Attorney (1)	Tom Miller
Sheriff's Office (6)	Bryan Hutcheson
Building Official (1)	Joe Shifflett

Director of Public Works (2)
Superintendent of Schools (2)
Director of Community Development (1)
Treasurer (1)
Commissioner of the Revenue (1)
Director of Recreation (1)
Director of Finance (1)
Director of Social Services (1)
Human Resources (1)
Board of Supervisors (5)

Philip Rhodes
Larry Shifflett
Rachel Salatin
Todd Garber
Dan Cullers
Kirby Dean
Patricia Davidson
Celest Williams
Paula Greenhagen

James Madison University

President (1)
Vice President of Administration and Finance (1)
Director of Risk and Emergency Management (1)
Chief of Police (1)
JMU Dispatch (1)

James Schmidt
Towana Moore
Hilary Cronin
Tony Matos
Shauna Moore

Partner Agencies

Red Cross (1)
VA Department of Transportation (1)
Sentara RMH (2)
Salvation Army (1)
Central Shenandoah Health District (1)
VA Extension Service (1)
Volunteer Fire & Rescue Agencies (16)
Incorporated Towns (7)

Viviana Cristian
Don Komara
Douglas Moyer
Lt. Douglas Ingold
Dr. Allison Baroco
Jeremy Daubert
Current Chiefs

Appendix 7 – Preservation of Government

Court Records

The preservation of essential records for the City of Harrisonburg and Rockingham County is the responsibility of the Clerk of the Circuit Court. All essential records are to be stored in the records vault located in the Office of the Clerk of the Circuit Court. These records include the following:

- Real Estate Records*
- Criminal Records
- Wills
- Civil Records
- Chancery Records
- Marriage Licenses

The evacuation of records in the event of an emergency will be accomplished only by approval of the Clerk of the Circuit Court.

The loading and transportation of these records is the responsibility of the Sheriff's Department.

*** A microfilm copy of all real estate records for the locality is stored in the Archives, State Library, Richmond, Virginia**

Agencies/Organizations

Each agency/organization within the structure of local government should establish its own records protection program. Those records deemed essential for continuing government functions should be identified and procedures should be established for their protection, such as duplicate copies in a separate location and/or the use of safe and secure storage facilities. Provisions should be made for the continued operations of automated data processing systems and records.

Appendix 8 – NIMS Resolution



COMMONWEALTH of VIRGINIA Department of Emergency Management

MICHAEL M. CLINE
State Coordinator

JANET L. CLEMENTS
Deputy Coordinator

JAMES W. KECK
Deputy Coordinator

10501 Trade Court
Richmond, Virginia 23236-3713
(804) 897-6500
(TDD) 674-2417
FAX (804) 897-6506

THE NATIONAL INCIDENT MANAGEMENT SYSTEM FY05 CERTIFICATION

Please sign and return this form to the attention of Julian Gilman, VDEM, Homeland Security Grants
FAX Number (804) 897-6613

I certify that City of Harrisonburg
(local government) has successfully complied with the following minimum

FY05 National Incident Management System (NIMS) compliance requirements contained in the
September 8, 2004, letter from the DHS Secretary to the nation's governors and in accordance with
ODP's FY05 ODP Homeland Security Grant Program.

- **Formally recognize the National Incident Management System (NIMS) and adopt the NIMS principles and policies.**
- **Complete the NIMS Awareness Course:** "National Incident Management System, and Introduction" – IS 700. This independent study course explains the purpose, principles, key components and benefits of NIMS for all emergency personnel with a direct role in emergency preparedness, incident management or response;
- **Establish a NIMS baseline by determining which NIMS requirements have been accomplished and develop an implementation plan.** The NIMS Capability Assessment Support Tool (NIMCAST) is available as a voluntary web-based self-assessment system for use by states, territories, tribes, and local governments to evaluate their incident response and management capabilities;
- **Institutionalize the use of the Incident Command System (ICS).** We recognize that we must institutionalize the use of ICS (consistent with the concepts and principles taught by DHS) across the entire response system. Institutionalization is demonstrated in the jurisdiction's policy and organizational/operational activities.

(Name & Title Local Official): Roger D. Baker, City Manager
(Name of Local Government): City of Harrisonburg
Signature: [Signature] Date: Sept. 27 2005

"Working to Protect People, Property and Our Communities"

WHEREAS, the Incident Command System components of NIMS are already an integral part of various City incident management activities, including current emergency management training programs; and

WHEREAS, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of a standardized Incident Command System;

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF HARRISONBURG, VIRGINIA:

That the National Incident Management System (NIMS) is established as the City standard for incident management.

Approved: April 12, 2005


MAYOR

ATTEST:


CLERK OF THE COUNCIL



City of Harrisonburg, Virginia

Office of Mayor
345 South Main Street
Post Office Box 20031
Harrisonburg, Virginia 22801
(540) 432-7701/Fax (540) 432-7778

Larry M. Rogers
Mayor

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF HARRISONBURG,
VIRGINIA, REGARDING THE ADOPTION OF THE
NATIONAL INCIDENT MANAGEMENT SYSTEM**

ADOPTED AT A REGULAR MEETING OF THE CITY COUNCIL OF THE CITY OF
HARRISONBURG, VIRGINIA, HELD AT 7:30 P.M., ON APRIL 12, 2005:

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

WHEREAS, the collective input and guidance from all Federal, State and local homeland security partners has been, and will continue to be, vital to the development, effective implementation and utilization of a comprehensive NIMS; and

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

WHEREAS, to facilitate the most efficient and effective incident management it is critical that Federal, State and local organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters; and

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

The City With The Planned Future



JOSEPH S. PAXTON
County Administrator



ROCKINGHAM COUNTY

A RESOLUTION ADOPTING THE COUNTY OF ROCKINGHAM EMERGENCY OPERATIONS PLAN

WHEREAS, the possibility exists for dangers of many types including man-made disasters, natural disasters, and possible hostile actions of an unknown enemy; and

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

WHEREAS, the Board of Supervisors desire and the Commonwealth of Virginia statutes require the adoption of appropriate planned protective measures;

NOW, THEREFORE, BE IT RESOLVED by the Rockingham County Board of Supervisors this 13th day of April, 2005, that the County of Rockingham Emergency Operations Plan be and it is hereby adopted as the basic plan for County emergency services.

BE IT FURTHER RESOLVED that those County officials charged with planning and operational responsibility in the Emergency Operations Plan become knowledgeable of such responsibilities and be prepared to execute their respective responsibilities upon notification of implementation of the plan.

I hereby certify that the foregoing is a true copy of a resolution adopted by the Rockingham County Board of Supervisors at a meeting held on April 13, 2005.

Given under my hand this 13th day of April, 2005.


Dottie L. Bowen, Deputy Clerk

POST OFFICE BOX 1252, HARRISONBURG, VIRGINIA 22803
TELEPHONE (540) 564-3012 • FAX (540) 564-3017
Website: www.co.rockingham.va.us

BOARD OF SUPERVISORS

PABLO CUEVAS

Election District No. 1

CHARLES W. AHREND

Election District No. 2

DEE E. FLOYD

Election District No. 3

WILLIAM B. KYGER, JR.

Election District No. 4

MICHAEL A. BREEDEN

Election District No. 5

Appendix 9 – Incident Level Management System

To enhance on-scene response to natural and technological emergencies at the local level, there is a need for an incident-level management system in place that provides a standardized organizational framework for responders to quickly recognize and adapt. The management system will provide the necessary tools to effectively manage and efficiently coordinate local and regional resources, utilizing common terminology and standard operating procedures.

The incident-level management system must be designed to quickly organize and integrate multiple disciplines into a single functional organization that has the flexibility to adapt to and meet the demands of any emergency/disaster situation involving one or more jurisdictions. The strength and effectiveness of such a system will be based on written procedures that reflect departmental policies and provide incident management with standardized and effective response strategies for diverse emergency situations that vary in terms of their size, scope, and the nature of the hazard(s) they pose to the community. These procedures, which will be implemented routinely to address any given situation, can also be used as a training tool for department staff, as well as provide a baseline for assessments and critiques of emergency operations following an actual incident or exercise to test the plan.

The City of Harrisonburg, Rockingham County, and James Madison University recognize the critical importance of having such an organizational structure in place and have adopted the Incident Management System (see certification documents – Appendix 8). This command system comprises five functions, including command, operations, planning, logistics, and finance/administration. An Incident Commander is responsible for ensuring that all functions identified above are working in a coordinated manner to fulfill the established objectives and overall management strategy defined for the emergency at hand. An Operations Section Chief, who reports directly to the Incident Commander, is designated to conduct the necessary planning to ensure operational control during emergency operations. This system has been proven nationally to be adaptable to a variety of situations with relative ease, while allowing the Incident Commander to effectively maintain a continuous and reasonable span of control and operational efficiency throughout the emergency response.

Incidents involving multiple jurisdictions will be managed under a Unified Command structure composed of individuals designated by their respective jurisdictions or departments within a single jurisdiction, who are jointly responsible for developing objectives, strategy, and priorities to effectively address the emergency at hand. All agencies involved in the emergency response report to a single Incident Command Post and follow a unified Incident Action Plan, establishing a single command structure. Additionally, as in a single-command structure, the Operations Section Chief, designated by the

Unified Command, will be responsible for implementing the plan. The designation of the Operations Section Chief is based on a variety of factors, which may include, but are not limited to, such issues as which jurisdiction has the greatest involvement, the number/type of resources involved, existing statutory authority, or mutual knowledge of the individual's qualifications.

Appendix 10 – Sample Declaration of a Local Emergency

Harrisonburg

AT A SPECIAL MEETING OF THE CITY COUNCIL OF THE CITY OF
HARRISONBURG, VIRGINIA, HELD AT _____, ON ____
_____, 20____ A RESOLUTION DECLARING A LOCAL
EMERGENCY TO EXIST IN CITY OF HARRISONBURG, VIRGINIA

WHEREAS, the City Council of the City of Harrisonburg, Virginia, does hereby find as follows:

1. That due to the occurrence of _____, the City of Harrisonburg is facing a condition of extreme peril to the lives, safety and property of the residents of City of Harrisonburg;
2. That as a result of this extreme peril, the proclamation of the existence of an emergency is necessary to permit the full powers of government to deal effectively with this condition of peril.

NOW, THEREFORE, BE IT HEREBY PROCLAIMED by the City Council of the City of Harrisonburg, Virginia, that a local emergency now exists throughout the City of Harrisonburg; and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of this emergency the powers, functions, and duties of the Director of Emergency Management and the Emergency Management organization and functions of the City of Harrisonburg shall be those prescribed by the laws of the Commonwealth of Virginia and the ordinances, resolutions, and approved plans of the City of Harrisonburg in order to mitigate the effects of said emergency.

Dated: _____

City Council, City of Harrisonburg, VA

Mayor

Vice-Mayor

Member of Council

Member of Council

Member of Council

Attest:

Clerk, City Council
City of Harrisonburg,
Commonwealth of Virginia

Rockingham County

AT A SPECIAL MEETING OF THE BOARD OF SUPERVISORS OF
ROCKINGHAM COUNTY

HARRISONBURG, VIRGINIA, HELD AT _____, ON _____
_____, 20____ A RESOLUTION DECLARING A LOCAL
EMERGENCY TO EXIST IN ROCKINGHAM COUNTY, VIRGINIA

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

1. That due to the occurrence of _____,
Rockingham County is facing a condition of extreme peril to the lives, safety
and property of the residents of the County;
2. That as a result of this extreme peril, the proclamation of the existence of an
emergency is necessary to permit the full powers of government to deal
effectively with this condition of peril.

NOW, THEREFORE, BE IT HEREBY RESOLVED by the Board of
Supervisors of Rockingham County, Virginia, that a local emergency now exists
throughout Rockingham County; and

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

Dated: _____ Board of Supervisors, Rockingham County, VA

Chairman of Board

Member of Board

Member of Board

Member of Board

Member of Board

Attest: _____
Clerk, Board of Supervisor
Rockingham County, Commonwealth of Virginia

Appendix 11 – Legal Assistance

MISSION

To provide proper and timely legal guidance to government officials in an emergency or disaster situation.

ORGANIZATION

The City/County (and/or Commonwealth) Attorney will assist City/County government officials and departments, as well as JMU, through University Counsel, to ensure that actions taken during an emergency/disaster situation comply with applicable federal, State, and local laws, regulations, and policies.

CONCEPT OF OPERATIONS

In an emergency, the Director and Coordinator of Emergency Management will take and authorize various actions under their emergency powers to respond to and recover from the disaster. Laws, regulations, and policies that the government follows daily may need to be temporarily halted to effectively handle the situation. The government's exposure to potential liability is significantly increased in this context. To avoid or reduce potential liability issues, government officials must clearly understand the limits of their emergency authority as defined by law.

During an emergency or disaster situation, the City/County/University Counsel will be stationed in the EOC if requested, to provide the necessary legal assistance to officials and staff in identifying, defining, and resolving any legal issues that may arise during any phase of emergency operations.

All government staff will consult with the City/County/University Attorney regarding any legal issue that may arise in the course of executing their responsibilities under the plan. Legal assistance may include, but not be limited to, such actions as defining emergency authorities, identifying and resolving potential liability issues, interpreting laws, regulations, and policies, preparing new ordinances and regulations, and developing and reviewing contracts.

EMERGENCY MANAGEMENT ACTIONS – LEGAL ASSISTANCE

1. Normal Operations

- a. Review local, state, and federal emergency laws, regulations, and policies and identify potential issues that may surface during emergency operations.

- b. Advise government officials and staff of potential legal issues that may arise during emergency operations and provide guidance as to how these issues may be addressed.
- c. Develop and disseminate procedures to City/County/JMU staff as to how legal issues should be addressed and processed through the City/County/University/Commonwealth's Attorney during a disaster.

2. Increased Readiness

A natural or human-made disaster is threatening the local area.

- a. Review local, state, and federal disaster laws.
- b. Inform departments of the procedures to follow in requesting legal assistance.

3. Response

- a. Implement and advise government officials of their emergency authorities under the law.
- b. Provide legal assistance and guidance to government officials and staff as necessary.
- c. Consult with state and federal authorities as required.

4. Recovery

- a. Continue to provide legal assistance to government officials and staff.
- b. Continue to consult with state and federal authorities as required.

CRIME VICTIMS

"In the event of an emergency when there are crime victims involved as defined by §19.2-11.01 of the Code of Virginia the *City of Harrisonburg, Rockingham County, and James Madison University* will contact the Virginia Department of Virginia Criminal Justice Services (DCJS) and the Virginia Victims Fund (VVF) (formerly Virginia Criminal Injuries Compensation Fund VCICF) to deploy. Both entities will serve as the lead for coordinating services and assistance to the victims."

Virginia Victims Fund (VVF)/Criminal Injury Compensation Fund

Shannon Dion
Director
(804) 205-3531

Leigh Snellings
Assistant Director
(800) 552-4007

Virginia Department of Criminal Justice Services

Julia Fuller-Wilson, Violence Against Women Program Administrator and State
Crisis Response Coordinator
Victims Services, Division of Programs and Services
Virginia Department of Criminal Justice Services
1100 Bank Street, Richmond, VA 23219
(804) 371-0386 F: (804) 786-3414
Crisis Response Emergency Cell: (804) 840-4276
vacrisisresponse@dcjs.va.gov

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

“The plan shall include, but not be limited to, responsibilities of all local agencies and shall establish a chain of command, and a provision that the Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be contacted immediately to deploy assistance in the event of an emergency as defined in the emergency response plan when there are victims as defined in § 19.2-11.01. The Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be the lead coordinating agencies for those individuals determined to be victims, and the plan shall also contain current contact information for both agencies.”

As a reminder, VDEM policy directs institutions to channel requests for state resources through their local government’s EOC.



Emergency Operations Plan

Emergency Support Functions

October 2025

Emergency Support Functions

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

Emergency Support Function (ESF) #1 Transportation

Primary Agency

Harrisonburg Department of Public Transportation
Harrisonburg Department of Public Works
Rockingham County Public Schools
Virginia Department of Transportation

Secondary/Support Agencies

Law Enforcement
Harrisonburg City Public Schools
JMU Facilities Management, Operations

Introduction

Purpose:

Emergency Support Function #1 (Transportation) assists local, federal, and state government entities and voluntary organizations requiring transportation capacity to perform response missions following a disaster or emergency. Emergency Support Function #1 will also serve as a coordination point between response operations and restoration of the transportation infrastructure.

Scope:

Assistance provided by ESF #1 includes, but is not limited to:

- Harrisonburg Department of Public Transportation/Rockingham County Public Schools are responsible for coordinating transportation activities and resources during the response phase immediately following an emergency or disaster.
- Harrisonburg Department of Public Works/Virginia Department of Transportation are responsible for facilitating damage assessments to establish priorities and determine needs of available transportation resources.
- Harrisonburg Department of Public Transportation/Rockingham County Public Schools is responsible for prioritization and/or allocation of all government transportation resources.

Policies:

- Harrisonburg Department of Public Transportation/Rockingham County Public Schools are responsible for local transportation planning using the most effective means of transportation to carry out the necessary duties during an incident.
- Harrisonburg Department of Public Works/Virginia Department of Transportation 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 the local government prior to an incident. Each ESF is responsible for compiling, submitting, and updating information for inclusion in the ESF #1 prioritized shipments.

Concept of Operations**General:**

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

Depending on the scope of an event, the City/County may be required to provide mass transportation for citizens to access emergency public shelters.

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 resources not being used for the initial response to 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:

The City of Harrisonburg and VDOT is responsible for coordinating resources needed to restore and maintain transportation routes necessary to protect lives and property during an emergency or disaster.

The Harrisonburg Department of Public Works, HDPT, and VDOT will provide a liaison and provide information on road closures, alternate routes, infrastructure damage, and debris removal, rail and bus transit and restoration activities.

The Harrisonburg Department of Public Works/VDOT in conjunction with the City of Harrisonburg and Rockingham County resources 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 signage and barricades; and
- Maintain and restore critical transportation routes, facilities, and services.

Actions

- ESF #1 will develop, maintain, and update plans and procedures for use during an emergency.
- Personnel will stay up to date with education and training that is required for a safe and efficient response to an incident.
- Prepare and utilize City/County buses for mass transportation to public shelters.
- Alert the Director of Emergency Management of possible incident and begin preparations for mobilization of resources.
- If necessary, ESF1 will coordinate with the EOC or Emergency Management to contact state or federal agencies and alert Secondary Agencies.
- Assess initial damage and determine priorities for reconstruction and restoration of critical transportation facilities and infrastructure.
- Keep record of all expenses and continue through the duration of the emergency.
- Prepare appropriate facilities for possible use.

- Locality will communicate and inform the VAEOC of actions and intentions and limitations.
- ESF #1 staff coordinates the use of transportation resources to fulfill mission assignments and follows established practices and procedures.
- Continue to provide support where needed.
- Harrisonburg Department of Public Transportation/Rockingham County Public Schools are responsible for processing all transportation requests from City/County agencies and emergency support functions. This ESF will coordinate evacuation transportation as the first priority.
- Harrisonburg Department of Public Transportation/Rockingham County Public Schools are responsible for facilitating the movement of the public in coordination with other transportation agencies.
- Maintain records of cost and expenditures and forward them to the Finance Section.

Responsibilities

- Partner with State and Federal departments as well as local industry to assess damage and impact on transportation and infrastructure.
- Coordinate and implement, response and recovery functions under Primary agency statutory authorities.
- Assist with determining the most viable transportation networks to, from, and within, the emergency or disaster area and regulate the use of these transportation networks; and
- Identify resource requirements for transportation and coordinate their allocation.

Emergency Support Function (ESF) #2 Communications

Primary Agencies

Emergency Management
Emergency Communications Center
Information Technology Department(s)
Public Information Officer(s)

Secondary/Support Agencies

Law Enforcement
Local Telephone Service Provider(s)
Amateur Radio Operators

Introduction

Purpose:

The purpose of Emergency Support Function #2 (Communications) is to support public safety and other City/County agencies by maintaining continuity of information and telecommunication equipment and other technical resources. ESF #2 is responsible for keeping the public and City/County employees informed during an emergency situation, providing guidance when appropriate to help save lives and protect property, and supporting City agencies with the restoration and reconstruction of telecommunications equipment, computers, and other technical resources. This section describes the locality's emergency communications/notification and warning system. The locality will coordinate with the VEOC should outside assistance be required.

Scope:

ESF #2 works to transfer information accurately and efficiently during an incident. This ESF is also responsible for the technology associated with the representation, transfer, interpretation, and processing of data among people, places, and machines. Communication includes transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any natures by wire, radio, optical, or other electromagnetic systems.

Policies:

- The Emergency Communications Center (ECC) operates 24 hours a day, 7 days a week. It serves as the 911 center and the local public safety answering and warning point.
- The ECC is accessible to authorized personnel only.

- The ECC will initiate notification and warning of appropriate personnel.

Concept of Operations

General:

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

The primary EOC for the City of Harrisonburg and Rockingham County is located in the Harrisonburg Public Safety Building, 101 North Main Street, next to the Emergency Communications Center (ECC). The ECC serves as the communications center for both the City of Harrisonburg and Rockingham County. The ECC is responsible for the receipt of all 911 calls and the dispatch of emergency services (fire, law enforcement, and EMS) for the city and the county. This facility is operated 24 hours a day, 7 days a week, and will house the VCIN and NCIC Teletype system, as well as the NAWAS radio system for receiving weather information from the National Weather Service.

The ECC is accessible to authorized personnel only. 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. The Director of Emergency Management, Coordinator of Emergency Management, Chief of Police, Sheriff, or their designees are allowed to authorize an emergency alert notification.

The telephone companies will ensure that communications essential to emergency services are maintained. During a major disaster, additional telephone lines may be installed 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. The Coordinator of Emergency Management will coordinate with the telephone company to provide for these services.

Radio resources include the Harrisonburg/Rockingham radio system; Police Department, Fire Department, EMS, and mobile units operating on a UHF Conventional Paging System, and an 800 MHz trunked radio system with the capability to communicate with the other jurisdictions through national interoperability channels.

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

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 distributed via radio, television, and social media. 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, as well as potential health hazards associated with the incident.

The ECC has a local emergency alert program. Eastern Mennonite University uses HEARO FM as their warning system, along with a mass email and text message system. JMU uses a campus siren and PA system, mass text messages and emails, and text-to-voice for their warning alerts. Bridgewater College has a siren system as well as a campus-wide alert system that uses email and texting to notify students, faculty, and staff.

Organization:

The City of Harrisonburg and Rockingham County 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 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 assisting with emergency radio communications will be under the authority of the Director of Emergency Management or the Coordinator of Emergency Management. These amateur radio or other non-governmental volunteer operators will be required to participate actively in regular training and exercises established by the Office of Emergency Management and the Information Technology Department.

Actions:

- ESF #2 requires a working arrangement between the local Primary Agency, the local EOC, and local news media, and coordination with External Affairs (ESF-15).
- The ECC will initiate notification and warning of appropriate personnel. Landline telephones, voice or data, 2-way radio, and wireless

telecommunications devices may be utilized to notify officials, EOC staff, emergency personnel and others.

- Emergency Service vehicles equipped with public address systems may be used to warn the general public.
- The Coordinator of Emergency Management or his/her designee must authorize the use of the Emergency Alert System; and
- Emergency warning may originate at the federal, state, or local level of government. Timely warning requires dissemination to the public by all available means:
 - Emergency Communications Center
 - Emergency Alert System
 - Local radio and television stations
 - NOAA Weather Radio – National Weather Service
 - Mobile public address system
 - Telephone
 - General broadcast over all available radio frequencies
 - Newspaper
 - Amateur Radio Volunteers

Responsibilities:

- Develop and maintain primary and alternate communications systems for contact with local jurisdictions, state agencies, and nongovernmental and private sector agencies required for mission support.
- Ensure the ability to provide continued service 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.
- Provide additional staffing in the EOC/ECC to assist with communication.
- Develop and maintain an emergency communications program and plan.
- Provide telephone service providers with a restoration priority list for telephone service prior to and/or soon after a major disaster; and
- Maintain records of cost and expenditures and forward them to the Finance Section Chief.

Emergency Support Function #2 – Attachment 1

USE OF CABLE TELEVISION DURING EMERGENCY SITUATIONS

During emergencies, it is especially important that the public be kept informed of available resources, dangerous conditions, and the response that emergency personnel are making to the situation. In addition to using other media outlets, cable television should be used to disseminate this type of information as follows:

1. Emergency Override – The emergency override on the cable system allows the Virginia Department of Emergency Management and the Virginia State Police to inform the public of immediate crisis situations. The override operates over all channels and anyone watching cable will see the message. It is to be used only where instant notification is essential.
2. Government Access Bulletin Board – The government access bulletin board is available to transmit written messages through the cable system. Through use of a character generator, messages can be typed onto the screen and broadcast through the cable company personnel and the Public Information Officer.

All of the above resources are to be used in conjunction with the Public Information Officer and the appropriate state agency.

Emergency Support Function #2 – Attachment 2

EMERGENCY NOTIFICATION AUTHORIZATION

Until the EOC is activated, the ECC dispatcher will notify the following officials upon receipt of a severe weather watch or warning, or when directed by an on-scene incident commander:

- ☐ Director of Emergency Management (City/County)
- ☐ Deputy Director of Emergency Management (City/County)
- ☐ Coordinator of Emergency Management (City/County)
- ☐ Deputy Coordinator of Emergency Management (City/County)
- ☐ Chief of Police/Sheriff
- ☐ Director of Public Utilities
- ☐ Director of Public Works (City/County)
- ☐ Superintendent of Schools (City/County)
- ☐ Director of Social Services
- ☐ Director Central Shenandoah Health District

Emergency Support Function (ESF) #3 Public Works\Public Utility, Planning Department/Building Inspector

Primary Agency

Department of Public Works/Public Utility
Community Development
Building Inspector

Secondary/Support Agencies

Emergency Management
Public Schools
Water Authorities
Fire and EMS
Law Enforcement
Department of Transportation
City/County Attorney
Virginia Department of Transportation
Virginia Department of Environmental Quality

Introduction

Purpose:

Emergency Support Function #3 (Public Works and Engineering) will assess the overall damage to public and private property. ESF #3 will also conduct necessary inspections to ensure the integrity of a building, assist with debris removal, and ensure that any rebuilding complies with existing zoning and land-use regulations.

Scope:

ESF #3 is structured to provide public works and engineering-related support for the changing requirements of incident management, including preparedness, prevention, response, recovery, and mitigation actions. Activities within the scope of this function include:

- Conduct pre- and post-incident assessments of public works and infrastructure.
- Execute emergency contract support for life-saving and life-sustaining services.

- Provide technical assistance to include engineering expertise, construction management, contracting, and real estate services: and
- Provide emergency repair of damaged infrastructure and critical facilities.

Policies:

- Personnel will stay up to date with procedures through training and education.
- The Primary Agency will develop work priorities in conjunction with other agencies when necessary; and
- Local authorities will obtain required waivers and clearances related to ESF #3 support.

Concept of Operations**General:**

In a disaster, buildings and structures may be destroyed or severely damaged. Homes, public buildings, bridges, and other facilities may need to be reinforced or demolished to ensure safety. Public utilities may be damaged and partially or fully inoperable. Access to the disaster areas may be dependent upon debris clearance and roadway repairs. Debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response.

Prompt assessment of the disaster area is required to determine critical response times and potential workloads. Early damage assessment must be made rapidly and be of a general nature. Following an incident, and in coordination with ESF #14, a multitude of independent damage assessment activities will be conducted by a variety of organizations, including the Locality Damage Assessment Teams, Insurance Companies, Virginia Department of Emergency Management, Utility Companies, and Federal Agencies.

Organization:

The Coordinator, Deputy Coordinator, or their designee will be responsible for deploying damage assessment teams, consolidating damage data, and preparing reports. At the Incident Commander's request, the Damage Assessment Teams' primary focus will be to evaluate structural damage to critical buildings and infrastructure.

Local Damage Assessment Teams will assess damage to the extent of their resources and expertise. The Health Department may assist the Department of Public Utilities with damage assessments related to health hazards that may be caused by the disruption of sanitary waste and sewage systems.

The Coordinator of Emergency Management will complete an Initial Damage Assessment Report and submit it to the Virginia Department of Emergency Management within 72 hours of the event. This report outlines the severity of the problems and determines the need for further assistance. Federal and State-supported damage assessments occur before a Presidential Disaster Declaration and identify the specific needs for long-term recovery.

To minimize threats to public health, the Department of Public Works will act as a liaison with the Virginia Department of Environmental Quality (DEQ) and the City of Harrisonburg/Rockingham County Attorney to secure the necessary emergency environmental waivers and legal clearances for disposing of emergency debris and materials from demolition activities. The Department of Public Works will coordinate with DEQ to oversee debris disposal.

The Building Inspections Department will examine all affected buildings for structural, electrical, gas, plumbing, and mechanical damage after a disaster. They will ensure that any repairs or rebuilding comply with the City of Harrisonburg and Rockingham County building codes, zoning and land-use regulations, and the comprehensive plan.

The Building Inspections Department is responsible for assessing the condition of a building and posting a notification on the property. The building owner remains responsible for deciding whether to demolish or restore the structure. During the recovery phase, the Building Inspector is tasked with facilitating the issuance of building permits and reviewing and approving the site-related and construction plans submitted for the rebuilding or restoration of residential and commercial buildings.

The Director of Public Works will oversee resource coordination for physical recovery and debris removal. The department will collaborate with various local agencies, state bodies, private utility companies, contractors, heavy equipment operators, and waste management firms to carry out their responsibilities.

The following provides utilities to the City of Harrisonburg and Rockingham County:

- Electric: Harrisonburg Electric Commission, Dominion Energy, Shenandoah Valley Electric Cooperative
- Telecommunications: Verizon, T-Mobile, Shenandoah Communications (Shenandoah Telecommunications Company or Shentel)
- Natural Gas: Columbia Gas of Virginia.

Actions:

- Alert personnel to report to the EOC.
- Review plans.
- Begin keeping a record of expenses and continue for the duration of the emergency.
- Prepare to make an initial damage assessment.
- Activate the necessary equipment and resources to address the emergency; and
- Coordinate response with local, state, federal departments, and agencies.
- Maintain records of cost and expenditures and forward them to the designated financial authority.

Responsibilities:

- Assist in conducting an initial damage assessment.
- Submit an initial damage assessment to EOC/VEOC.
- Assist in coordinating response and recovery.
- Prioritize debris removal (see Debris Management Annex).
- Inspect building for structural damage; and
- Ensure all repairs comply with City of Harrisonburg and Rockingham County building codes, zoning, land-use regulations, and comprehensive plan.

Emergency Support Function #3 – Attachment 1

WATER CONTAMINATION

Water supply contamination can quickly have a negative impact on the health and economic well-being of any community. In any water supply contamination, whether localized or widespread, the public must be notified immediately to reduce the impact.

In the event of water supply contamination, the staff of the Harrisonburg Public Utilities Department and the Rockingham County Department of Public Works would make an initial assessment of the extent of the problem and the potential impact on the public. The impacted public would be notified promptly and provided with proper guidance until the issue was resolved. Coordination with and assistance from other local, state, and federal agencies, as well as private concerns, would be necessary to address the problem promptly and effectively and ensure the continuation of essential services during the process. Liaison with private organizations, nursing homes, major industrial users, hospitals, dialysis clinics, and other relevant entities must be maintained to ensure their cooperation and facilitate the implementation of their own contingency plans.

Harrisonburg Public Utilities – Emergency Response Plan

The Harrisonburg Public Utilities Department has developed and updated its Emergency Response Plan, which identifies hazards and can be found with the ESF #3 Resource Guide.

Emergency Support Function #3 – Attachment 2

BUILDING POSTING GUIDE

1. All buildings within the area, regardless of damage, are to be **POSTED** by the Damage Assessment Team at the site.
2. One of the following three posters is to be used:
 - A. **“SAFE FOR OCCUPANCY” GREEN POSTER**
 - No damage to structural elements.
 - No damage to utilities.
 - Minor damage to walls or roof affecting weather resistance.
 - Generally, 10% or less damage
 - B. **“INHABITABLE” YELLOW POSTER**
 - There is structural damage to a portion of the building.
 - The building needs utility or weather resistance repairs.
 - The building may be occupied safely.
 - Generally greater than 10% and less than 50% damage.
 - C. **“THIS BUILDING IS NOT SAFE” RED POSTER**
 - There is major structural damage.
 - No occupancy is allowed
 - May or may not need to be demolished.
 - Generally, more than 50% damage.
3. If there is immediate danger to life from failure or collapse, the team leader should inspect and, as appropriate, sign or have the Building Official sign a demolition order or call the appropriate entities to shore up the structure.

Emergency Support Function (ESF) #4 Fire Fighting

Primary Agency

Harrisonburg Fire Department
Rockingham County Department of Fire & Rescue (includes volunteer fire companies)

Secondary/Support Agencies

Merck Emergency Services
Shenandoah Valley Regional Airport (SHD)
Bridgewater Airport (VBW)
Virginia Department of Forestry
US Forest Service

Introduction

Purpose:

Emergency Support Function #4 (Firefighting) directs and controls 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 the emergency.

Scope:

ESF #4 manages and coordinates firefighting activities including the detection and suppression of fires, and provides personnel, equipment, and supplies to support the agencies involved in the firefighting process.

Policies:

- Priority is given to protecting the safety of the public, firefighters, other first responders, and then protecting property (in that order).
- More efficient and effective fire suppression mutual aid may be required from various local fire departments. 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 Harrisonburg Fire Department and Rockingham County Fire Departments are prepared to assume primary operational control in fire prevention strategies, fire suppression, and hazardous material incidents. (See the Hazardous Material Emergency Response Plan – under separate cover) 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 is necessary and appropriate during an emergency situation. When the Emergency Support Function is activated requests for firefighting support will, in most cases, be submitted to the 9-1-1 Center for coordination, validation, and/or action.

The Director of Emergency Management or his/her designee will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. However, the incident commander may order an immediate evacuation prior to requesting or obtaining approval, if in his/her judgment this action is necessary in order to safeguard lives and property. Should an evacuation become necessary, the warning and instructions will be communicated through the appropriate means. In addition, when possible, law enforcement will use mobile loudspeakers or bullhorns, or go door to door to spread the warning. Also, the ECC shall activate the local Emergency Alert System to advise citizens of the specifics of the evacuation notice.

During an evacuation in which a large number of citizens are sheltered, the City of Harrisonburg and Rockingham County Fire Departments may coordinate, with EFS #6 (Mass Care/Housing/ and Human Resources) and ESF #8 (Public Health and Medical Services) for the positioning of an onsite EMS basic life support unit to support the shelter operation.

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 coordination of emergency operations.

The Fire Department will implement evacuations and law enforcement will assist and provide security for the evacuated area. In the event of a hazardous materials incident, the Incident Commander should implement immediate protective actions to include evacuation or shelter in place as appropriate.

Actions:

- Develop and maintain plans and procedures to provide fire and rescue services in time of emergency.
- Check firefighting, communications, and other equipment.
- Designated Fire Service representatives should report to the EOC to assist with operations.
- Follow established procedures in responding to fires and hazardous materials incidents and in providing rescue services; and
- Request mutual aid, through appropriate channels, from neighboring jurisdictions.
- Document expenses and continue for the duration of the emergency.

Responsibilities:

- Fire prevention and suppression
- Emergency medical treatment
- Hazardous materials incident response and training
- Radiological monitoring and decontamination
- Assist with evacuation
- Search and rescue
- Temporary shelter for evacuees at each fire station
- Assist in initial warning and alerting
- Provide qualified representative to assist in the EOC
- Request assistance from supporting agencies when needed
- Arrange direct liaison with fire chiefs in the area
- Implement Mutual Aid with other departments

Emergency Support Function #4 – Attachment 1

MUTUAL AID FIRE SUPPRESSION AGREEMENT

THIS AGREEMENT, made and entered into this _____ day of _____, 20xx, by and between the City/County of _____, hereinafter called the party of the first part and the City/County of _____, hereinafter called the party of the second part,

WITNESSETH:

WHEREAS, each of the parties hereto maintains equipment and personnel for the suppression of fires within its own jurisdiction and areas; and

WHEREAS, the parties hereto desire to augment the fire protection available in their jurisdiction; and

WHEREAS, the land and areas of the parties hereto adjacent or continuous so that mutual assistance in a fire emergency is deemed feasible; and

WHEREAS, it is mutually deemed sound, desirable, practicable, and beneficial for the parties to this agreement to render assistance to one another in accordance with these terms:

THEREFORE, BE IT AGREED THAT:

1. The party of the first part agrees with the party of the second part:
 - a. That the party of the first part shall respond to all requests for mutual aid with a minimum of one Engine Company.
2. The party of the second part agrees with the party of the first part:
 - a. That the party of the second part shall respond to all requests for mutual aid with a minimum of one Engine Company.
3. The rendering of assistance under the terms of this agreement shall not be mandatory, but the party receiving the request for assistance

shall immediately inform the requesting party if, for any reason, assistance cannot be rendered.

4. Each party to this agreement waives all claims against the other party for compensation for any loss, damage, personal injury, or death occurring in consequence of the performance of this agreement.
5. All services performed under this agreement shall be rendered with reimbursement from either party.
6. The Chiefs of the Fire Departments of the parties to this agreement are authorized and directed to meet and draft any detailed plans and procedures of operations necessary to effectively implement this agreement.
7. Supervision and control of joint services shall be in accordance with Section 27-23.9 of the Code of Virginia (1950, as amended).
8. This agreement shall be in effect for a period of one year, beginning on the date hereof, but shall be automatically renewed for successive like periods of one year each.

CITY/COUNTY OF:

CITY/COUNTY OF:

By: _____

By: _____

Title: _____

Title: _____

Date: _____

Date: _____

Approved as to form:

Approved as to form:

City/County Attorney

City/County Attorney

Emergency Support Function (ESF) #5 Emergency Management

Primary Agency

Emergency Management

Secondary/Support Agencies

Fire

Rescue Squads

Law Enforcement

Department of Information and Technology

Department of Planning and Zoning

Department of Public Works

American Red Cross

City/County Attorney

Finance

Introduction

Purpose:

Emergency Support #5 (Emergency Management) directs, controls, and coordinates emergency operations from the City of Harrisonburg and Rockingham County's Emergency Operations Center utilizing an incident command system. ESF #5 must ensure the implementation of actions as outlined in this plan, coordinate emergency information to the public through ESF #2 (Communications) and ESF #15 (External Affairs), and coordinate with the Virginia Emergency Operations Center should outside assistance be required.

Scope:

ESF #5 supports and coordinates all City of Harrisonburg and Rockingham County departments and agencies, as well as JMU Offices, across the full scope of incident management, from prevention to response and recovery. ESF #5 enables information flow during the pre-incident prevention phase to alert or pre-position assets for quick response. In the post-incident response phase, ESF #5 activities include essential functions that support and facilitate multi-agency planning and coordination. This involves alert and notification, deployment and staffing of emergency response teams, incident action planning, coordination of operations, logistics and materials, direction and control, information management, facilitation of assistance requests, resource acquisition and management—including allocation and tracking—worker safety and health, facilities management, financial management, and other support as needed.

Policies:

- Emergency Support Function #5 provides an overall City/County/JMU multi-agency command system implemented to manage operations during a disaster or large-scale incident.
- The Incident Command System will be used in any size or type of disaster/incident to control response personnel, facilities, and equipment.
- The Incident Command System's principles include the use of common terminology, modular organization, integrated communications, a unified command structure, coordinated action planning, a manageable span of control, pre-designated facilities, and comprehensive resource management.
- ESF #5 staff supports the implementation of mutual aid agreements to ensure seamless resource response.
- ESF #5 may provide key personnel trained in Command, Operations, Planning, Logistics, and Finance and Administrative sections of emergency response teams as needed.
- Departments and agencies participate in the incident action planning process, which is coordinated by ESF #5.

Concept of Operations**General:**

The Coordinator of Emergency Management will ensure the development and maintenance of SOPs on the part of each major emergency support service. Generally, each service should maintain current notification rosters, designate and staff an official Emergency Operations Center or Department Operations Center, designate an EOC representative, establish procedures for reporting appropriate emergency information, develop mutual aid agreements with like services in adjacent localities, and provide ongoing training to maintain emergency response capabilities. The City of Harrisonburg, Rockingham County, and JMU officials and agencies assigned responsibilities by this plan should be aware of the hazards that have the greatest potential for a local disaster and are most likely to occur.

When an emergency threatens, available time will be used to implement increased readiness measures. The Coordinator of Emergency Management will ensure that all actions are completed as scheduled.

The Planning Sections will produce situation reports, which will be distributed to the EOC staff, on-scene incident command staff, and the VEOC. The EOC staff will support both short-term and long-term planning activities. Plans will be concise. The EOC staff will record the activities planned and track their

progress. The response priorities for the next operational period will be addressed in the Incident Action Plan (IAP).

Organization:

Emergency operations will be coordinated from the City of Harrisonburg and Rockingham County EOC, and/or the JMU EOC. The EOC staff will consist of the Director, Deputy Director, Coordinator, and Deputy Coordinator(s) of Emergency Management, as well as key agency/department leads or their designated representatives. Additional personnel will be designated as EOC support personnel to assist with communications, internal logistics, finance, external affairs, and administration. The Director of Emergency Management is also responsible for coordinating the development and implementation of a hazard mitigation plan. The Hazard Mitigation Plan is developed through regional committees and coordinated by the Central Shenandoah Planning District. The chiefs of regulatory agencies or designees are responsible for enforcing compliance with rules, codes, regulations, and ordinances. Emergency operations will be coordinated by the City of Harrisonburg and Rockingham County EOC, and/or JMU EOC. The EOC staff will include the Director, Deputy Director, Coordinator, and Deputy Coordinator(s) of Emergency Management, as well as key agency or department leaders or their designated representatives. Additional personnel will be assigned as EOC support staff to assist with communications, internal logistics, finance, external affairs, and administration. The Director of Emergency Management is also responsible for overseeing the development and implementation of a hazard mitigation plan. The Hazard Mitigation Plan is created through regional committees and managed by the Central Shenandoah Planning District. The chiefs of regulatory agencies or their designees 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 require coordination with the EOC. In major disasters, there may be more than one incident command post operating under an Area Command system. The Incident Commander will generally be a representative from the Primary Agency.

Regulatory agencies and governing bodies play a vital role by passing and enforcing rules, regulations, codes, and ordinances that help reduce the impact of disasters. The City of Harrisonburg, Rockingham County agencies, and volunteer emergency response organizations with disaster response responsibilities are tasked with maintaining plans and procedures. These agencies are also responsible for ensuring they can perform these duties during an emergency. Additionally, these agencies must alert the City Manager/County Administrator and the City Council/Board of Supervisors about any areas where

new or revised codes, regulations, and ordinances could help mitigate specific hazards, in coordination with the Coordinator of Emergency Management.

The Coordinator of Emergency Management will ensure all actions are completed as scheduled. The City Manager/County Administrator/JMU President may close facilities, programs, and activities as needed. This ensures that employees who are not designated “emergency service personnel” are not unnecessarily put at risk and may then be assigned to support emergency operations.

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

Actions:

- Develop and maintain capabilities for emergency operations and reflect them in the Emergency Operations Plan and other corresponding manuals.
 - Make individual assignments of duties and responsibilities to staff the EOC and implement emergency operations.
 - Maintain a notification roster of EOC personnel and their alternates.
 - Establish a system and procedure for notifying EOC personnel.
 - Identify adequate facilities and resources to conduct emergency operations at the EOC.
 - Coordinate Emergency Management mutual aid agreements dealing with adjunct jurisdictions and relief organizations such as the American Red Cross.
 - Develop plans and procedures, with ESF #2 (Communications) and ESF #15 (External Affairs), to provide timely information and guidance to the public during an emergency.
 - Identify and maintain a list of essential services and facilities, which must continue to operate and may need to be protected.
 - Test and exercise plans and procedures; and
 - Conduct community outreach/mitigation programs.
- Ensure compatibility between this plan and the emergency plans and procedures of key facilities and private organizations within the City of Harrisonburg, Rockingham County, and JMU.
- Define and encourage hazard mitigation activities, which will reduce the probability of the occurrence of disaster and/or reduce its effects.
- Provide periodic staff briefings as required.

- Prepare to provide emergency information to the public in coordination with ESF #2 (Communications) and ESF #15 (External Affairs).
- Provide logistical support to on-scene emergency response personnel.
- Maintain essential emergency communications through the established communications network.
- Provide reports and requests for assistance to the VEOC.
- Compile an initial damage assessment report and send to the VEOC; and
- Coordinate requests for non-mutual aid assistance.
- Develop accounting and record-keeping procedures for expenses incurred during an emergency.

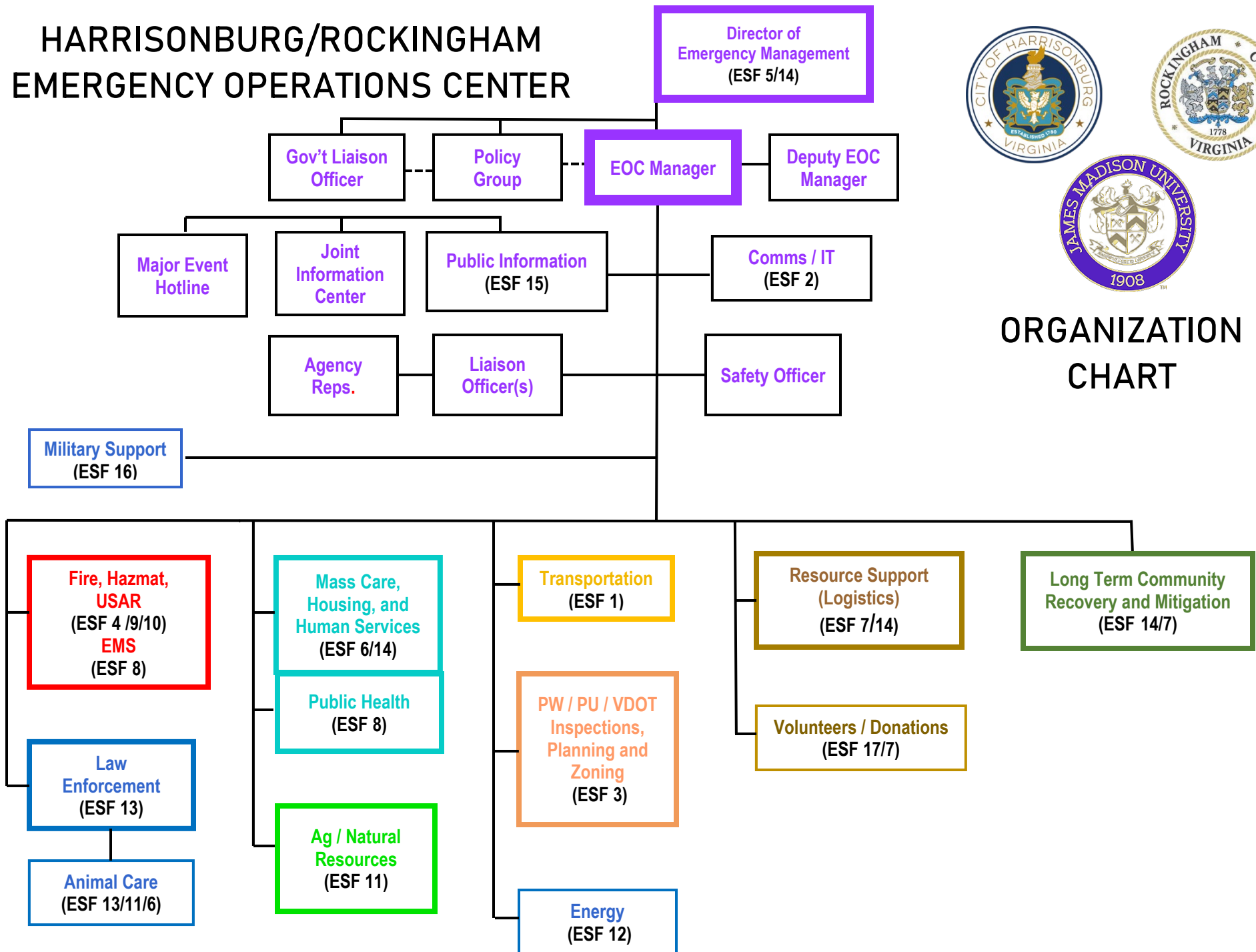
Responsibilities:

- Activate and organize local emergency assets and capabilities.
- Coordinate with various City/County/JMU Departments and emergency management organizations.
- Coordinate short- and long-term planning activities.
- Support continuity of government.
- Direct and coordinate emergency operations.
- Submit state required reports and records.
- Conduct initial warning and alerting; and
- Provide emergency public information.
- Provide Elected Officials with updated information and assist in formulating policy decisions.

HARRISONBURG/ROCKINGHAM EMERGENCY OPERATIONS CENTER



ORGANIZATION CHART



Emergency Support Function (ESF) #6 Mass Care, Housing, And Human Resources

Primary Agency

Rockingham/Harrisonburg Department of Social Services
Harrisonburg City and Rockingham County Public Schools

Secondary/Support Agencies

Red Cross
Emergency Management
Virginia Voluntary Organizations Active in Disaster (VVOAD)
Local Disaster Recovery Task Force
Virginia Department of Health – Central Shenandoah Health District
Virginia Department of Behavioral Health and Developmental Services
Police Departments/Sheriff's Office
Salvation Army
Animal Care and Control

Introduction

Purpose:

Emergency Support Function #6 (Mass Care, Housing, and Human Resources) receives and cares for people 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 facilitates the delivery of services and the implementation of programs to support individuals, households, and families affected by an incident. This includes providing economic assistance and other services for individuals. ESF #6 has three main functions: Mass Care, Housing, and Human Services.

- **Mass Care** involves the coordination of non-medical mass care services to include sheltering 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 the 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 whether a shelter is to be opened and will also select the shelter site(s) in coordination with the Department of Social Services, Harrisonburg City, and/or the Rockingham County School system. Coordination with Fire, Police, and EMS may be needed to help with sheltering. The Coordinator of Emergency Management, in conjunction with the Director of Social Services, will maintain a list of approved shelters and current contact information. This information can be found in the Emergency Management office.

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

Staging/staffing of facilities may occur before an incident when an incident is anticipated. Sheltering, feeding, and emergency first aid activities will begin, as needed.

Information about individuals identified on shelter lists, casualty lists, hospital admissions, and other relevant records will be made available to their family members to the extent allowable under applicable confidentiality regulations. Social Services will be responsible for determining what can be released and to whom.

Efforts will be made to coordinate among agencies needing information to limit 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 safety facility, which could include public schools, fire stations, and rescue squad buildings. Additionally, local motels and 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, determines that a larger facility is necessary, they will advise the Superintendent of Schools (or their designee) and the Department of Social Services. The

Superintendent of Schools will then activate one or more of the schools in the City/County as shelter center(s) and will designate a manager to be the main contact for facility needs. The Department of Social Services will be responsible for registration and record-keeping. The American Red Cross will assist with operations at each facility (MOU on file in Emergency Management Office).

Public notices will advise evacuees 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. If they are unable to bring those items, limited resources may be available at the shelter to assist them.

Upon arrival, registration forms will be completed for each family. Attendance within the shelter will be maintained through a log-in/log-out process. The American Red Cross and the Salvation Army may provide food, clothing, and assist in shelter operations.

The Department of Social Services will ensure that populations with special or functional needs are provided for in the event of an emergency. A current roster and a resource list should be maintained. Public information materials should be tailored for these populations to ensure they are aware of the primary hazards and the mitigation and response actions to be taken.

Should crisis-counseling services be required, trained mental health professionals should be provided by Harrisonburg/Rockingham Community Services Board in conjunction with the Virginia Department of Behavioral Health and Developmental Services.

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

Organization:

The Department of Social Services, assisted by the Superintendent of Schools and the American Red Cross, is responsible for the reception and care of evacuees. Harrisonburg City and Rockingham County school employees may be assigned support tasks. The Harrisonburg Police Department, Rockingham County Sheriff's Office, or a private security company will provide security as needed. The Central Shenandoah Health District, along with EMS providers, will give first aid and limited medical care service at the shelter center as needed.

Actions:

- Identify shelter facilities and implement MOAs and other agreements.
- Develop plans and procedures to transport, receive, and care for the evacuated population.
- Review the maximum capacities for each potential facility.
- Designate shelter managers and other key staff personnel.
- Develop plans and procedures to receive and care for people with disabilities evacuated from residential homes and treatment facilities that operate 24 hours a day, 7 days a week.
 - The Department of Social Services will maintain a list of the special or functional needs of the population who may need additional assistance during a time of emergency and have that list available in the EOC when activated.
- Develop plans and procedures to receive and care for the animals of the evacuees.
- Provide mass transportation as required.
- Provide mass feeding as required; and
- Document expenses.

Responsibilities:

- Activate support agencies.
- Coordinate logistical and fiscal activities for ESF #6
- Plan and support meetings with secondary agencies and ensure all agencies are informed and involved.
- Coordinate and integrate overall efforts.
- Provide registration and record keeping.
- Provide crisis-counseling services as required.
- Provide emergency welfare for displaced persons.
- Coordinate the release of information for notification of relatives.
- Provide assistance to special needs populations.
- Assist in the provision of medical supplies and services.
- Provide available resources such as cots and ready-to-eat meals.

- Work closely with the special or functional needs and elderly population to provide any assistance needed to facilitate their evacuation.
 - Ambulance services, Virginia Department of Health, and the Northern Virginia Emergency Response System may assist with needed equipment.

Emergency Support Function (ESF) #7 Resource Support

Primary Agency

Harrisonburg Department of Finance and Purchasing
Rockingham County Department of Finance
James Madison University, Administration & Finance

Secondary/Support Agencies

American Red Cross
Emergency Management
Department of Public Works
Department of Social Services
Virginia Department of Emergency Management

Introduction

Purpose:

Emergency Support Function #7 (Resource Support) will identify, procure, inventory, and distribute critical resources, in coordination with other local and state governments, the federal government, private industry, and volunteer organizations, to effectively respond to and recover from the effects of a disaster. ESF #7 functions with the Logistics Support Annex.

Scope:

ESF #7 provides support for requirements not specifically identified in other ESFs. Resource support may continue until the disposition of excess and surplus property is completed.

Policies:

- The initial emergency response will be dependent upon local public and private resources.
- Adequate local resources do not exist to cope with a catastrophic incident.
- Identified public and private sector resources will be available when needed for emergency response.
- Necessary personnel and supplies will be available to support emergency resource response.

- If local resources are depleted, assistance may be requested through the VEOC.
- The City of Harrisonburg, Rockingham County, and JMU departments and agencies will use their own resources and equipment during incidents, and they will have control over the management of the resources as needed to respond to the situation.
- The Coordinator of Emergency Management will initiate the commitment of resources from outside government, with operational control being exercised by the on-site commander of the service requiring that resource. All resource expenditures will be properly documented.

Concept of Operations

General:

The Deputy Director of Emergency Management will identify sites and facilities for receiving, processing, and distributing equipment, supplies, and other properties sent to the disaster area. The necessary equipment, staff, communications, and security support for these sites and facilities will be provided by local, state, federal governments, volunteer organizations, the City of Harrisonburg Police Department, and Rockingham County Sheriff's Office. This process must be closely coordinated with state and federal emergency management officials, the City of Harrisonburg, Rockingham County, JMU, nearby localities, and the media.

The City/County/JMU department directors will be responsible for securing and providing the necessary resource material and expertise in their respective areas, through both public and private means, to perform their duties efficiently and effectively in the event of an emergency. Resource lists will be developed and maintained that detail the type, location, contact arrangements, and acquisition procedures of the resources identified as being critical. Mutual aid agreements will be developed and maintained with adjacent jurisdictions, private industry, quasi-public groups, and volunteer groups, as appropriate, to facilitate the acquisition of emergency resources and assistance.

The Director of Emergency Management and the Coordinator of Emergency Management, in coordination with the City/County/JMU Attorney(s), Finance Director, and Human Resources Director, will assist City/County/JMU departments in the procurement of the necessary resources, to include the contracting of specialized services and the hiring of additional personnel, to effectively respond to and recover from the emergency at hand. Records of all expenditures relating to the emergency/disaster will be maintained.

Potential sites for local and regional resource distribution centers will be identified, if necessary, and strategically located to facilitate recovery efforts. Priorities will be set regarding the allocation and use of available resources.

Organization:

All departments will be responsible for identifying essential resources in their functional area to successfully carry out their mission of mitigating against, responding to, and recovering from the devastating effects of disasters that could occur within their jurisdiction. All departments will coordinate their resource needs with the local finance director and procurement official.

The Director of Social Services, assisted by public relief organizations, will oversee coordinating the relief effort for the City/County to meet the immediate needs of the affected population in terms of food, water, housing, medical, and clothing. (See ESF #6 and #11).

Actions:

- Identify essential resources to carry out missions in each functional area and to support the operation of critical facilities during the disaster.
- Designate local department(s) responsible for resource management.
- Develop contingency plans to provide emergency lighting, procure and distribute emergency water, and provide sewage disposal if necessary.
- Identify personnel requirements and training needs to effectively carry out mission tasks.
- Develop resource lists that detail type, location, contact arrangements, and acquisition procedures for critical resources.
- Prepare mutual aid agreements with surrounding jurisdictions to augment local resources.
- Review the compatibility of the equipment of local departments and surrounding jurisdictions and identify specialized training or knowledge required to operate the equipment.
- Develop SOPs to manage the processing, use, fueling, inspection, maintenance, and return of resources coming into the area.
- Identify actual or potential facilities and ensure they are ready and available to receive, store, and distribute resources (government, private, donated).
- Develop training/exercises to test the plan, and to ensure maximum use of available resources.

- Coordinate and develop pre-scripted announcements with ESF #15 (External Affairs) regarding potential resource issues and instructions (e.g., types of resources required, status of critical resource reserves, recommended contingency actions, etc.).
- Contract with federal and state agencies, as well as private industry for additional resources, equipment, and personnel, if necessary.

Responsibilities:

- Locate, procure, and issue resources to other agencies to support the emergency response or to promote public safety.
- Locate and coordinate the use of available space for incident management activities.
- Coordinate and determine the availability and provision of consumable supplies.
- Maintain records of all expenditures relating to the emergency/disaster.

Emergency Support Function #7 – Attachment 1

MAJOR SUPPLIERS AND USERS OF RESOURCES

To monitor the local situation, it is necessary to have a list of the major suppliers and users of those resources considered essential to the health, welfare, and economic well-being of local citizens. Information obtained from these major suppliers and users will be used to estimate the impact of shortages on the local economy and community health. Information for major food retailers, fuel storage, food processing plants, gas/oil pipelines, communications facilities, and water bottlers can be found in the EOP companion manual.

Emergency Support Function (ESF) #8 Public Health and Medical Services

Primary Agencies

Central Shenandoah Health District

Secondary/Support Agencies

Department of Social Services

Harrisonburg Public Utilities

Rockingham County Dept of Public Works

Community Services Board

Fire and EMS Departments

Law Enforcement Agencies

Hospital Systems

Red Cross

Virginia Department of Environmental Quality

Virginia Department of Health

Virginia Department of Agriculture and Consumer Services

Virginia State Animal Response Team

Introduction

Purpose:

Emergency Support Function #8 (Health and Medical Services) provides for the coordinated delivery of medical, public health, mental health, and emergency medical services to save lives during an emergency. These health and medical needs are to include veterinary and/or animal health issues when appropriate.

Scope:

ESF #8 meets the 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
- Detection and mitigation of mental health issues and harmful stress levels in the general public.

Policies:

- The Central Shenandoah Health District coordinates all ESF #8 response actions using its own internal policies and procedures.
- Each ESF #8 organization is responsible for managing its respective response assets after receiving coordinating instructions.
- If the locality establishes a Joint Information Center (JIC), it is authorized to release general medical and public health response information to the public after consultation with the Health District.
- The Health District determines the appropriateness of all requests for public health and medical information; and
- The Health District 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 of Health or his/her designated representative will direct coordinated health and medical services from the Emergency Operations Center (EOC). Coordination will be implemented with adjacent jurisdictions as required.

Should a disaster substantially overwhelm the City of Harrisonburg and Rockingham County medical and EMS resources, support and assistance will be requested from medical institutions and Emergency Medical Service (EMS) providers in neighboring jurisdictions. If neighboring jurisdictions are unable to assist, then a request will be made to VEOC for ESF #8 support. 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 District and 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 a local shelter, Harrisonburg and Rockingham County EMS providers and/or the Health District will set up and staff an emergency medical aid station in the shelter center in coordination with ESF #6 (Mass Care, Housing, and Human Services). Law enforcement agencies will provide security, coordinated with ESF #13 (Public Safety and Security). The Health District will monitor food safety and shelter sanitation as well as disease surveillance and 'contact' investigations if warranted. The Planning District #19 Community Services Board will provide mental health services.

Organization:

An emergency medical service representative will be assigned to the EOC in order to coordinate the EMS response. The EMS 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 from their station or through the Emergency Communications Center.

The Harrisonburg and Rockingham County fire departments/rescue squads will provide emergency medical transportation, assist with the evacuation of endangered areas, and assist in land search and rescue operations. The City of Harrisonburg and Rockingham County funeral homes will assist the Health District and the Chief Medical Examiner's Office in disasters involving mass fatalities.

Actions:

- Designate an individual to coordinate medical, health, and EMS services.
- Develop and maintain procedures for providing a coordinated response.
- Establish a working relationship and review emergency roles with the local hospitals and emergency medical services providers.
- Implement mutual aid agreements as necessary.
- The Central Shenandoah Health District representative will report to the EOC.
- Coordinate medical, public health, and mental health services.
- Provide laboratory service to support emergency public health protection measures.
- Coordinate additional 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 people injured during the emergency.
- Assist the Medical Examiner in the identification and disposition of the deceased.
- Assist with damage assessment of water and sewage facilities, as required.
- Consolidate and submit a record of disaster-related expenses.

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 with ESF #5 (Emergency Management) to report and receive assessments and status information.
- Coordinate through the ESF #15 (External Affairs) the dissemination of disaster-related public health information to the public.
- Provide preventive health services.
- Coordinate with hospitals and other health providers on response to health needs.
- Provide investigation and surveillance of harmful health matters and coordinate elimination, prevention, and/or mitigation.
- 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.
- Coordinate through ESF #15 (External Affairs) the dissemination of public education on critical incident stress and stress management techniques.
- Provide outreach to serve identified behavioral health needs.
- Coordinate with ESF #6 (Mass Care, Housing, and Human Resources) to identify shelter occupants that may require assistance.
- Provide water control assistance.
- Local/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 the deceased with assistance from local law enforcement agencies and the Virginia State Police.

Emergency Support Function #8 – Attachment 1

Central Shenandoah Health District Resources

Central Shenandoah Health District Phone Number:

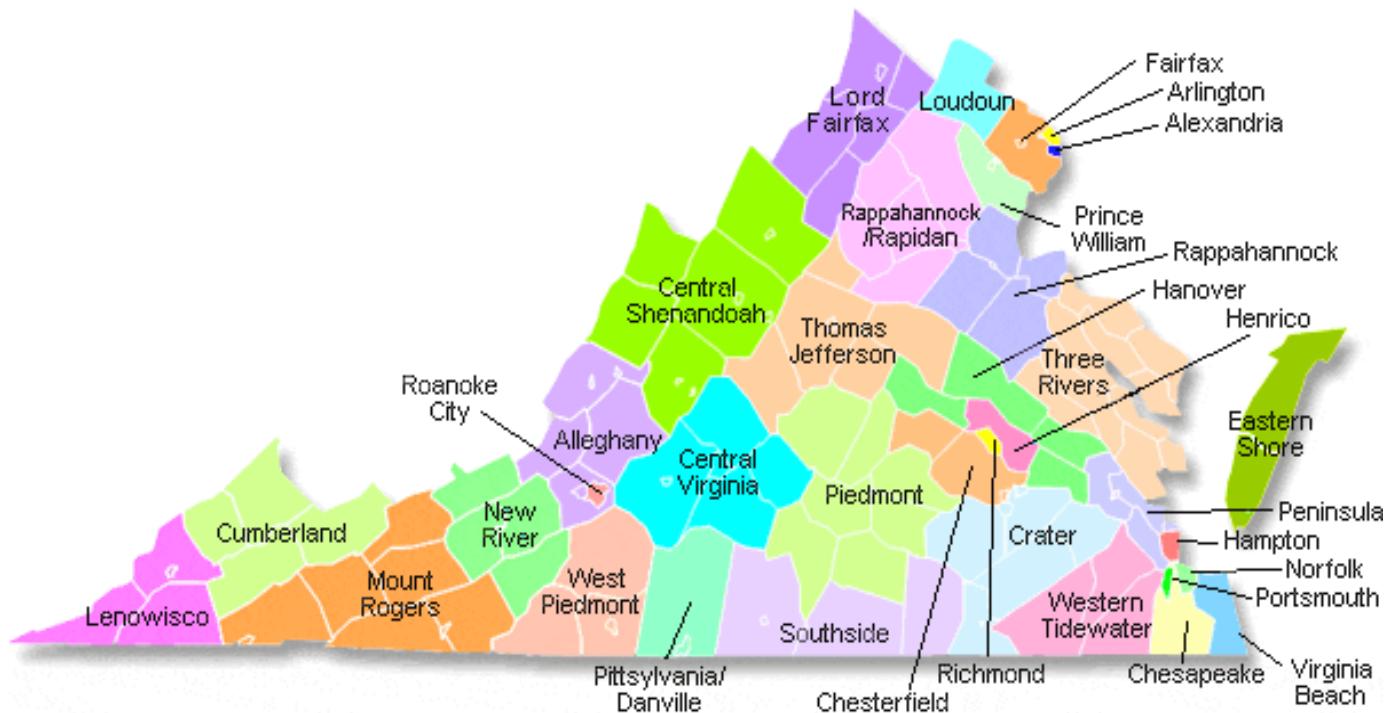
(540) 332-7830 or after-hours emergency number at **(866) 531-3068**

The following facilities can be used as temporary health facilities or Point of Distribution immunization clinics:

- City of Harrisonburg and Rockingham County school facilities
- Godwin Hall and Convocation Center (JMU)
- University Commons (EMU)
- Rockingham County Fair Grounds

Emergency Support Function #8 – Attachment 2

VIRGINIA HEALTH DEPARTMENT DISTRICTS



Emergency Support Function #8 – Attachment 3

SAMPLE HEALTH ADVISORY FOR SHELTER CENTERS

DATE: _____

TO: _____

FROM: City of Harrisonburg/Rockingham County/James Madison University

SUBJECT: Health Risks Resulting from _____ (Event, site, & date) _____.
The _____ (event) _____ at _____ in the City
of Harrisonburg and Rockingham County on ____/____/____ released
chemical particles into the environment in concentrations sufficient to cause
health problems in some persons.

Individuals suffering from chronic respiratory conditions, the elderly, infants and young children, and other individuals highly sensitive to air pollutants are at increased risk.

Although residents were evacuated, it is possible that some evacuees may experience symptoms, which are characteristic of over exposure to these chemicals.

Shelter residents should be monitored for symptoms, which are characteristic of exposure to the chemicals, which necessitated the evacuation. These symptoms are:

_____ (enter symptoms from SDS or other sources) _____

In addition to specific information on patient's medical condition and treatment, record specific information related to the incident such as patient's location when exposed to contaminants, estimated distance of that location from _____ (site of incident) _____, and estimated time of onset of symptoms. Report incidents to the Department of Health. For additional information contact the Central Shenandoah Health District at (540) 332-7830.

Emergency Support Function #8 – Attachment 4

SAMPLE PUBLIC ANNOUNCEMENT HEALTH ADVISORY

The {organization issuing release} has issued a Public Health Advisory because of an incident that occurred at _____ (Location) _____ on ____/____/____ which involved a _____ (Event) _____.

Substances released into the environment during this incident can present health risks to susceptible persons. Persons who have been exposed to these chemicals may experience one or more of the following symptoms:

(list symptoms on the SDS)

Any person who was in the vicinity of _____ (site of event) _____ between ____ (hours) _____ on _____ (day) _____ should be alert to symptoms indicating exposure to the chemicals released. Persons experiencing symptoms of contamination are advised to consult their physician or go to the nearest hospital emergency department for evaluation.

For additional information contact the Central Shenandoah Health District at (540) 332-7830.

Emergency Support Function #8 – Attachment 5

SAMPLE HEALTH ADVISORY FOR PHYSICIANS

DATE: _____

TO: All Primary Care Physicians in _____ (area, site & date)

FROM: {organization issuing release}

SUBJECT: Health Risks Resulting from _____ (event, site and date)

The _____ (event) at _____ (site) in the City of Harrisonburg and Rockingham County released chemical particles into the environment in concentrations enough to cause health problems in some persons. Individuals suffering from chronic respiratory conditions, the elderly, infants and young children, and other individuals highly sensitive to air pollutants are at increased risk. Although precautions were taken, it is possible that some residents in the area may experience symptoms, which are characteristic of over exposure to these chemicals.

Exposure to _____ (list name(s) of chemicals involved) with patients experiencing _____ (signs/symptoms).

In addition to specific information on patient's medical condition and treatment, record specific information related to the incident such as patient's location when exposed to contaminants, estimated distance of that location from _____ (site of incident), and estimated time of onset of symptoms.

Report incidents to the Central Shenandoah Health District.

For additional information contact the Central Shenandoah Health District at (540) 332-7830.

Emergency Support Function #8 – Attachment 6

SAMPLE HEALTH ADVISORY FOR PRIMARY HEALTH CARE FACILITIES

DATE: ____/____/____

TO: All Primary Care Facilities in ____ (area, city) ____

FROM: {organization issuing release}

SUBJECT: Health Risks Resulting from ____ (event, site & date) ____

The ____ (event) ____ at ____ (site) ____ in the City of Harrisonburg and Rockingham County released chemical particles into the environment in concentrations enough to cause health problems in some persons. Individuals suffering from chronic respiratory conditions, the elderly, infants and young children, and other individuals highly sensitive to air pollutants are at increased risk. Although precautions were taken, it is possible that some residents in the area may experience symptoms, which are characteristic of over exposure to these chemicals. Exposure to ____ (list name(s) of chemicals involved) ____ with patients experiencing ____ (signs/symptoms) ____.

In addition to specific information on patient's medical condition and treatment, record specific information related to the incident such as patient's location when exposed to contaminants, estimated distance of that location from ____ (site of incident) ____, and an estimated time of onset of symptoms. Report incidents to the Central Shenandoah Health District.

For additional information contact the Central Shenandoah Health District at (540) 332-7830.

Emergency Support Function #8 – Attachment 7

MEDICAL AND HEALTH RESOURCES

Sentara RMH Medical Center

285-bed facility

Located at 2010 Health Campus Drive, Rockingham, VA 22801

Main Telephone Number: 540-689-1000

24-Hour Services:

- Emergency Room
- Radiology
- Pathology
- Operating Rooms
- Respiratory
- Laboratory
- Pharmacy
- Security

Non-Sentara Services

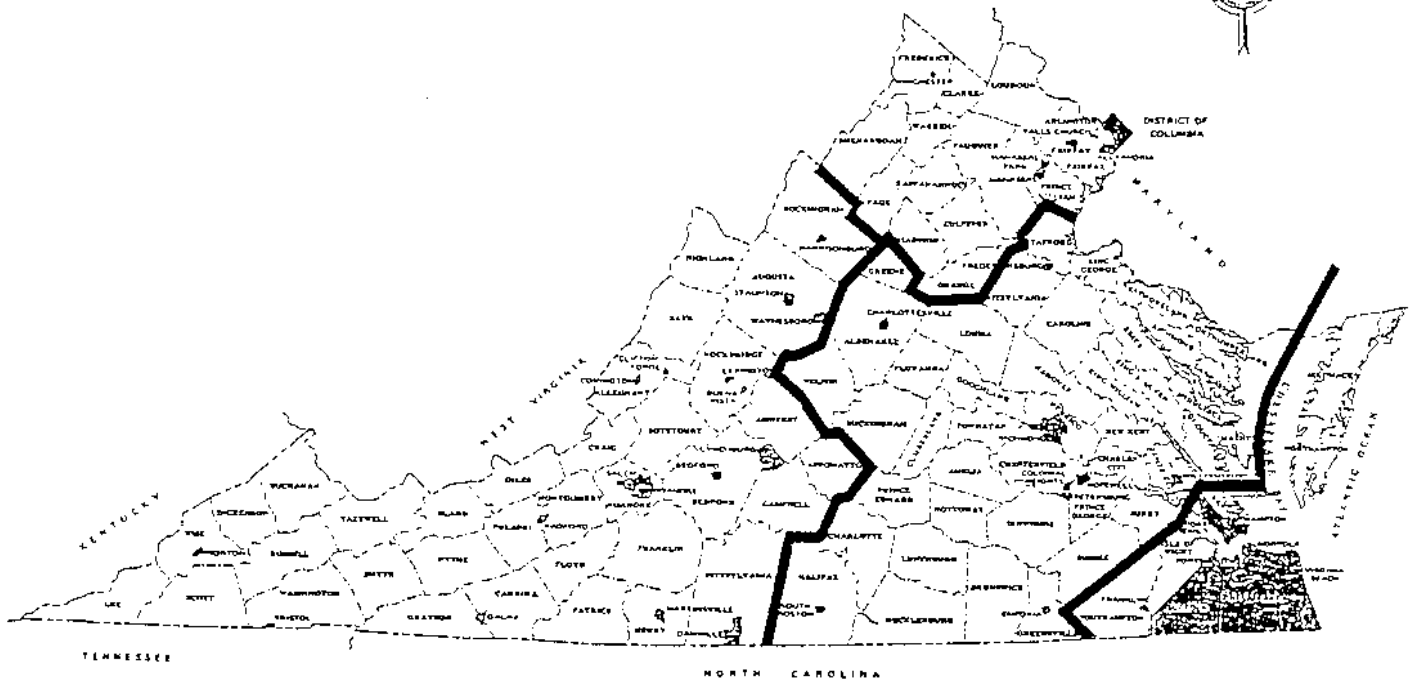
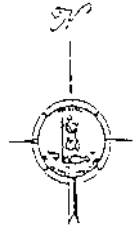
Blue Ridge Poison Control Center – (800) 222-1222

Emergency Support Function #8 – Attachment 8

VIRGINIA MEDICAL EXAMINER DISTRICTS

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF HEALTH
OFFICE OF THE CHIEF MEDICAL EXAMINER
 9 North 14th Street
 Richmond, VA 23219
 (804) 786-3174

Office of the Medical Examiner
 9797 Braddock Road
 Suite 100
 Fairfax, VA 22032
 (703) 764-4640



Western District (Roanoke)
 Carlton Terrace Building
 920 South Jefferson Street
 Room 301
 Roanoke, VA 24006
 (703) 857-7290

Central District (Richmond)
 9 North 14th Street
 Richmond, VA 23219
 (804) 786-3174

Tidwater District (Norfolk)
 401-A Colley Street
 Norfolk, VA 23507
 (804) 683-836

Emergency Support Function (ESF) #9 Search and Rescue

Primary Agencies

Rockingham County Sheriff's Office
Harrisonburg Police Department
JMU Police Department
Harrisonburg Fire Department
Rockingham County Department of Fire & Rescue

Secondary/Support Agencies

Emergency Management
Departments of Public Works
Salvation Army
American Red Cross
Civil Air Patrol
Volunteer Search and Rescue Groups
Virginia Department of Emergency Management
Volunteer Fire & Rescue Squads

Introduction

Purpose:

Emergency Support Function #9 (Search and Rescue) ensures the coordination and effective deployment of available resources to locate and rescue individuals in potential or actual distress.

Scope:

The locality is susceptible to various natural and technological hazards that may result in damage or collapse of structures within the City of Harrisonburg and Rockingham County. Search and Rescue must be prepared to respond to emergency events and provide special life-saving assistance. Their operational activities include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures. In addition to this, people may be lost, missing, disoriented, traumatized, or injured, in which case the search and rescue agency must be prepared to respond to these incidents and implement search and rescue tactics to assist those who are, or believed to be, in distress or imminent danger. This type of search operation predominantly occurs in "open field" situations, such as parks, neighborhoods, or other open terrain.

Policies:

- The EOP provides guidance for managing the coordination and acquisition of Search and Rescue resources.
- All requests for Search and Rescue will be submitted to the EOC for coordination, validation, and/or action in accordance with this ESF.
- Communications will be established and maintained with ESF #5 (Emergency Management) for reporting and receiving assessments and status information.
- Will coordinate with Virginia and Federal agencies when necessary.
- Personnel will stay up to date with procedures through training and education; and
- Search and rescue task forces are considered Federal assets under the Robert T. Stafford Act only when requested for a search and rescue for a collapsed structure.

Concept of Operations**General:**

The Harrisonburg Fire Department, Rockingham County Department of Fire & Rescue, Harrisonburg Police Department, Rockingham County Sheriff's Office, and the JMU Police Department will be responsible for rescue and search operations during a disaster. Emergency Medical Services (EMS) providers will also assist with other search and rescue functions as needed.

Organization:

The Harrisonburg Fire Department and the Rockingham Department of Fire & Rescue will be the primary agencies in any urban search and rescue operation. Along with the Community Development Department (Building Officials Office), the Department of Public Works (ESF #3) will assist when required for structural evaluation. The Harrisonburg Police Department will be the primary agency in any ground searches in the City of Harrisonburg. The County Sheriff's Office and Fire & Rescue manage ground searches jointly in Rockingham County. The JMU Police Department will be the primary agency for ground searches on university grounds. The local chapter of the American Red Cross and the Salvation Army can assist with support efforts during a search operation. The City of Harrisonburg, in conjunction with the Rockingham County Department of Public Works, will provide assistance with equipment, staff, and vehicles. In a secondary role, the local law enforcement agency will provide assistance with perimeter security, communications, and support as required. The Harrisonburg Fire Department, as a secondary role, will provide medical resources, equipment, and expertise. Rockingham County Department of Fire & Rescue, which

includes all volunteer rescue squads, will provide medical resources, equipment, and expertise as needed.

Communications will be established and maintained with ESF #5 (Emergency Management) to report and receive assessments and status information.

Actions:

- Develop and maintain plans and procedures to implement search and rescue operations in time of emergency.
- Provide emergency medical treatment and pre-hospital care to the injured.
- Assist with the warning, evacuation, and relocation of citizens during a disaster.
- The designated representatives should report to the Emergency Operations Center (EOC). When necessary, assign duties to all personnel.
- Follow established procedures in responding to urban search and rescue incidents; and
- Record disaster related expenses.

Responsibilities

- Manage search and rescue task force deployment to, employment in, and redeployment from the affected area.
- Coordinate logistical support for search and rescue during field operations.
- Develop policies and procedures for effective use and coordination of search and rescue.
- Provide status reports on search and rescue operations throughout the affected area; and
- Request further assistance from the Virginia Department of Emergency Management for additional resources.

Emergency Support Function #9 – Attachment 1

WILDERNESS SEARCH AND RESCUE PROCEDURES (HARRISONBURG)

The Police Department, Fire Department, and Rescue Squad should establish a missing person search and rescue team of at least four persons with one designated “team leader” or officer when a search is needed. The incident Commander should (1) organize and maintain the records, (2) assemble and maintain the equipment and supplies necessary for search and rescue operations.

In emergencies, if the City of Harrisonburg lacks sufficient resources or needs additional help beyond its mutual aid agreements, contact the Virginia Department of Emergency Management. This agency can coordinate and send search and rescue teams, including search dog units, anywhere in the state quickly.

WILDERNESS SEARCH AND RESCUE PROCEDURES (ROCKINGHAM COUNTY)

The Sheriff’s Office and Department of Fire & Rescue have joint responsibility for land-based search and rescue. A separate Search and Rescue Standard Operating Guideline has been developed for this type of operation in Rockingham County. This guideline outlines procedures, resources, and other relevant details for conducting ground searches.

Emergency Support Function (ESF) #10 Oil and Hazardous Materials

Primary Agency

Harrisonburg Fire Department

Rockingham County Department of Fire & Rescue

Secondary/Support Agencies

Virginia Department of Emergency Management

Virginia Department of Environmental Quality

Harrisonburg/ Rockingham Health Department

Harrisonburg Police Department

Rockingham County Sheriff's Office

Town Police Departments

This ESF is maintained under Hazardous Materials Emergency Response Plan and available in the Office of the City or County Coordinator of Emergency Management.

Emergency Support Function (ESF) #11 Agriculture and Natural Resources

Primary Agency

Virginia Department of Agriculture and Consumer Services
Virginia Cooperative Extension Office
Department of Social Services
Virginia Department of Health
Central Shenandoah Health District
Animal Care and Control

Secondary/Support Agencies

Virginia Department of Social Services
American Red Cross
Local/Regional Food Banks
Virginia Voluntary Organizations Active in Disaster (VVOAD)
SPCA
Rockingham County Fairgrounds
VSART/CART
Local Veterinarians

Introduction

Purpose:

Emergency Support Function #11 (Agriculture and Natural Resources) focuses on providing nutrition assistance and ensuring food safety and security. ESF #11 also works to control and eradicate outbreaks of highly contagious or economically damaging animal/zoonotic diseases, highly infectious plant diseases, or economically destructive plant pest infestations, and ensures that animal, veterinary, and wildlife issues are supported. Additionally, ESF #11 aims to protect historic properties and cultural resources during an incident.

Scope:

Activities will be undertaken to:

- Identify food assistance needs.
- Obtain appropriate food supplies and/or arrange for transportation of food supplies to the designated area.
- Detect an event that will impact food and agriculture through the reporting of illness, disease/pest surveillance, routine testing, consumer complaints, and/or environmental monitoring.

- Implement an integrated response to an outbreak of highly contagious or economically devastating animal diseases, infectious exotic plant diseases, or an economically devastating plant pest infestation.
- Coordinate with ESF #8 (Public Health and Medical Services) and ESF 6 (Mass Care, Housing, and Human Resources) to ensure that animal search, rescue, recovery, care, and reunification/veterinary/and wildlife issues are supported.
- Inspect and verify food safety in distribution and retail sites.
- Conduct foodborne disease surveillance and field investigations.
- Coordinate appropriate response actions to conserve, rehabilitate, recover, and restore natural, cultural, and historic property resources.

Policies:

- Each supporting agency is responsible for managing its assets and resources after receiving directions from the Department of Social Services.
- Actions will be coordinated with agencies responsible for mass feeding.
- This ESF will encourage the use of mass feeding as the primary outlet for disaster food supplies.
- Schools and institutions may be able to feed the affected population for several days.
- Food supplies secured and delivered are for household distribution or congregate meal services.
- Transportation and distribution may be arranged, in coordination with ESF #17 (Volunteer and Donation Management), by volunteer organizations,
- Priority is given to moving supplies into areas of critical need and then to areas of moderate need.
- Animal depopulation activities and disposal will be conducted as humanely as possible; and
- Ensure food safety.

Concept of Operations**General:**

The Rockingham/Harrisonburg Department of Social Services and the VA Cooperative Extension Office, with the help of the Health Department, will assume the coordinator's role of this ESF. The Coordinator will organize staff into four functional areas. It organizes and coordinates resources and capabilities to facilitate the delivery of services, assistance, and expertise.

ESF #11 provides for an integrated response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an exotic plant disease, or an economically devastating plant or pest infestation.

ESF #11, in coordination with ESF #13 (Public Safety and Security), also ensures the safety and security of the commercial supply of food (meat, poultry, and egg products) following an incident.

ESF #11 identifies, secures, and arranges for the transportation of food when normal supply or distribution systems are disrupted.

Organization:

The coordination depends on the type of assistance required at the time. When an incident requires assistance from more than one of the functions, the Rockingham/Harrisonburg Department of Social Services provides overall direction.

Once the ESF is activated the coordinator will contact appropriate support agencies to assess the situation and determine appropriate actions.

The locality will activate its EOC. A local emergency may need to be declared to initiate response activities.

For food supply safety and security, The Virginia Department of Agriculture and Consumer Services and the Central Shenandoah Health District coordinate the field response.

Actions:

- Determine the critical needs of the affected population.
- Catalog available resources and locate these resources.
- Ensure food is fit for consumption.
- Coordinate shipment of food to staging areas.
- Obtain critical food supplies that are unavailable from existing inventories.
- Identify animal and plant disease outbreaks, and
- Provide inspection, fumigation, disinfection, sanitation, pest termination and destruction of animals or articles found to be contaminated/infected.
- Document expenses related to incident response.

Responsibilities:

- Provide guidance to unaffected areas as to precautions that may be taken to ensure animal and plant health.
- Ensure proper handling and packing of any samples and shipments to the appropriate research laboratory.
- Provide information and recommendations to the Harrisonburg/Rockingham Health Department for outbreak incidents.
- Assign veterinary personnel to assist in delivering animal health care and performing preventative medicine activities. A list of resources will be maintained by the animal control officers of both the City and the County.
- Conduct subsequent investigations jointly with law enforcement agencies if needed.
- Assess the operating status of inspected meat, poultry, and egg product processing, distribution, import, and retail facilities in the affected area.
- Evaluate the adequacy of inspectors, program investigators, and laboratory services relative to the incident.
- Establish, in coordination with ESF #6 and #17, logistical links with organizations involved in long-term congregate meal service.
- Establish need for replacement food products.

Emergency Support Function #11 – Attachment 1

EMERGENCY FOOD CONSUMPTION STANDARDS

PER PERSON

FOOD GROUPS AND FOOD ITEMS PER WEEK STANDARD

Meat and meat alternatives (red meat, poultry, fish, shellfish, cheese, dry beans, peas, and nuts)	3 pounds*
Eggs.....	6
Milk.....	7 pints
Cereals and cereal products (flour including mixes, fresh bakery products, corn meal, rice, macaroni, and breakfast cereals.....	4 pounds
Fruits and vegetables (fresh and frozen).....	2 pounds
Food fats and oils (butter, margarine, lard, shortening and Salad and cooking oils.....	0.5 pounds
Potatoes (white and sweet).....	2 pounds
Sugars, syrups, honey, and other sweets.....	0.5 pounds

* Boneless, add 1 pound for bone-in

Emergency Function Support Function (ESF) #12 Energy

Primary Agency

Emergency Management

Secondary/Support Agencies

State Corporation Commission

Virginia Energy

Harrisonburg Electrical Commission

Shenandoah Valley Electric Cooperative

Dominion Energy

Columbia Gas

Local Food Companies

Introduction

Purpose:

Describe procedures to restore the public utility systems critical to saving lives; protecting health, safety, and property; and enabling other ESFs to respond.

Scope:

Emergency Support Function #12 (Energy) will gather, assess, and share information on energy system damage. It will also estimate the impact of energy system outages in the affected area. According to the National Response Plan, the term “energy” includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems. Additionally, ESF #12 will provide information about the energy restoration process, such as projected schedules, the percentage of restoration completed, and other relevant details.

Policies:

- All utility suppliers for the City of Harrisonburg and Rockingham County will work to provide fuel, power, and other essential resources to the locality
- The City of Harrisonburg and Rockingham County Departments of Emergency Management will work with utility providers to set priorities for allocating commodities.
- The City of Harrisonburg and Rockingham County personnel will stay up to date with procedures through education and training.
- Restoration of normal operations at critical facilities will be a priority; and

- The Coordinator of Emergency Management will maintain a list of critical facilities. Continuous monitoring will be done to identify vulnerabilities. The list can be found in the Emergency Management Office.

Concept of Operations

General:

The supply of electric power to customers may be cut off due to generation capacity shortages or transmission and distribution limitations. Generation capacity shortfalls are more likely to result from extreme hot weather conditions or disruptions to generation facilities. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum products for transportation and industrial uses, may result from extreme weather conditions, strikes, international embargoes, disruptions to pipeline systems, or acts of terrorism.

The suddenness and devastation of a catastrophic disaster or other significant event can sever key energy lifelines, constraining supply in impacted areas, or in areas with supply links to impacted areas, and can also affect transportation, communications, and other lifelines needed for public health and safety. There may be widespread and prolonged electric power failures. Without electric power, communications will be interrupted, traffic signals will not operate, and surface movement will become gridlocked. Such outages may impact public health and safety services, as well as the movement of petroleum products for transportation and emergency power generation. Thus, a major, prolonged energy systems failure could be very costly and disruptive.

Organization:

In the wake of such a major disaster, the City of Harrisonburg and Rockingham County EOC will be assisted by state-level assets to support emergency efforts in providing fuel, power, and other essential resources as needed. The priorities for allocation of these assets will be to:

- Provide for the health and safety of individuals and families affected by the event.
- Provide sufficient fuel supplies to local agencies, emergency response organizations, and service stations in critical areas.
- Help energy suppliers obtain information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
- Recommend/comply with the City of Harrisonburg, Rockingham County, and VDEM actions to conserve fuel, if needed.
- Coordinate with local, state, and federal agencies in providing emergency energy information, education, and conservation guidance to the public.

- Coordinate information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance.
- The City of Harrisonburg and Rockingham County EOC will send requests to the Virginia EOC for fuel and power assistance as needed.

The private sector will be relied upon to manage independently until it can no longer do so, or until the health, safety, and welfare of citizens are at risk. The industries will be expected to establish their own emergency plans and procedures and to implement them through their own proprietary systems.

The State Corporation Commission (SCC) is the designated commodity manager for natural gas and electric power. The Virginia Department of Mines, Minerals and Energy (DMME) is the commodity manager for petroleum products and for solid fuels.

Following a catastrophic disaster, the Virginia EOC, with staff support from SCC and DMME, will coordinate the provision of emergency power and fuel to affected jurisdictions to support immediate response operations. They will work closely with federal energy officials (ESF #12, Energy), other Commonwealth support agencies, and energy suppliers and distributors. The City of Harrisonburg and Rockingham County will identify the providers for each of their energy resources.

Actions:

- Identify, quantify, and prioritize the minimum essential supply of fuel and resources required to ensure the continued operation of critical facilities such as public utilities and schools.
- Monitor the status of all essential resources to anticipate shortages.
- Maintain liaison with fuel distributors and local utility representatives.
- Implement local conservation measures.
- In coordination with ESF #15, keep the public informed.
- Implement procedures for determining need and for the distribution of aid.
- Allocate available resources to assure maintenance of essential services.
- Consider declaring a local emergency; and
- Document expenses.

Responsibilities:

- Review plans and procedures. Review procedures for providing lodging and care for displaced people (see ESF #6).
- In the event of a fuel shortage, establish procedures for fuel suppliers/distributors to serve customers referred to them by the EOC.

- Keep the public informed and aware of the extent of the shortage, the need to conserve the resource in short supply, and the location and availability of emergency assistance.
- Provide emergency assistance to individuals as required.
- Enforce state and local government conservation programs; and
- Identify and help coordinate resources needed to restore energy systems.

Emergency Support Function (ESF) #13 Public Safety and Security

Primary Agency

Harrisonburg Police Department
Rockingham County Sheriff's Office
JMU Police Department
Bridgewater College Police Department
Incorporated Town Police Departments

Secondary/Support Agencies

Commonwealth's Attorney
Emergency Management
Harrisonburg Department of Public Transportation
Harrisonburg Fire Department
Rockingham County Department of Fire & Rescue
Virginia State Law Enforcement Agencies
Federal Law Enforcement Agencies
Virginia Department of Transportation
National Guard
Harrisonburg Public Works Department

Introduction:

Purpose:

Emergency Support Function #13 (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:

ESF #13 is designed to respond during emergencies by following existing procedures. These procedures are outlined in department directives that cover all types of natural disasters, technological hazards, and acts of terrorism; incidents such as flooding, hazardous material spills, transportation accidents, search and rescue operations, traffic control, and evacuations.

Policies:

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

Concept of Operations**General:**

Existing procedures in the form of department directives form the foundation for law enforcement responses during emergencies. The mission of the Public Safety and Security function is to uphold law and order, protect lives and property, manage traffic control and law enforcement assistance, safeguard essential facilities and supplies, and coordinate mutual aid.

The Emergency Communications Center (ECC) is the point of contact for the receipt of all warnings and notifications 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 may justify the need for evacuation for a short period, ranging from 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/signboards indicating closure of the area.
- Markers on surface roads leading into the secured areas.

- Patrols within and outside the secured areas; and
- Establish a pass system for entry and exit of secure areas.

The local law enforcement agency(s) have general responsibility for signing and marking.

Organization:

Law enforcement will rely on its usual communication networks during disasters. The Emergency Management Coordinator, working in collaboration with the law enforcement agency and fire department, should identify areas that may require evacuation. The law enforcement agency will establish control points and roadblocks to speed traffic to reception centers or shelters and prevent reentry into evacuated areas. They will also handle traffic control and security at damaged public property, shelter facilities, and donation/distribution centers. If an evacuation becomes necessary, warning and evacuation instructions will be sent through mass notification systems, and/or a request could be sent to VDEM for broadcast via radio and TV. Additionally, law enforcement and fire department personnel will use mobile loudspeakers to make sure all residents in the threatened areas hear the evacuation warning. Door-to-door calls may also be needed to ensure that the disabled have received the information.

Actions:

- Identify essential facilities and develop procedures to provide for their security and continued operation in the time of an emergency.
- Maintain law enforcement 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 emergencies 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 alternate systems, if necessary.
- Provide traffic and crowd control as required.
- Implement existing mutual aid agreements with other jurisdictions, if necessary; and
- Document expenses.

Responsibilities:

- Crowd control.
- Conduct valuation of operational readiness.
- Resolve conflicting demands for public safety and security resources.
- Coordinate backup support from other areas.
- Initial warning and alerting.
- Security of emergency sites, evacuated areas, shelter areas, vital facilities, and supplies.
- Traffic control.
- Evacuation and access control of threatened areas; and
- Assist the Health Department with the identification of the dead.

Emergency Support Function (ESF) #14 Long-Term Community Recovery and Mitigation

Primary Agency

Harrisonburg/Rockingham Department of Community Development
Emergency Management
Economic Development

Secondary/Support Agencies

Rockingham County Department of Planning and Community Development
Virginia Department of Housing and Community Development
Central Shenandoah Health District
Virginia Department of Health
American Red Cross
Harrisonburg/Rockingham Disaster Recovery Task Force
Virginia Voluntary Organizations Active in Disaster (VVOAD)

Introduction

Purpose:

Emergency Support Function #14 (Long-Term Community Recovery and Mitigation) develops a comprehensive and coordinated recovery process that will facilitate the prompt and orderly restoration of community facilities and services, infrastructure, and the economic base, while ensuring the health, welfare, and safety of the population.

Scope:

ESF #14 support may vary depending on the magnitude and type of incident and the potential for long-term and severe consequences. ESF #14 will address the significant long-term impacts on housing, business, employment, community infrastructure, and social services in the affected area.

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.

- Facilitate 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 primarily focuses on lifesaving and emergency relief efforts (i.e., emergency food, medical, shelter, and security services), and the broader recovery and reconstruction component, which addresses more permanent and long-term redevelopment issues.

Although all local departments are involved in both components, the emphasis and focus change 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 agencies, health, social services, education, and public works departments; whereas in the recovery and reconstruction component, the emphasis shifts to City of Harrisonburg and Rockingham County 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 Harrisonburg and/or Rockingham County Department of Emergency Management will be the lead coordinating department in the life-saving and emergency relief component of the recovery process, and the City of Harrisonburg and Rockingham County 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 in the Damage Assessment Support Annex of the EOP. Team leaders for the Damage Assessment Teams have been identified, and the necessary forms are 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 has expertise in specific functional areas, such as transportation, agriculture, forestry, water quality, and housing.

The process for requesting and receiving federal assistance will be the same as for all other natural or man-made disasters. The Virginia Department of Emergency Management will serve as the coordinating state agency in the recovery process, while FEMA will act as the coordinating federal agency. Utilizing the preliminary damage assessment information collected, short-term and long-term priorities are established, and recovery strategies are developed in coordination with other state agencies, the City of Harrisonburg, and Rockingham County government, the federal government, and private industry.

Short-term recovery strategies would include:

- Emergency Management
- 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 aim to restore and rebuild the post-disaster environment to its original state. Federal and state agencies may offer technical support to localities during long-term planning and redevelopment efforts. Economic aid will be provided to help localities and states rebuild their economies, replace and restore housing stock, and ensure all construction and development meet building codes and plans. Emphasizing regional cooperation and coordination across all levels of government will be key to achieving priorities and supporting recovery. The City of Harrisonburg and Rockingham County will work with local governments and Economic Planning Councils to develop strategies. Federal and state disaster plans will back these efforts. Focus areas 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, 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 the Commonwealth of Virginia or the City of Harrisonburg and Rockingham County or disaster relief organizations.
- Public Assistance – Supplementary Federal Assistance provided under the Stafford Act to Virginia and the City of Harrisonburg and Rockingham County government or certain private, non-profit organizations other than assistance for the direct benefit of families and individuals.

As potential applicants for Public Assistance, the City of Harrisonburg, Rockingham County, and private non-governmental agencies must thoroughly document disaster-related expenses from the onset of an incident.

Mitigation has become increasingly important to local officials who must bear the agony of loss of life and property when disaster strikes. The Director of Emergency Management will lead the determination of mitigation projects needed following a disaster and submit 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 an 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 issues among agencies and ESFs.
- Facilitate recovery decision making across ESFs.
- Facilitate awareness of post incident digital mapping and pre-incident hazard mitigation and recovery planning.
- Document expenses.

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 supporting agencies.
- Lead planning efforts.
- Lead post-incident assistance efforts; and
- Identify areas of collaboration with support agencies and facilitate interagency integration.

Emergency Support Function #14 – Attachment 1

INITIAL DAMAGE ASSESSMENT TEAM

- I. AGRICULTURE
Team Leader: **TBD based on the availability of personnel**
- II. BUSINESS AND INDUSTRY:
Team Leader: Building Inspection Office
- III. RESIDENCE AND OTHER PRIVATE PROPERTY
Team Leader: Building Inspection Office/County Fire Marshall
- IV. WATER CONTROL FACILITIES AND PUBLIC UTILITY SYSTEMS
Team Leader: Public Works/Public Utilities
- V. PUBLIC BUILDINGS AND EQUIPMENT
Team Leader: City Engineering (Harrisonburg)/
Building Official (Rockingham County)
- VI. PRIVATE, NON-PROFIT FACILITIES, PARKS AND
RECREATIONAL FACILITIES, AND FACILITIES UNDER
CONSTRUCTION
Team Leader: Parks and Recreation
- VII. LOCALLY MAINTAINED ROADS AND BRIDGES
Team Leader: Public Works
- VIII. STATE-MAINTAINED ROADS AND BRIDGES
Team Leader: VA Department of Transportation

Emergency Support Function (ESF) #15 External Affairs

Primary Agency

Emergency Management
Public Information Officers

Secondary/Support Agencies

Harrisonburg Fire Department
Rockingham County Department of Fire & Rescue
Harrisonburg Police Department
Rockingham County Sheriff's Office
JMU Police Department
City of Harrisonburg/Rockingham County Public Schools
City of Harrisonburg/Rockingham County Information Technology Department
Central Shenandoah Health District
Harrisonburg/Rockingham Department of Social Services
Virginia Department of Emergency Management
Federal Agencies Liaison

Introduction:

Purpose:

Emergency Support Function #15 (External Affairs) is responsible for keeping the public informed concerning a threatened or actual emergency situation and providing protective action guidance as appropriate to save lives and protect property.

Scope:

ESF #15 manages information during an incident to ensure that the most up-to-date and accurate information is used to inform the public. This emergency support function will use media reports to support the overall strategy for managing the incident. ESF #15 will coordinate with all agencies involved in the incident to ensure a single message is used for public information, thereby avoiding conflicts in 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 channels, the Emergency Alert System through VDEM or the VSP, NOAA All-hazards radio, and the locality's website.
- Clear news releases with the Director of Emergency Management 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 and social media must be monitored to ensure that accurate information is being disseminated and to stay ahead of rumor control. The City of Harrisonburg, Rockingham County, and JMU need to be prepared to keep local legislators and other political figures informed.

Organization:

Public Affairs are 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 special projects, such as news conferences and press operations, for incident area tours.

Community Relations will prepare an initial action plan, including 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 can deploy a joint Community Relations Team to the locality to assist 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 City of Harrisonburg, Rockingham County, and JMU should be

prepared to arrange an incident site visit for legislators and their staff. 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 local, state, and national news coverage of the situation (as applicable).
- After coordination with the VEOC, 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 the City/County/JMU EOC, participating agencies, adjacent jurisdictions, and the VEOC.
- 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 City of Harrisonburg, Rockingham County, and JMU PIOs, the EOC, and local media.
- Encourage local media to periodically provide general information about those specific hazards which are 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 (hotline).
- 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.

Emergency Support Function #15 – Attachment 1

PIO PREARRANGED MESSAGES

Release or Spill (No Explosion or Fire)

Local – Public Information Notification of an Incident.

At _____ (a.m./p.m.) today, an incident/accident occurred on _____ (highway/street). Certain dangerous materials have been spilled/leaked/released from a car/truck. Due to the toxicity of material released to the atmosphere, all traffic on _____ (highway/street) is being rerouted via _____ (highway/intersection) until further notice.

Due to the possibility of an explosion and major fire, all residents living within _____ feet (or miles) of the site are urged to:

EVACUATE:

Leave immediately and report to

_____ (school, church, etc.).

OR

SHELTER IN PLACE:

Immediately turn off all heating and cooling systems. Close vents. Close all doors/windows. If possible cover openings with plastic and seal with duct tape. Take food, water, flashlight, and an emergency radio to an interior room on the upper floor of your location.

Follow directions given by emergency workers, State Police, Harrisonburg Police Department, or Sheriff's Office.

You will be notified when it is safe to return to/open your homes. Stay tuned to this station for additional information/instructions.

Emergency Support Function #15 – Attachment 2

PIO PREARRANGED MESSAGES

(Fire and/or Explosion Imminent)

Local – Public Information Notification of an Incident (Fire and/or Explosion Imminent):

At _____ (a.m./p.m.) today, an incident/accident occurred on _____ (highway/street). Certain dangerous materials have been spilled/leaked/released from a car/truck. Due to the toxicity of material released to the atmosphere, all traffic on _____ (highway/street) is being rerouted via _____ (highway/intersection) until further notice.

Due to the possibility of an explosion and major fire, all residents living within _____ feet (or miles) of the site are urged to:

EVACUATE:

leave immediately and report to

_____ (school, church, etc.).

OR

SHELTER IN PLACE:

Immediately turn off all heating and cooling systems. Close vents. Close all doors/windows. If possible, cover openings with plastic and seal with duct tape. Take food, water, a flashlight, and an emergency radio to an interior room of your location.

Follow directions given by emergency workers, State Police, Harrisonburg Police Department, and Sheriff's Office.

You will be notified when it is safe to return to your homes. Stay tuned to this station for additional information/instructions.

Emergency Support Function (ESF) #16

Military Support

Primary Agency

Emergency Management

Secondary/Support Agencies

N/A

Introduction

Purpose:

The Governor of Virginia is the Commander-in-Chief of all forces in the Commonwealth organized under the Department of Military Affairs (DMA). The Adjutant General (TAG) of Virginia is the military commander.

The DMA staffs its Joint Force Headquarters (JFHQ). Within the JFHQ is the Joint Operations Center (JOC) that is operational 24/7. The Virginia Army National Guard, the Virginia Air National Guard, and the Virginia Defense Force are three components that JFHQ-VA draws forces from to fulfill requests for assistance.

ESF #16 (Military Support) will not be staffed; instead, it will exist as a coordinating entity. Coordination will occur between the Coordinators of Emergency Management and the response assets on specific details related to assigned duties.

Scope:

The City of Harrisonburg and Rockingham County do not have any military installations within their jurisdiction. There is an armory present, but there is not a stand-alone agreement maintained with military assets.

The Department of Military Affairs maintains situational awareness, plans, coordinates, and employs forces to ensure homeland security and homeland defense, enabling a prompt response to any incidents within the Commonwealth. At the Governor's order, DMA will assist civil authorities in protecting life and property, preserving peace, maintaining order, and ensuring public safety, as well as alleviating suffering.

Policies:

DMA units will not directly respond to requests for assistance from local officials, except in cases where saving human life, preventing human suffering, or preventing significant damage to or destruction of property is necessary. DMA

units will advise local officials to submit requests for assistance through the VEOC.

Military assets are only available during a state of emergency issued by the Governor or the President.

Concept of Operations

The EOC will request a capability or need from the VEOC as outlined in EOC procedures and ESF #7 (Resource Support). Requests for military support should specify the type of assistance required (e.g., law enforcement/crowd control, medical, engineering, transportation) and the minimum equipment needed.

It is at the discretion of the VEOC to determine whether DMA assets are best suited for the requested task. Assets will be limited to only accept missions or work assignments within the original scope of deployment.

Support cannot be transferred to another agency without prior approval.

Once military assets have been committed, those responding will coordinate directly with local officials to accomplish the objectives.

Emergency Support Function (ESF) #17 Volunteer & Donation Management

Primary Agencies

Emergency Management
Harrisonburg/Rockingham Department of Social Services

Secondary/Support Agencies

Harrisonburg/Rockingham Disaster Recovery Task Force
Virginia Voluntary Organizations Active in Disaster (VVOAD)

Introduction

Purpose:

The Volunteer and Donations Management Support Annex describes the coordinating processes used to ensure the most efficient utilization of donated goods and services during disasters.

Scope:

Following a major disaster, the government will receive an overwhelming amount of unsolicited goods and services from individuals, corporations, church groups, and voluntary organizations.

Donated goods will not be transported directly to the disaster area without prior coordination with the state or local governments.

If these goods and services are not properly managed or directed, they will hinder response and recovery efforts and may actually worsen the disaster situation. The Director of Social Services will be responsible for managing donated goods and volunteer services.

Policies:

The City of Harrisonburg and Rockingham County, in coordination with VVOAD and the Disaster Recovery Task Force, have primary responsibility for managing volunteer services and donated goods.

The donation management process must be organized and coordinated to ensure that the citizenry can take advantage of the appropriate types and amounts of donated goods and services in a manner that does not interfere with or hinder emergency operations.

The Emergency Management Coordinator also:

- Coordinates with other agencies to ensure goods and resources are used effectively.
- Looks principally to those organizations with established volunteer and donation management structures.
- Encourages cash donations to recognized non-profit voluntary organizations.
- Encourages individuals to participate through local Citizen's Corps Council and/or affiliate with a recognized organization; and
- Encourages the use of existing nongovernmental organizational volunteer and donations resources before seeking governmental assistance.

Concept of Operations

General:

Volunteer and Donations Management operations may include the following:

- A Volunteer and Donations Coordinator
- A phone bank
- A coordinated media relations effort
- Effective liaison with other ESFs, state, and federal government officials
- Facility Management Plan

Donated Goods Management Function:

- Management of donated goods involves a cooperative effort by the City of Harrisonburg, Rockingham County voluntary and community-based organizations, the business sector, and the media.
- The City of Harrisonburg and Rockingham County, in conjunction with voluntary organization partners, are responsible for developing donation management plans and managing the flow of donated goods during disaster operations.

Volunteer Management Function:

- Management of volunteers requires a cooperative effort by the City of Harrisonburg, Rockingham County, and voluntary and community-based organizations, such as Citizen Corps Councils, faith-based organizations, the private sector, and the media.
- The City of Harrisonburg and Rockingham County, in partnership with voluntary organizations, is responsible for developing plans that address the management of unaffiliated volunteers during disaster response and recovery.

Organization:

The City of Harrisonburg, Rockingham County, and JMU will identify sites and facilities that will be used to receive, process, and distribute the unsolicited donated goods that will be sent to the disaster area. The necessary equipment, staff, communications, and security support to these facilities and sites will be provided by the City of Harrisonburg, Rockingham County, JMU, and volunteer organizations, as required.

The City of Harrisonburg and Rockingham County will coordinate the disaster relief actions of public, private, and volunteer relief agencies and groups. This is necessary to ensure maximum effectiveness of relief operations and to avoid duplication of effort and services. The American Red Cross has been integrated into the City of Harrisonburg and Rockingham County's emergency services organization, providing food and clothing to displaced individuals at the Shelter Centers.

Standard operating procedures will be developed to address the screening, processing, training, and assignment of volunteers who will be available once recovery efforts begin. The service to which personnel are assigned will provide the necessary training. Individuals who already possess the required skills or have received specialized training, such as heavy equipment operators, should be assigned duties that maximize the benefit of their skills. Each individual volunteer will be registered, and a log will be maintained of man-hours worked. Accurate records of all expenses incurred will be maintained.

Responsibilities:

- Identify potential sites and facilities to manage donated goods and services being channeled into the disaster area.
- Identify the necessary support requirements to ensure the prompt establishment and operation of these facilities and sites.
- Assign the tasks of coordinating auxiliary staffing and material resources.
- Develop procedures for recruiting, registering, and utilizing auxiliary staffing.
- Develop a critical resources list and procedures for acquisition in time of crisis.
- Develop procedures for the management of donated goods.
- Receive donated goods.
- Assist with emergency operations.
- Assign volunteers to tasks that best utilize their skills; and
- Compile and submit totals for disaster-related expenses.



Emergency Operations Plan

Support Annexes

October 2025

Support Annexes - Introduction

Purpose:

This section provides an overview of the Support Annexes to the Emergency Operations Plan (EOP).

Background:

The Support Annexes outline the framework through which local departments and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate and carry out shared functional processes and administrative requirements necessary for effective incident management. During an incident, many procedures and administrative tasks are needed to support incident management. The actions outlined in the Support Annexes are not limited to specific types of events but are broad in scope and applicable to nearly every kind of incident. Additionally, they may support multiple ESFs. Examples include public affairs, infrastructure, resources, and worker safety and health.

The following section contains a series of annexes outlining the roles and responsibilities, where applicable, of local departments and agencies, nongovernmental organizations, and the private sector for common activities that support most incidents. The annexes cover the following areas:

- Animal Care and Control/Animal Sheltering
- Information and Technology
- Worker Safety and Health
- Debris Management
- Damage Assessment
- Family Assistance Center

Support Annexes – Roles and Responsibilities

Each Support Annex identifies a coordinating agency and cooperating agencies. In some instances, the responsibility of a coordinating agency is a joint endeavor between two departments.

The overarching nature of the functions described in these annexes frequently involves either support for or cooperation among all the departments and agencies involved in incident response and management efforts. The actions detailed in the annex involve multiple agencies employing various components of emergency management to ensure the seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.

The responsibilities of the coordinating agency and cooperating agencies are identified below.

Coordinating Agency:

Coordinating agencies described in the annexes support the incident management mission by providing the leadership, expertise, and authority to implement and manage critical and specific aspects of the response. The City of Harrisonburg, Rockingham County, and JMU Offices of Emergency Management retain responsibility for overall incident management. Local agencies designated as coordinating agencies are responsible for implementing the processes detailed in the annexes.

When the functions of a particular Support Annex are required to assist in the management of an incident, the coordinating agency is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex.
- Providing staff for the operations function at fixed and field facilities.
- Notifying and sub-tasking cooperating agencies.
- Managing tasks with cooperating agencies, as well as appropriate State and Federal agencies.
- Working with appropriate private sector and non-governmental organizations to maximize use of all available resources.
- Supporting and keeping ESFs and other organizational elements informed of ongoing activities.
- Planning for short-term and long-term support to incident management and recovery operations; and

- Maintaining personnel adequately trained to execute their appropriate support responsibilities.
- Nominating new technologies or procedures that have the potential to improve performance within or across functional areas for review and evaluation.

Cooperating Agencies:

When the procedures within a Support Annex are needed to support elements of an incident, the coordinating agency will notify cooperating agencies of the circumstances.

Cooperating agencies are responsible for:

- Conducting operations, when requested by the coordinating agency or emergency management, using their own authorities, subject-matter experts, capabilities, or resources.
- Participating in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids, in concert with existing first-responder and agency standards.
- Furnishing available personnel, equipment, or other resource support as requested by emergency management.
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
- Nominating new technologies or procedures that have the potential to improve performance within or across functional areas for review and evaluation.

Support Annex – Animal Care and Control Animal Sheltering

Primary Agency

Animal Care and Control Officers

Secondary/Supporting Agencies

Central Shenandoah Health District

Emergency Management

Virginia Cooperative Extension

SPCA

Rockingham County Fairgrounds

VSART/CART

Local Veterinarians

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 animal care and control function is a component of Emergency Support Function (ESF) 11 – Agriculture and Natural Resources.

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 in and responding with assistance or relief to an animal emergency as coordinated by Emergency Management.

Definitions:

Household Pet: Species suitable to be companion animals include dogs, cats, horses, rabbits, ferrets, birds, guinea pigs, and select other small mammals, small reptiles, and fish.

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 to a wild state.

Livestock: Domesticated animals that may be kept or raised in pens, houses, pastures, or on farms as part of an agricultural or farming operation, whether for commerce or private use. Such animals may include goats, sheep, beef or dairy cattle, horses, hogs or pigs, donkeys or mules, bees, rabbits or 'exotic' animals (those raised outside their indigenous environs) such as camels, llamas, emus, ostriches, or any animal, including reptiles, kept in an inventory that may be used for food, fiber or pleasure.

Poultry: The class of domesticated fowl (birds) used for food or for their eggs. These are typically members of the orders Galliformes (such as chickens and turkeys) and Anseriformes (waterfowl, including ducks and geese).

Wildlife: All animals, including invertebrates, fish, amphibians, reptiles, birds and mammals, which are indigenous to the area and are ferae naturae or wild by nature.

Exotic Animals: Any animal that is not normally domesticated in the United States and wild by nature, but not considered wildlife, livestock, or poultry due to status. This includes, but is not limited to, any of the following orders and families, whether bred in the wild or captivity, and also any of their hybrids with domestic species. Listed examples are not to be construed as an exhaustive list or limit the generality of each group of animals, unless otherwise specified.

1. Non-human primates and prosimians – examples: monkeys, lemurs, baboons, and chimpanzees
2. Felidae (excluding domesticated cats) – examples: lions, tigers, bobcats, lynx, cougars, and jaguars
3. Canidae (excluding domesticated dogs) – examples: wolves, coyotes, foxes, jackals
4. Ursidae – examples: all bears
5. Reptilia – examples: snakes, lizards, turtles
6. Crocodilia – examples: alligators, crocodiles, caiman
7. Proboscidea – examples: elephants
8. Hyaenidae – examples: hyenas
9. Artiodactyl (excluding livestock) – examples: hippopotamuses, giraffes, camels
10. Procyonidae – examples: raccoons, coatis
11. Marsupialia – examples: kangaroos, opossums

12. Perissodactyla (excluding livestock) – examples: rhinoceroses, tapirs

13. Xenarthra/Edentata – examples: anteaters, sloths, armadillos

14. Viverridae – examples: mongooses, civets, genets

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 the types and numbers of animals most vulnerable in these areas.
3. The Director of Emergency Management may issue an emergency proclamation or disaster declaration. The National Incident Management System (NIMS) will be used to establish the organizational structure.
4. The EOC 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 Congressional action on the Pets Evacuation and Transportation Standards (PETS) Act, President Bush signed this legislation into law, S. 2548 and H.R. 3858. 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 (VA Code Title 44, Chapter 3.2, 44-146.18, 18) 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 in the Virginia Administrative Code (2 VAC 5) pertaining to the health, humane care, and humane handling of livestock, poultry, and companion animals in the Commonwealth.

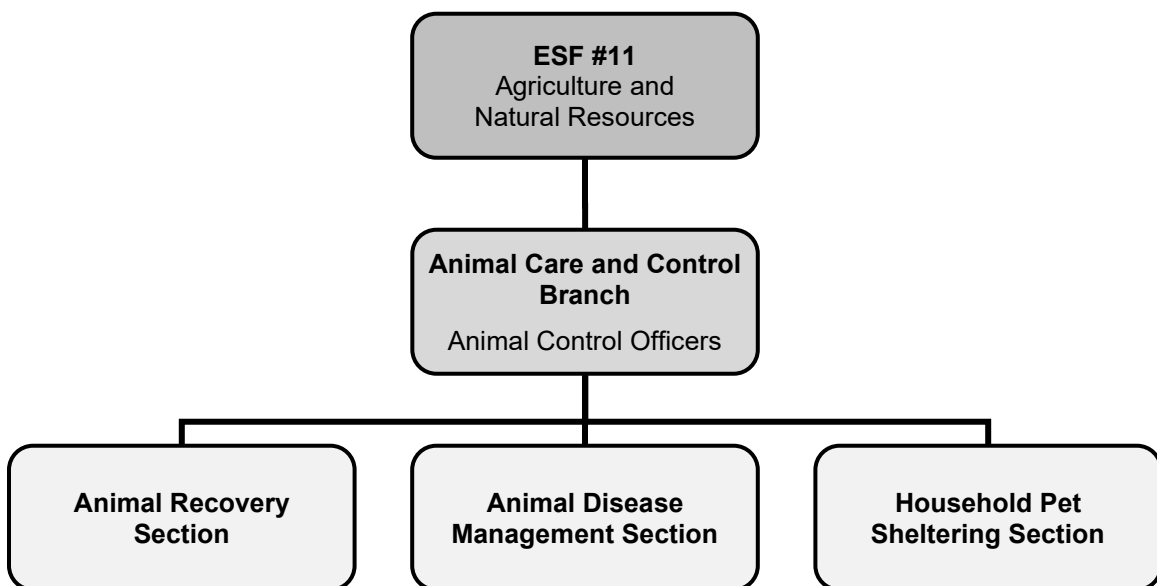
Concept of Operations

Organization:

Under ESF #11, Animal Care and Control is designated as the lead agency for animal-related emergency management activities.

Animal Care and Control Officers are 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 Animal Control Officers 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.

The 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. Coordinator of Emergency Management
 - a. Act as advisor to all involved on emergency management issues.
2. Animal Control Officers
 - a. Determine which agencies/departments/organizations have responsibilities in various types of emergencies for animal care and control.
 - b. Maintain current listings of emergency contacts and resources necessary for response to an animal emergency.
 - c. Produce and maintain plans, policies, and procedures for overarching animal care and control activities, animal recovery, and household pet sheltering; and
 - d. Oversee all emergency animal care and control activities (mitigation, planning, response, and recovery).
3. Virginia Cooperative Extension
 - a. Produce and maintain maps/listings with locations of large livestock operations and other special animal facilities identified to include volume, contact information, etc., and
 - b. Produce and maintain plans, policies, and procedures regarding Animal Disease Control.

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 be encouraged to develop emergency procedures and evacuation plans for the animals in their 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:

Emergency Management will:

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; and
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.

Response:

ESF #11, with the support of Animal Care and Control, will:

1. Implement animal care and control plans, policies and procedures in a timely manner to ensure the safe, sanitary and efficient response to an animal emergency.
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 requests when personnel, supplies, or other assistance is needed.
4. Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations.
5. 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
6. Ensure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster-related expenditures.
7. Support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster.

Recovery:

All involved will:

1. Complete an after-action 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; and
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.

Administration and Logistics**Administration:**

Basic administrative and accountability procedures for any animal emergency will be followed as required by local, state and federal regulations. As with any disaster or incident response, the NIMS/ICS will be used to organize and coordinate response activity.

Logistics:

If supplies, materials, and equipment are required, records will be maintained in accordance with local, state, and federal reporting requirements. All procurement processes will adhere to the City/County's procurement policies and regulations, as well as state and federal policies and regulations as applicable.

Public Information:

The Public Information Officer will follow procedures established to:

1. Ensure coordination with Emergency Management and appropriate agricultural, veterinary, and public health officials to provide periodic spot announcements to the public on pertinent aspects of the emergency; and
2. Coordinate with the media in the event of an animal emergency to disseminate timely and factual information.

Direction and Control

1. All animal emergencies will be coordinated through the EOC and will employ the NIMS/ICS.
2. The EOC is responsible for providing support and resources to the Incident Commander.
3. The Coordinator of Emergency Management will assist the senior elected official in the EOC and coordinate with the PIO. The Coordinator of Emergency Management and PIO may have at least one assistant to support 24-hour operations and act in the primary's absence.
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 to identify any necessary updates, revisions, or additions. It is the responsibility of the Animal Control Officers, as the lead agency for this plan, to ensure 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.

Support Annex – Animal Care and Control Attachment 1 – Household Pet Sheltering Plan

Primary Agency

Animal Control Officers

Secondary/Supporting Agencies

Central Shenandoah Health District

Emergency Management

Virginia Cooperative Extension

SPCA

Rockingham County Fairgrounds

VSART/CART

Local Veterinarians

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. The animal care and control function is a component of Emergency Support Function (ESF) #11 – Agriculture and Natural Resources.

Although pet owners are responsible for sheltering and protecting their animals, City/County Animal Control is the primary agency on animal issues and handles situation assessment and resource needs. ESF #11, in coordination with ESF #6 (Mass Care, Housing, and Human Resources), will work to establish pet-friendly shelters. This effort aims to help evacuated residents find shelter with or near their companion animals during a declared evacuation. The goal of this plan is to manage and support the humane care and treatment of companion animals during an emergency and to provide safe sheltering for people and their pets before, during, or after a disaster at a designated site in cooperation with the Department of Social Services.

Scope:

This annex applies to departments and agencies participating in and responding with assistance or relief to an emergency that requires the sheltering of people and their household pets, as coordinated by Emergency Management.

Situation:

In Harrisonburg/Rockingham County, there are an estimated:

- 29,000 dogs,
- 32,000 cats,
- 4,000 birds

After Hurricane Andrew devastated Florida in 1992 and Katrina hit both Louisiana and Mississippi in September 2005, city emergency response personnel recognized the need to converge on caring for both animals and people during disasters. They learned that, under adverse circumstances, the ultimate safety of many citizens depends on the safety of their pets. Until that time, people in harm's way were told by state emergency management to evacuate their homes, but to leave their pets. Relaying this information has often created situations where animals were technically neglected and/or abandoned, and it added additional stress to people who evacuate without their animals. These scenarios produce serious complications for Emergency Management.

It stands to reason, if humans were at risk from an impending cataclysm, so were the lives of animals, and vice versa. We now understand that many people, especially the elderly, do not abandon their companion animals, even in life-threatening situations. This creates additional avoidable burdens for responders.

Assumptions:

1. Any emergency resulting in the 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 frequently will not evacuate to shelters if their pets are not allowed.
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 the 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, cats that roam outdoors, 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.
12. Birds must be brought in the owner's cage. Bird breeders with large numbers of birds will need to seek sanctuary elsewhere.
13. Pocket pets (hamsters, gerbils, hedgehogs, sugar gliders, etc.) must be brought to the shelter in the owner's cage. The cage must be of good material to prevent escape.
14. No reptiles will be accepted.

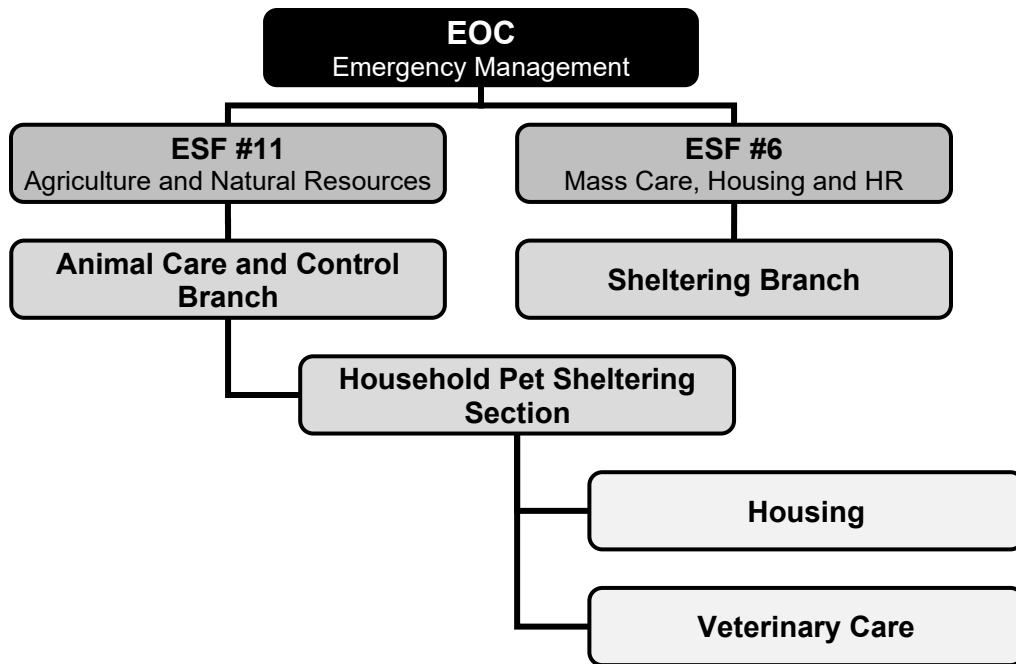
Concept of Operations

Organization:

Under ESF #11, the Animal Control Officers are designated as the lead for animal care and control. In response to an emergency requiring sheltering, ESF #11 will work together with other ESFs including ESF #6, Mass Care, Housing and Human Services, to complete the mission of household pet sheltering. Other agencies/ESFs may need to be utilized to fulfill associated needs as determined.

Animal Control Officers, in coordination with Department of Social Services and/or Red Cross, 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 Animal Control Officers 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 household pet sheltering activities. They will provide the basis for more detailed standard operating procedures that may be used in a response.

Animal Control Officers will coordinate with all departments, government entities, and volunteer organizations, and representatives from the private sector who support pet-friendly sheltering 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. Coordinator of Emergency Management
 - a. Prepare and coordinate pre-incident training and exercise of pet-friendly shelter incident management teams to include 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; and
 - c. Obtain and deliver requested but not previously identified resource requirements as expeditiously as possible.
2. Animal Control Officers
 - a. Create and maintain all household pet sheltering policies, plans and procedures.
 - b. Maintain current listing of emergency contacts and resources necessary for a household pet sheltering response.
 - c. Coordinate and ensure rapid response to pet-friendly sheltering needs.
 - d. Coordinate with the EOC on incident management activities for the overall operation of the pet-friendly shelters.
 - e. Coordinate with Non-governmental Organizations (NGOs), volunteer organizations, partners from the private sector, and contractors who are staffing and providing support to shelter operations.

- f. Maintain situational awareness of pet-friendly shelter operations and provide situation/status reports/updates to the EOC.
 - g. Process requests for assistance or additional resources to support household pet sheltering operations through the EOC.
 - h. Facilitate the reunification of pets with their owners during the transition from response to recovery.
 - i. Provide shelter occupancy data to facilitate the movement of traffic along the evacuation routes.
 - j. Use media to assist with outreach efforts to citizens on evacuation education pre-event and notification during an event regarding the routing to be used.
 - k. Coordinate with ESF 6 on activation and management of pet-friendly shelters; and
 - l. Provide subject matter expertise to support agencies, as needed.
3. Department of Social Services/Red Cross
- a. Coordinate the relationship between the human and household animal sheltering functions; and
 - b. Assist in creating public information releases regarding sheltering in coordination with Animal Control and the EOC.
4. Central Shenandoah Health District
- a. Ensure that human health will not be impacted in conjunction with the operation of pet-friendly shelters.
5. Police Department/Sheriff's Office
- a. Ensure the safety and security of household pet sheltering personnel.
 - b. Enforce movement restrictions and establish perimeters for pet-friendly sheltering areas.

Action Checklist

Mitigation/Prevention:

1. Encourage citizens to develop emergency plans and go-kits for the animals in their care.
2. Determine the best means for information dissemination to the public in about any evacuation orders and related sheltering activities.

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.
3. Identify local veterinarians, humane societies, local household pet sheltering volunteers, and animal control personnel. Include them in site-specific standard operating procedures. Ensure 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.
8. Support and maximize claims of financial assistance from state and federal governments and facilitate audits following the disaster.

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

Recovery:

1. Complete an after-action 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 their on-hand inventory of supplies that have been used.
4. Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate; and
5. 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.

Plan Development and Maintenance

This plan should be reviewed annually in its entirety to identify any necessary updates, revisions, or additions. It is the responsibility of the Animal Control Officers, as the lead agency for this plan, to ensure 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.

Support Annex – Animal Care and Control

Attachment 2 – Animal Disease Management Plan

Primary Agency

Emergency Management

Secondary/Supporting Agencies

Central Shenandoah Health District

Animal Control

Virginia Cooperative Extension

SPCA

Local Livestock/Poultry Operators

Local Growers/Planters

Local Veterinarians

Introduction

Purpose:

The Animal Care and Control Annex, Animal Disease Management Plan provides basic guidance that addresses rapid local response to Foreign Animal Disease or Animal Disease (FAD/AD) incidents and other events affecting the health, safety and welfare of humans and animals in disaster situations. A coordinated local response is necessary to effectively deal with the crisis and minimize the consequences in order to return the jurisdiction to normal as quickly as possible following a disaster or incident. Due to their complexity, infectious animal diseases add new dimensions to disaster management. There are many disease characteristics to consider, such as stability of the agent, route of transmission, incubation time, potential species affected, and the potential (zoonotic) transfer to humans.

Scope:

This annex is applicable to departments and agencies participating in and responding with assistance or relief to a FAD/AD emergency, as coordinated by Emergency Management.

Situation:

In recent years, several serious FAD/AD outbreaks have occurred outside the United States. The importation of animals and animal products from foreign countries, the ease of travel around the world, and the ongoing threat of agro-terrorism all highlight our vulnerability to a FAD/AD. The introduction of an

FAD/AD would present Harrisonburg/Rockingham County, the State, and the Nation with a time-sensitive, critical situation that affects not only animal health but also a potentially debilitating economic situation. Protecting the agriculture and food distribution industry in Harrisonburg/Rockingham County requires cooperation, participation, and partnership.

Any large disaster or emergency may cause substantial suffering to human and animal populations. With the advent of larger animal production facilities, an ever-increasing pet population, and an increased vulnerability to the intentional introduction of animal diseases, a coordinated local animal response plan is imperative.

The Virginia Department of Agriculture is tasked with dealing with infectious animal and plant diseases and has the authority to work with local officials and responders to make all necessary rules for suppression and prevention of infectious and contagious diseases among animals and mitigating the spread of plant disease in the state (see Animal Care and Control Annex Basic Document – Policies). Depending on the size and nature of the event, the Virginia Emergency Operations Center (VEOC) may be activated to coordinate other state agency and city/county resources needed to respond, contain, and eradicate the disease. The Commonwealth of Virginia Emergency Operations Plan, Emergency Support Function #11, Agriculture and Natural Resources Annex, addresses interagency cooperation and responsibilities at the state level in the event local resources are overwhelmed.

Not all animal disease introductions require emergency response functions. Many disease introductions are routinely handled by private practice veterinarians. The infectivity of the disease greatly influences response measures, its characteristics of transmission, and the actions necessary to contain it. Response functions may be initiated in the event of the introduction of a highly infectious animal disease, foreign animal disease, emerging animal disease, or any other animal disease that meets one or more of the following criteria:

- a. It is one of the International Animal Health Code “List A” diseases, as designated by the *Office International des Epizooties (OIE)*, which lists the following diseases:

- Foot and mouth disease
- Swine vesicular disease
- Peste des petits ruminants
- Rinderpest
- Lumpy skin disease
- Bluetongue
- African horse sickness
- Vesicular stomatitis
- Rift Valley fever
- Sheep pox and Goat pox
- Classical swine fever
- African swine fever
- Highly pathogenic avian influenza
- Contagious bovine pleuropneumonia
- New castle disease

- b. If it falls outside of the domain of the locality's routine prevention and response activities and capabilities.
- c. It is highly contagious, and therefore creates a significant risk of rapid transmission across a large geographic and/or non-contiguous areas; and
- d. It creates the potential to cause widespread personal hardship within the agricultural community and/or is detrimental to the local, state or national economy.

Assumptions:

1. The identification of a FAD/AD outbreak anywhere in the Commonwealth of Virginia would affect Harrisonburg and Rockingham County. This could result in the creation and enforcement of movement controls of people, livestock, agricultural products, and other properties.
2. It is likely that livestock producers will be the first to notice unusual behavior or symptoms in their animals.
3. Private veterinary practitioners will likely be the first responders to any FAD/AD outbreak. A local veterinarian is required to notify the State Veterinarian of suspected FAD/AD immediately.
4. Suspected or positive detection of a FAD/AD in Harrisonburg/Rockingham County will prompt State and/or federal officials to employ additional precautions to prevent or mitigate the possibility of spreading the disease.
5. The potential exists in Virginia for FAD/AD introduction as a mechanism of agro-terrorism
6. Numerous local, State, and federal agencies will play a role in eradicating the disease.
7. Large numbers of domestic livestock and wildlife may need to be destroyed or controlled to prevent the spread of a disease after it has been confirmed locally.
8. Immediate quarantine areas may be required where suspected or confirmed cases may have originated, inside of which increased biosecurity measures can be implemented. The zone establishment may require the development of cleaning and disinfecting procedures and additional record-keeping by producers and/or veterinarians.
9. Facilities and transport vehicles suspected of being contaminated will need to be cleaned and disinfected.
10. Depopulation of animals will be conducted in the most humane, expeditious manner to stop the spread of the disease and limit the number of animals affected.

11. Carcass disposal sites will need to be rapidly identified, or other solutions such as rendering, burial on site, or incineration utilized.

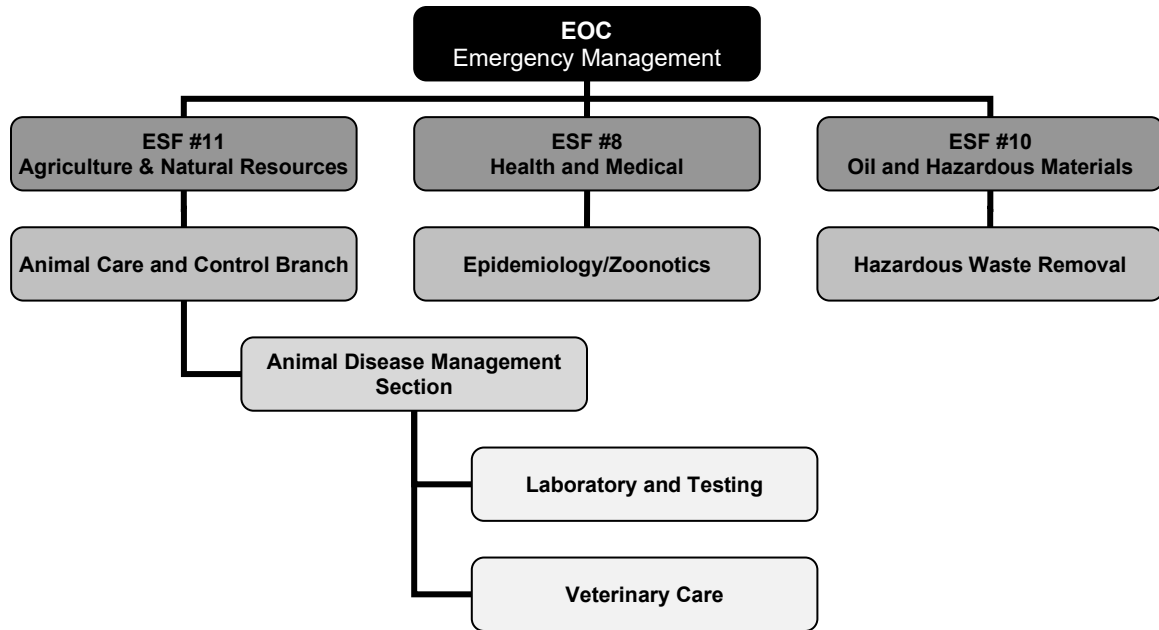
Concept of Operations

Organization:

In response to a FAD/AD, Emergency Management will work with ESF #11, as well as with other ESFs, including ESF #8, Health and Medical, and ESF #10, Oil and Hazardous Materials Response, to complete the mission of animal disease control. Other agencies/ESFs may need to be utilized to fulfill other needs as determined.

The Coordinator of Emergency Management, in coordination with VDH, VDEQ, and VDACS 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 Harrisonburg, Rockingham County, 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 FAD/AD. They will provide the basis for more detailed standard operating procedures that may be used in a response.

The Coordinator of Emergency Management will coordinate with all departments, government entities, and representatives from the private sector who support FAD/AD 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 ensuring that all involved have current Memorandums of Agreement with the Locality in respect to their agreed support.



Responsibilities:

1. Coordinator of Emergency Management
 - a. Act as advisor to local veterinarians, regulatory veterinarians, humane organizations, farm service agents, and others on emergency management issues.
 - b. In cooperation with VDEQ, VDACS, and the local grower/plant, determine the best method for disposing of dead animals; and
 - c. Assist in the selection of a disposal site
2. Virginia Extension Cooperative
 - a. Maintain current listing of emergency contacts and resources necessary for an FAD/AD response.
 - b. Coordinate and ensure rapid response to suspected or proven FAD/AD.
 - c. Determine potential of spread in coordination with VDACS and USDA. Respond accordingly.
 - d. Coordinate with agriculture environmental officials (ESF #11) to determine the best methods for disposing of dead animals; and
 - e. Coordinate with health officials (ESF #8) to determine potential impact on humans and disease prevention options if necessary.
3. Central Shenandoah Health District, Virginia Department of Health
 - a. Determine potential human impact of the disease and determine protective actions as necessary; and
 - b. Assist in preparing public outreach and education materials in response to the FAD/AD.

4. Police Departments/Sheriff's Office
 - a. Ensure the safety and security of veterinarians and inspection personnel.
 - b. Enforce movement restrictions and establish perimeters for quarantine areas; and
 - c. Assist in the investigation if the incident is ruled deliberate disease introduction.
5. Harrisonburg Fire Department/Rockingham County Fire & Rescue
 - a. Coordinate decontamination stations in coordination with ESF #11, ESF #8, and ESF #10; and
 - b. Aid in possible rescue situations.
6. City/County Public Works
 - a. Assist in perimeter rerouting and logistical support; and
 - b. Support needs for disposal resources.

Action Checklist**Mitigation/Prevention:**

1. Encourage any laboratory animal research facilities, livestock markets, and large livestock operations to develop FAD/AD emergency procedures and plans for the animals in their care and custody and provide them to the Coordinators of Emergency Management for comment and review; and
2. Determine the best means for information dissemination to the public in the event of a FAD/AD emergency.

Preparedness:

1. The Commonwealth of Virginia, Department of Agriculture and Consumer Services (through VEOC ESF #11), will establish an organizational structure, chain of command, and outline of duties and responsibilities required for any FAD/AD response.
2. 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.
3. Identify local veterinarians, humane societies, and animal control personnel. List them in the appropriate standard operating procedures and ensure that contact information is maintained.
4. Provide training to agencies and staff on task-appropriate plans, policies, and procedures.

5. Provide adequate support for animal emergency 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.
8. Support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster.

Response:

1. Provide animal disease management support in a timely manner.
2. Immediately report any suspected or observed cases of FAD/AD to the Virginia Department of Agriculture and Consumer Services (VDACS) and/or the United States Department of Agriculture (USDA), Animal and Plant Health Inspection Service (APHIS).
3. Implement animal care and control plans, policies, and procedures to ensure the safe, sanitary and efficient response to an animal emergency.
4. 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,
5. Provide on-the-spot training as necessary on task-appropriate plans, policies, and procedures.
6. Provide adequate support for animal response. Report any shortfalls and request the needed assistance or supplies. Request assistance from the Commonwealth as needed.
7. Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations.
8. 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.
9. Ensure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster-related expenditures.
10. Support and maximize claims of financial assistance from state and federal governments and facilitate audits following the disaster.

Recovery:

1. Evaluate quarantines that were put in place during the FAD/AD outbreak to decide if they are still needed.
2. Augment veterinary medical services to expedite rapid recovery.
3. Complete an event review with all responding parties.
4. Review animal disease management plans, policies, and procedures in respect to the recent emergency response. Update as necessary and disseminate.
5. Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies.
6. Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate; and
7. 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.

Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. 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.

Support Annex – Animal Care and Control Attachment 3 – Animal Recovery Plan

Primary Agency

Animal Control Officers

Secondary/Supporting Agencies

Central Shenandoah Health District

Emergency Management

Fire and Rescue Agencies

Virginia Cooperative Extension

SPCA

Rockingham County Fairgrounds

Local Veterinarians

Introduction

Purpose:

The Animal Care and Control Annex, Animal Recovery Plan, provides basic guidance for all participants in animal search, rescue, recovery, and reunification scenarios. This includes guidance for all departments and agencies providing assistance in response to a local disaster declaration. The animal care and control function is a component of Emergency Support Function (ESF) #11 – Agriculture and Natural Resources.

Although the care and control of animals is the responsibility of their owners, Animal Control is the lead agency on animal issues and is responsible for assessing situations and determining resource needs. Animals are not only companions but can be the livelihood of families and communities where agriculture is key. In some situations, owners will not be able to evacuate their animals, and due to the impacts of the event, they may not be able to re-enter the area post-event to recover or care for their animals. It is the goal of this plan to control and support animal search, rescue, recovery, and reunification processes during or after an emergency situation and to ensure the continued care of those animals that are unable to be relocated outside of the disaster area.

Scope:

This annex is applicable to departments and agencies that are participating and responding with assistance or relief to an emergency requiring the search, rescue, recovery, or reunification of animals with their owners as coordinated by Emergency Management.

Situation:

Any natural, technological, or manmade disaster could affect the well-being of animals. Although many animal owners will work diligently to protect their animals in the event of an emergency, it is not always feasible or possible to relocate them in every situation. Some animals may be left behind because families are unable to enter a hazardous area to retrieve their animals, the number or size (such as a herd of cattle) of the animal(s) make it unfeasible to relocate within a reasonable timeframe, or the owners do not feel that they have any other option, either due to lack of proper planning or education, when evacuating themselves.

In these cases, it will be vital to assist animal owners in the search, rescue, recovery, and care of their animals until they can be reunited with them.

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. People will frequently try to re-enter an area to retrieve animals before an all-clear is given.
3. Those animals that become homeless, lost, or stray as a result of a disaster will be protected by Harrisonburg and Rockingham County. Volunteer organizations will assist in this effort.
4. Those animals that are rescued and are not claimed by their owners within the timeframe stated within the local ordinances will be considered the property of the locality, and normal animal care and control policies and procedures will be followed regarding euthanasia, adoption, and/or release to rescue organizations.
5. Policies and procedures will be written detailing how to implement requests for animal search and rescue, animal identification requirements, and in-place animal care.

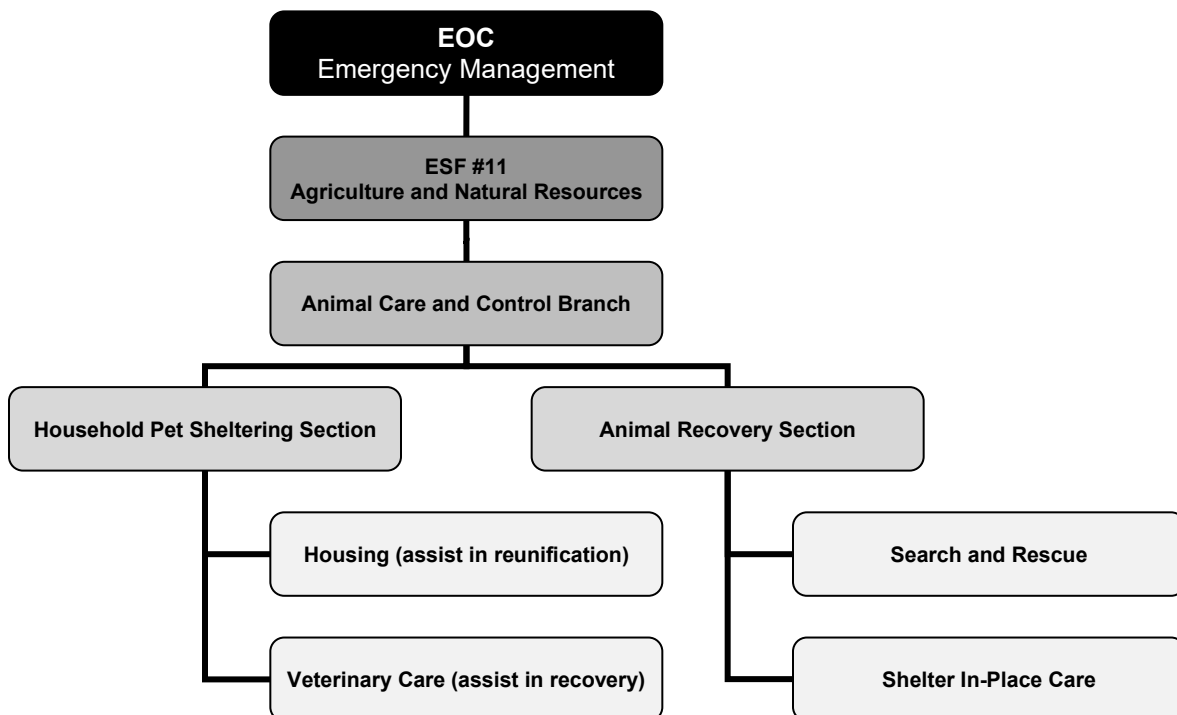
Concept of Operations

Organization:

Under ESF #11, the Animal Control Officer is designated as the lead agency for animal care and control. In response to an emergency requiring sheltering, ESF #11 will work together with other ESFs to complete the mission of animal search, rescue, recovery, and reunification as necessary.

The Animal Control Officers are 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 for day-to-day operations and emergency response. The emergency plans will define the roles of agencies and support organizations in preparedness, response, and recovery of an animal emergency and establish the concepts and policies under which all elements of the responding agencies will operate during animal search, rescue, recovery, and reunification activities. They will provide the basis for more detailed standard operating procedures that may be used in a response.

The Lead Animal Control Officer will coordinate with all departments, government entities, and representatives from the private sector who support animal search, rescue, recovery and reunification activities. This may involve working with other local jurisdictions that provide mutual aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc. and ensuring that all involved have the current Memorandums of Agreement with the Locality in respect to their agreed support.



Responsibilities:**1. Coordinator of Emergency Management**

- a. Prepare and coordinate pre-incident training and exercise of animal search, rescue, recovery, and reunification teams to include NIMS, ICS, EOC Operations, and reimbursement procedures for eligible costs under state and federal public assistance programs.
- b. Coordinate with owners to ensure the in-place needs of agricultural animals are met.
- c. Obtain and deliver pre-identified resource requirements to the appropriate sites within the time schedule agreed upon; and
- d. Obtain and deliver requested but not previously identified resource requirements as expeditiously as possible.

2. Animal Control

- a. Create and maintain all animal search, rescue, recovery, and reunification policies, plans and procedures.
- b. Maintain current listing of emergency contacts and resources necessary for animal search, rescue, recovery, and reunification response.
- c. Coordinate and ensure rapid response to animal search, rescue, recovery, and reunification needs.
- d. Coordinate incident management activities with the City/County EOC, volunteer relief organizations, NGOs, and contractors who are staffing and supporting shelter operations for the overall process of animal search, rescue, recovery, and reunification effort.
- e. Process requests for assistance or additional resources to support search, rescue, recovery, and reunification operations through the EOC.
- f. Use the media to assist with outreach efforts to notify citizens of the efforts of animal control on animal recovery issues.
- g. Monitor, coordinate, and manage animal recovery activities, activation, and sequencing.
- h. Maintain situational awareness of animal search, rescue, recovery, and reunification operations and provide situation/status reports/updates to the EOC.
- i. Provide subject matter expertise to support agencies, as needed.

3. Department of Social Services/Red Cross

- a. Assist in creating public information releases regarding sheltering in coordination with Animal Control.
- b. Coordinate with Animal Control on the management and operation of pet-friendly shelters and the reunification of pets with owners.

4. Police Departments/Sheriff's Office

- a. Ensure the safety and security of animal search, rescue, recovery, and reunification personnel; and
- b. Enforce movement restrictions and establish perimeters for animal recovery and reunification areas.

Action Checklist**Mitigation/Prevention:**

1. Encourage citizens to develop emergency plans and evacuation plans for the animals in their care.
2. Determine the best means and method for disseminating information to the public regarding animal search, rescue, recovery, and reunification activities.

Preparedness:

1. Establish an organizational structure, chain of command, and outline of duties and responsibilities required for any animal search, rescue, recovery, and reunification response.
2. Develop, maintain, and disseminate animal search, rescue, recovery, and reunification plans, policies, and procedures to ensure the safe, sanitary, and efficient response to and recovery from an animal emergency.
3. Identify local veterinarians, humane societies, volunteers, and animal control personnel. Include them in standard operating procedures and ensure 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; and
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.
8. Support and maximize claims of financial assistance from state and federal governments and facilitate audits following the disaster.

Response:

1. Implement animal search, rescue, recovery, and reunification plans, policies, and procedures to ensure a safe, sanitary, and efficient response to an animal emergency.
2. Secure supplies, equipment, personnel, and technical assistance from support agencies, organizations, and other resources to carry out the response plans associated with animal search, rescue, recovery, and reunification.
3. Provide on-the-spot training as necessary on task-appropriate plans, policies, and procedures.
4. Provide adequate support for animal search, rescue, recovery, and reunification response. Report any shortfalls and requests needed assistance or supplies. Coordinate with the EOC for 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 animal search, rescue, recovery, and reunification support in a timely manner.
7. Ensure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster-related expenditures.
8. Support and maximize claims of financial assistance from state and federal governments and facilitate audits following the disaster.

Recovery:

1. Complete an after-action review with all responding parties.
2. Review animal search, rescue, recovery, and reunification 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 the 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; and
5. 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.

Plan Development and Maintenance

This plan should be reviewed annually in its entirety to identify any necessary updates, revisions, or additions. It is the responsibility of the Animal Control Officers, as the lead for this plan, to ensure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any necessary updates, revisions, or additions that were identified during that response effort.

Support Annex – Damage Assessment

Coordinating Agency

Emergency Management

Community Development

Cooperating Agencies

City of Harrisonburg Department of Public Works

Rockingham County Department of Public Works

Fire Departments

Police Departments/Sheriff's Office

Introduction

Purpose:

The Damage Assessment Support Annex outlines the coordinating processes employed to ensure the timely and accurate assessment and reporting of damage in Harrisonburg and Rockingham County following an emergency or disaster. It provides procedures to estimate the nature and extent of the damage and outlines the details of the damage assessment process, as required by the Commonwealth, for determining the need to request a Presidential Disaster Declaration, as outlined in the Stafford Act.

Scope:

Damage assessment activities involve an evaluation (in dollars) of the estimated cost of damages or losses to agriculture, infrastructure, real property (including city, county, state, and private property), and equipment. This annex encompasses a comprehensive scope of responsibilities, assignments, and standard forms to be utilized throughout the overall process. It applies to departments and agencies assisting with the post-event damage assessment, as coordinated by Emergency Management. This document addresses general situations without consideration of special incident scenarios.

Definitions:

Initial Damage Assessment (IDA): Independent review and documentation of the impact and magnitude of a disaster on individuals, families, businesses, and public property. This report is due to the VEOC in the required format within 72 hours of disaster impact. The Governor will use this information to determine if a Preliminary Damage Assessment needs to be requested from FEMA in response to outstanding needs.

Preliminary Damage Assessment (PDA): A joint venture between FEMA, State, and local government to document the impact and magnitude of the disaster on individuals, families, businesses, and public property. The Governor will use the information gathered during the PDA process to determine whether to request federal assistance.

Situation:

Following any significant disaster/emergency, a multitude of independent damage assessment activities will be conducted by various organizations, including the American Red Cross, insurance companies, utility companies, and others. In addition to these assessments, a series of local, state, and federal damage assessment activities will be conducted.

During the recovery phase of a disaster, Harrisonburg/Rockingham County will conduct a systematic analysis of the nature of the damage to public and private property, estimating the extent of damage based on actual observation and inspection. A damage assessment will be performed on an urgent basis to provide an initial estimate of the damage. A damage estimate of public and private property is required for the City of Harrisonburg/Rockingham County to determine the actions needed, establish priorities, allocate local government resources, and determine what, if any, outside assistance will be required.

Based upon the local damage assessment reports, the Governor may request a Presidential declaration of a “major disaster”, “major emergency”, or a specific federal agency disaster declaration (Small Business Administration, Department of Agriculture, Corps of Engineers, etc.) to augment state/local/private disaster relief efforts. The President, under a “major emergency” declaration, may authorize the utilization of any federal equipment, personnel, and other resources, as well as authorize two basic types of disaster relief assistance:

1. Individual Assistance (IA)
 - a. Temporary housing;
 - b. Individual and family grants (IFG);
 - c. Disaster unemployment assistance;
 - d. Disaster loans to individuals, businesses and farmers;
 - e. Agricultural assistance;
 - f. Legal services to low-income families and individuals;
 - g. Consumer counseling and assistance in obtaining insurance benefits;
 - h. Social security assistance;
 - i. Veteran’s assistance; and
 - j. Casualty loss tax assistance.

2. Public Assistance (PA)
 - a. Debris removal;
 - b. Emergency protective measures; and
 - c. Permanent work to repair, restore, or replace road systems, public utilities, water systems, public buildings, equipment, and recreational facilities, etc.

Assumptions:

1. Fast and accurate damage assessment is vital to an effective response.
2. Damage will be assessed by pre-arranged teams of local resource personnel.
3. This plan can expedite relief and assistance if promptly implemented.
4. A catastrophic emergency will require the expenditure of large sums of local funds. Financial operations will be carried out under compressed schedules and intense political pressures, requiring expeditious responses that meet sound financial management and accountability standards.
5. Damage to utility systems and to the communications systems will hamper the recovery process; and
6. A major disaster affecting the city/county could result in the severance of a main transportation artery, resulting in a significant alteration of lifestyle in the community.

Policies:

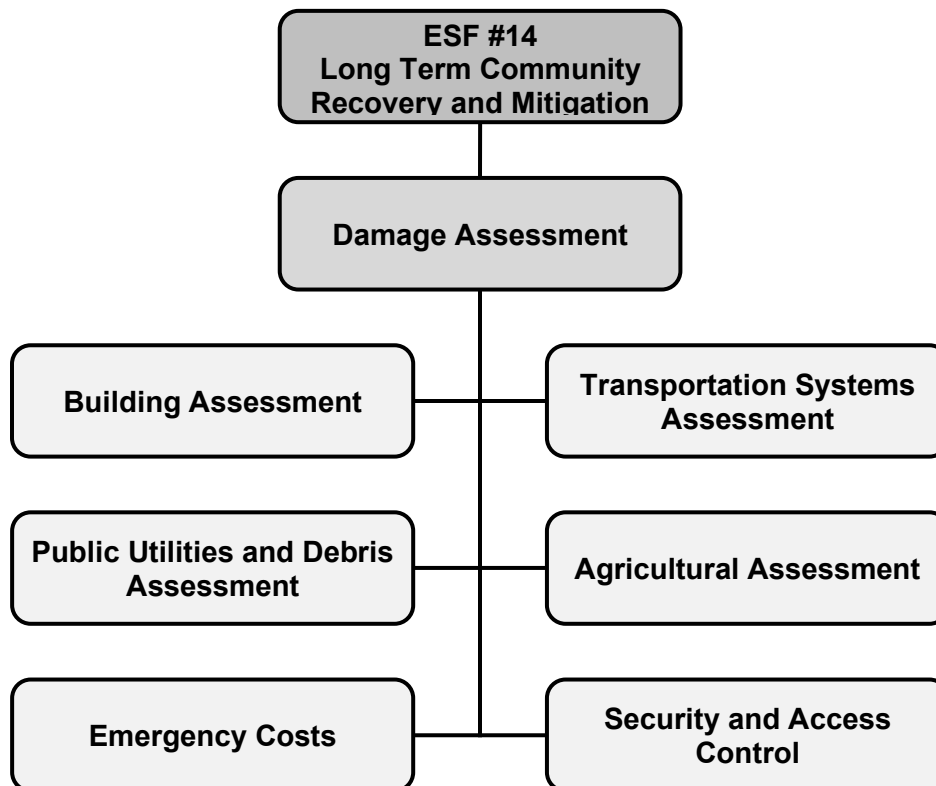
1. The Initial Damage Assessment (IDA) results will be reported to the VEOC within 72 hours of the incident (WebEOC –primary; Fax or Call – secondary).
2. At the Incident Commander's request, the first priority for damage assessment may be to assess Harrisonburg/Rockingham County facilities' structural and or infrastructure damage.
3. A Federal/State-supported Preliminary Damage Assessment will be conducted in coordination with Harrisonburg/Rockingham County to verify IDA results and determine long-term needs. This data will be used to determine the need for a Presidential Disaster Declaration.
4. An estimate of expenditures and obligated expenditures will be submitted to both Harrisonburg/Rockingham County and the VEOC before a Presidential Disaster declaration is requested.
5. Additional reports may be required by the Director of Emergency Management or Coordinator of Emergency Management, depending on the type and magnitude of the incident.
6. That organization will utilize supplies, equipment, and transportation organic to each organization in the accomplishment of its assigned responsibility or mission.

7. Additional supplies, equipment, and transportation essential to the continued operation of each organization will be requested through ESF #7 (Resource Support) in the EOC; and
8. The approval to expend funds for response and recovery operations will be given by the department head of each agency or department involved in recovery operations. Each agency or department should designate a responsible person to ensure that actions taken and costs incurred are consistent with identified missions.

Concept of Operations

Organization:

The ultimate responsibility for damage assessment lies with the local governing authority. The Coordinator of Emergency Management or their designee will be responsible for damage assessments, data collection, and preparation of necessary reports through the functions of ESF #14, Long-Term Community Recovery and Mitigation. Qualified, trained local teams under the supervision of the Harrisonburg Department of Community Development or Rockingham County Emergency Management will conduct damage assessments. The damage assessment teams will be supported by multiple agencies from Harrisonburg/Rockingham County. If the nature of the incident is such that local resources are incapable of assessing the damage, state assistance will be requested through normal resource request procedures to the VEOC.



Additional ESFs may need to assist during and after an evacuation, such as ESF #5 (Emergency Management), ESF #6 (Mass Care, Housing, and Human Resources), ESF #7 (Resource Management), and ESF #11 (Agriculture and Natural Resources). If the incident involves chemicals or radiation that may cause contamination of the damaged area, ESF #8 (Health and Medical) and ESF #10 (Oil and Hazardous Materials) may also be needed. The primary ESFs, as listed, will utilize their full ESF-specific annex and any supporting agencies and ESFs to implement their portion of the damage assessment.

Responsibilities:**1. Damage Assessment Teams**

- a. Maintain a list of critical facilities that will require immediate repair if damaged.
- b. Assemble the appropriate team and develop damage assessment plans, policies, and procedures.
- c. Appoint a representative to be located within the EOC to direct damage assessment operations, including the operation of the teams and collecting data. The representative will develop accurate and appropriate reports for the Coordinator of Emergency Management.
- d. Solicit cooperation from companies and local representatives of support agencies to serve as members of damage assessment teams.
- e. Conduct damage assessment training programs for teams.
- f. Coordinate disaster teams conducting field surveys.
- g. Collect and compile incoming damage reports from teams in the field, from other operations directors, and assisting agencies, systems, and companies.
- h. Using existing policies and procedures, determine the state of damaged buildings and place notification/placards as needed.
- i. Ensure that there will be an escort available for any State or Federal damage assessment team(s) and prepare an area map with the damage sites prior to their arrival.
- j. Using existing policies and procedures, facilitate the issuance of building permits and the review and inspection of the site-related and construction plans submitted for the rebuilding/restoration of buildings.
- k. Assist in the establishment of the sequence of repairs and priorities for the restoration of affected areas.
- l. Correlate and consolidate all expenditures for damage assessment to the Department of Finance.

2. City/County Department of Public Works

- a. Designate representatives to serve as members of damage assessment teams, as needed.
- b. Participate in damage assessment training.
- c. Collect and compile damage data to public works' infrastructure, and provide to the damage assessment supervisor within the EOC; and
- d. Participate as requested in Initial Damage Assessment field reviews and escorting State and Local damage assessment team(s).

3. VDOT

- a. Designate representatives to serve as members of damage assessment teams, as needed.
- b. Participate in damage assessment training.
- c. Collect and compile damage data regarding public and private transportation resources, and provide damage assessment supervisor within the EOC; and
- d. Participate as requested in Initial Damage Assessment field reviews and escorting State and Local damage assessment team(s).

4. Local Extension Office

- a. Designate representatives to serve as members of damage assessment teams, as needed.
- b. Participate in damage assessment training.
- c. Collect and compile damage data regarding public and private agricultural resources, and provide to the damage assessment supervisor within the EOC; and
- d. Participate as requested in Initial Damage Assessment field reviews and escorting State and Local damage assessment team(s).

5. Police Departments/Sheriff's Office

- a. Provide security for ingress and egress of the damaged area(s) post-event; and
- b. Provide access and security for damage assessment activities within Harrisonburg and Rockingham County.
- c. Assist in Initial Damage Assessment by reporting observations to the EOC.

6. City/County Department of Finance

- a. Collect and maintain estimates of expenditures and obligations required for response and recovery activities. Prepare reports as needed for reimbursement and reconciliation as needed.
- b. Maintain accurate records of funds, materials, and man-hours expended as a direct result of the incident; and
- c. Report these estimates and obligations to the Coordinator of Emergency Management for inclusion into the appropriate Public Assistance IDA categories.

7. Emergency Management

- a. Coordinate overall direction and control of damage assessment.
- b. Report damages to the Virginia EOC within 72 hours of the incident in the appropriate Initial Damage Assessment format; and
- c. Ensure appropriate and adequate public information and education regarding the damage assessment process.

Action Checklist**Mitigation/Prevention:**

1. Develop public awareness programs from building codes, ordinances, and the National Flood Insurance Program.
2. Develop a damage assessment training program.
3. Develop damage assessment plans, procedures, and guidance.
4. Designate representatives to lead damage assessment activities within the EOC; and
5. Designate damage assessment team members.

Preparedness:

1. Identify resources to support and assist with damage assessment activities.
2. Train personnel in damage assessment techniques.
3. Review plans, procedures, and guidance for damage assessments, damage reporting, and accounting; and
4. List all critical facilities and all local buildings requiring priority restoration.

Response:

1. Activate the damage assessment staff in the EOC.
2. Organize and deploy damage assessment teams or team escorts as necessary.
3. Organize the collection of data and record-keeping at the onset of the event.
4. Document all emergency work performed by local resources to include appropriate photographs.
5. Compile and disseminate all damage reports for appropriate agencies.
6. Determine the state of damaged buildings and place notification/placards as needed; and
7. Inform officials of hazardous facilities, bridges, roads, etc.

Recovery:

1. Continue damage assessment surveys as needed.
2. Advise on priority repairs and unsafe structures.
3. Facilitate the issuance of building permits and for the review and inspection of the site-related and construction plans submitted for the rebuilding/restoration of buildings.
4. Monitor restoration activities.

5. Complete an after-action review with all responding parties.
6. Review damage assessment plans, policies, and procedures with respect to the recent emergency response. Update as necessary and disseminate.
7. Review building codes and land use regulations for possible improvements.
8. Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish the used on-hand inventory of supplies; and
9. 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.

Administration and Logistics

Administration:

Basic administrative and accountability procedures for any damage assessment activities will be followed as required by local, state, and federal regulations. As with any disaster or incident response, the NIMS/ICS will be used to organize and coordinate response activity.

Logistics:

If supplies, materials, and equipment are required, records will be maintained in accordance with local, state, and federal reporting requirements. All procurement processes will adhere to applicable procurement policies and regulations, as well as state and federal policies and regulations as necessary.

Public Information:

The Public Information Officer will follow procedures to:

1. Ensure prior coordination with appropriate damage assessment coordination ESFs to provide periodic spot announcements to the public on pertinent aspects of the assessments; and
2. Ensure availability of the media in the event of an emergency requiring evacuation.

Direction and Control

1. All damage assessment activities will be coordinated through the EOC and employ the NIMS/ICS. Small-scale or immediate need evacuations may be coordinated on-site as necessary. These on-site coordinated evacuations will also employ the NIMS/ICS.

2. The EOC is responsible for providing support and resources to the Incident Commander.
3. The Coordinator of Emergency Management will assist the senior elected official in the EOC and coordinate with the PIO. The Coordinator of Emergency Management and PIO may have at least one assistant to support 24-hour operations and act in the primary's absence.
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 to identify any necessary updates, revisions, or additions. It is the responsibility of the Coordinator of Emergency Management, as the lead agency for this plan, to ensure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any necessary updates, revisions, or additions that were identified during that response effort.

Support Annexes – Damage Assessment Attachment 1 – Forms

The forms attached will be used for damage assessment data if Crisis Track is unavailable.

LOCAL GOVERNMENT DAMAGE ASSESSMENT – TELEPHONE REPORT

1. CALLER NAME			2. PROPERTY ADDRESS (include apt. no; zip code)	
3. TELEPHONE NUMBER			4. TYPE OF PROPERTY	5. OWNERSHIP
Home	Work	Cell	☐ Single Family ☐ Multi-Family (usually Apts.) ☐ Business ☐ Check here if residence is a vacation home—not a primary residence	☐ Own ☐ Rent ☐ Lease (business only)
Best time to call	Best number to use			
6. CONSTRUCTION TYPE				
☐ Masonry ☐ Wood Frame ☐ Mobile Home ☐ Manufactured ☐ Other				
7. TYPE OF INSURANCE				
☐ Property ☐ Sewer Back-up ☐ Flood (Structure) ☐ Flood (Contents) ☐ Wind/Hurricane ☐ None				
8. DAMAGES (Check all that apply)				
HVAC ☐ Yes ☐ No Water Heater ☐ Yes ☐ No Electricity ☐ On ☐ Off Natural Gas ☐ On ☐ Off Roof Intact ☐ Yes ☐ No Foundation ☐ Yes ☐ No Windows ☐ Yes ☐ No Sewer ☐ OK ☐ Not OK Major Appliances ☐ Yes ☐ No Basement Flooding ☐ Yes – Depth Feet Furnace ☐ Yes ☐ No				
9. SOURCE OF DAMAGES				
☐ Sewer back-up ☐ Primarily Flood ☐ Wind/Wind driven rain ☐ Tornado Other ☐ _____				
10. Based on the damages reported, the property is currently ☐ Habitable ☐ Uninhabitable				
11. CALLER'S ESTIMATE OF DAMAGES				
REPAIRS		CONTENTS		TOTAL
\$		\$		\$
12. COMMENTS				
13. CALL TAKER			14. DATE & TIME REPORT TAKEN	

Cumulative Initial Damage Assessment Report

PRIMARY: Input into WebEOC

SECONDARY: VDEM VEOC Phone Number (804) 674-2400 Fax Number (804) 674-2419

Jurisdiction:	
Date/Time IDA Report Prepared:	
Prepared By:	
Call back number:	
Fax Number:	
Email Address:	

Part I: Private Property CUMULATIVE DAMAGES

Type Property	# Destroyed	# Major Damage	# Minor Damage	# Affected	Dollar Loss	% Flood Insured	% Property Insured	% Owned	% Secondary
Single Dwelling Houses (inc. condo units)									
Multi-Family Residences (count each unit)									
Manufactured Residences (Mobile)									
Business/Industry									
Non-Profit Organization Buildings									
Agricultural Facilities									

Part II: Public Property (Includes eligible non-profit Facilities) CUMULATIVE DAMAGES

Type of Property	Estimated Dollar Loss	% Insured
Category A (Debris Removal)		
Category B (Emergency Protective Measures)		
Category C (Roads and Bridges)		
Category D (Water Control Facilities)		
Category E (Public Buildings and Equipment)		
Category F (Public Utilities)		
Category G (Parks and Recreation Facilities)		
TOTAL	\$0.00	

Additional Comments:



Public Assistance Damage Assessment Guidelines

Category	Purpose	Eligible Activities
A: Debris Removal	Clearance of trees and woody debris; building wreckage; sand, mud, silt, and gravel; vehicles; and other disaster-related material deposited on public and, in very limited cases, private property	- Debris removal from a street or highway to allow the safe passage of emergency vehicles - Debris removal from public property to eliminate health and safety hazards
B: Emergency Protective Measures	Measures taken before, during, and after a disaster to save lives, protect public health and safety, and protect improved public and private property	- Emergency Operations Center activation - Warning devices (barricades, signs, and announcements) - Search and rescue - Security forces (police and guards) - Construction of temporary levees - Provision of shelters or emergency care - Sandbagging • Bracing/shoring damaged structures - Provision of food, water, ice and other essential needs - Emergency repairs • Emergency demolition - Removal of health and safety hazards
C: Roads and Bridges	Repair of roads, bridges, and associated features, such as shoulders, ditches, culverts, lighting and signs	Eligible work includes: repair to surfaces, bases, shoulders, ditches, culverts, low water crossings, and other features, such as guardrails.
D: Water Control Facilities	Repair of irrigation systems, drainage channels, and pumping facilities. Repair of levees, dams, and flood control channels fall under Category D, but the eligibility of these facilities is restricted	- Channel alignment • Recreation - Navigation • Land reclamation - Fish and wildlife habitat - Interior drainage • Irrigation - Erosion prevention • Flood control
E: Buildings and Equipment	Repair or replacement of buildings, including their contents and systems; heavy equipment; and vehicles	- Buildings, including contents such as furnishings and interior systems such as electrical work. - Replacement of pre-disaster quantities of consumable supplies and inventory. Replacement of library books and publications. - Removal of mud, silt, or other accumulated debris is eligible, along with any cleaning and painting necessary to restore the building. - All types of equipment, including vehicles, may be eligible for repair or replacement when damaged as a result of the declared event.
F: Utilities	Repair of water treatment and delivery systems; power generation facilities and distribution lines; and sewage collection and treatment facilities	- Restoration of damaged utilities. - Temporary as well as permanent repair costs can be reimbursed.
G: Parks, Recreational Facilities, and Other Items	Repair and restoration of parks, playgrounds, pools, cemeteries, and beaches. This category also is used for any work or facility that cannot be characterized adequately by Categories A-F	- Roads, buildings, and utilities within those areas and other features, such as playground equipment, ball fields, swimming pools, tennis courts, boat docks and ramps, piers, and golf courses. - Grass and sod are eligible only when necessary to stabilize slopes and minimize sediment runoff. - Repairs to maintained public beaches may be eligible in limited circumstances.

Only states, local government agencies and authorities, public utilities, and certain non-profit organizations may be eligible for Public Assistance grants.

Eligibility Criteria: Virginia Population per latest US Census x annual multiplier for state eligibility; Locality population per latest US Census x annual local multiplier for local eligibility.

Adapted from the *Public Assistance Guide, FEMA 322* ; Additional policy information is available at <http://www.fema.gov/government/grant/pa/policy.shtm>

Public Assistance Damage Assessment Field Form

JURISDICTION: _____ **INSPECTOR:** _____ **DATE:** _____ **PAGE** _____ **of** _____

Key for Damage Categories (Use appropriate letters in the 'category' blocks below)		
A. Debris Clearance B. Emergency Protective Measures C. Roads & Bridges	D. Water Control Facilities E. Public Buildings & Equipment F. Public Utility System	G. Parks, Recreation Facilities & Other

SITE #	WORK CATEGORY:	NAME of FACILITY and LOCATION:			
		GPS (in decimal deg.):			
DAMAGE DESCRIPTION:					
EMERGENCY FOLLOW-UP NEEDED?	Y	N	TOTAL ESTIMATED DAMAGES: \$		
FLOOD INSURANCE	Y	N	PROPERTY INSURANCE	Y	N
			NO DATA AVAILABLE (check box)		

SITE #	WORK CATEGORY:	NAME of FACILITY and LOCATION:			
		GPS (in decimal deg.):			
DAMAGE DESCRIPTION:					
EMERGENCY FOLLOW-UP NEEDED?	Y	N	TOTAL ESTIMATED DAMAGES: \$		
FLOOD INSURANCE	Y	N	PROPERTY INSURANCE	Y	N
			NO DATA AVAILABLE (check box)		

SITE #	WORK CATEGORY:	NAME of FACILITY and LOCATION:			
		GPS (in decimal deg.):			
DAMAGE DESCRIPTION:					
EMERGENCY FOLLOW-UP NEEDED?	Y	N	TOTAL ESTIMATED DAMAGES: \$		
FLOOD INSURANCE	Y	N	PROPERTY INSURANCE	Y	N
			NO DATA AVAILABLE (check box)		

Individual Assistance Damage Assessment Level Guidelines

Damage Definitions	General Description	Things to Look For	Water Levels
DESTROYED	DESTROYED	DESTROYED	DESTROYED
Structure is a total loss. <u>Not economically feasible to rebuild.</u>	Structure leveled above the foundation, or second floor is gone. Foundation or basement is significantly damaged.	Structure leveled or has major shifting off its foundation or only the foundation remains. Roof is gone, with noticeable distortion to walls.	More than 4 feet in first floor. More than 2 feet in mobile home .
MAJOR	MAJOR	MAJOR	MAJOR
Structure is currently uninhabitable. Extensive repairs are necessary to make habitable. <u>Will take more than 30 days to repair.</u>	Walls collapsed. Exterior frame damaged. Roof off or collapsed. Major damage to utilities: furnace, water heater, well, septic system.	Portions of the roof and decking are missing. Twisted, bowed, cracked, or collapsed walls. Structure penetrated by large foreign object, such as a tree. Damaged foundation.	2 to 4 feet in first floor without basement. 1 foot or more in first floor with basement. 6 inches to 2 feet in mobile home with plywood floors. 1 inch in mobile home with particle board floors.
MINOR	MINOR	MINOR	MINOR
Structure is damaged and uninhabitable. Minor repairs are necessary to make habitable. <u>Will take less than 30 days to repair.</u>	Interior flooring / exterior walls with minor damage. Tree(s) fallen on structure. Smoke damage. Shingles / roof tiles moved or missing.	Many missing shingles, broken windows and doors. Loose or missing siding. Minor shifting or settling of foundation. Minor damage to septic system.	2 inches to 2 feet in first floor without basement. 1 foot or more in basement. <u>Crawlspace</u> – reached insulation. <u>Sewage</u> - in basement. Mobile home , "Belly Board" to 6 inches.
AFFECTED HABITABLE	AFFECTED HABITABLE	AFFECTED HABITABLE	AFFECTED HABITABLE
Structure has received minimal damage and is <u>habitable without repairs.</u>	Chimney or porch damaged. Carpet on first floor soaked. Broken windows.	Few missing shingles, some broken windows. Damage to air conditioning units / etc. Some minor basement flooding.	Less than 2 inches in first floor Minor basement flooding. Mobile home , no water in "Belly Board".

IDA Tips: Estimating Water Depths

Brick - 2 1/2 inches per course

Lap or aluminum siding - 4 inches or 8 inches per course

Stair risers - 7 inches

Concrete or cinder block - 8 inches per course

Door knobs - 36 inches above floor

Standard doors - 6 feet 8 inches

LOCALITY INDIVIDUAL DAMAGE ASSESSMENT FIELD FORM

Incident Type		Sector	Place Name	IDA Date						
Geographic Area Description				Page #		Of Total Pages				
IDA Team										
		SINGLE FAMILY	MULTI - FAMILY	MOBILE HOME	Total Surveyed	% Owner	% FL Ins.	% HO Ins.	% Low Income	Number Inaccessible
AFFECTED	OWNER									
	RENTER									
	Secondary									
MINOR	OWNER									
	RENTER									
	Secondary									
MAJOR	OWNER									
	RENTER									
	Secondary									
DESTROYED	OWNER									
	RENTER									
	Secondary									
TOTAL PRIMARY										
TOTAL SECONDARY										
TOTAL (Incl. Secondary)										
ROADS / BRIDGES	Number of Roads / Bridges Damaged			Number of Households Impacted						
UTILITIES	Number of Households Without Utilities			Estimated Date for Utilities Restoration						
Comments										

Support Annex – Debris Management

Coordinating Agency

City of Harrisonburg Department of Public Works

Rockingham County Department of Public Works

Cooperating Agencies

City of Harrisonburg Office of Emergency Management

Rockingham County Office of Emergency Management

Rockingham County Department of Engineering

City of Harrisonburg Department of Public Utilities

City of Harrisonburg Department of Engineering

Central Shenandoah Health District

Introduction

Purpose:

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster in order to mitigate against any potential threats to the health, safety, and welfare of the impacted citizens, to expedite recovery efforts in the impacted area, and to address any threat of significant damage to improved public or private property.

Scope:

Natural and man-made disasters produce a variety of debris that can include, but is not limited to, items such as trees, sand, gravel, building/construction materials, vehicles, personal property, and deceased livestock.

The quantity and type of debris generated from any particular disaster will depend on the location and type of event experienced, as well as the magnitude, duration, and intensity.

The amount and type of debris produced, its location, and the size of the area where it is scattered will directly influence the collection and disposal methods used to handle the debris issue, the costs involved, and the speed at which the problem can be resolved.

In a major or catastrophic disaster, many local governments and state agencies will struggle to locate staff, equipment, and funds needed for debris removal, both in the short term and the long term.

Private contractors will play a significant role in the debris collection, removal, reduction, and disposal process for local governments and state agencies.

The debris management program implemented by state agencies, along with the City of Harrisonburg and Rockingham County, will be based on the waste management approach of reduction, reuse, reclamation, resource recovery, incineration, and landfilling, respectively.

Policies:

- The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following an incident.
- The first priority will be to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area.
- The second priority is providing access to critical facilities pre-identified by the state, the City of Harrisonburg, and Rockingham County.
- The third priority for debris removal will be the elimination of debris-related threats to public health and safety, including such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public; and
- Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party.

Concept of Operations**General:**

The City of Harrisonburg and Rockingham County Departments of Public Works will be responsible for coordinating debris removal operations for the locality. The locality will be responsible for removing debris from the property under its own authority. The Department of Public Works will coordinate debris from private property when it is deemed in the public interest. Debris must not impede recovery operations for any longer than the absolute minimum period. To this end, Public Works will stage equipment in strategic locations, both locally and regionally, as necessary, to protect the equipment from damage, preserve the decision-maker's flexibility in employing the equipment, and allow clearing crews to begin work immediately after the incident.

The City of Harrisonburg and Rockingham County Departments of Public Works will also develop and maintain a list of approved contractors capable of providing debris removal, collection, and disposal in a cost-effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to facilitate effective utilization and prompt deployment following the disaster. Where appropriate, the locality should expand ongoing contract operations to absorb some of the impact.

Sample contracts with a menu of services and generic scopes of work will be developed prior to the disaster, allowing the locality to tailor their contracts to their specific needs and expedite implementation promptly and effectively.

The locality will be responsible for managing the debris contract from project inception to completion, unless government entities involved are incapable of carrying out this responsibility due to a lack of adequate resources. In these circumstances, other state and federal agencies will be identified to assume the responsibility of managing the debris contract. Managing the debris contract would include tasks such as monitoring performance, contract modifications, inspections, acceptance, payment, and closing out activities.

The City of Harrisonburg and Rockingham County are encouraged to form cooperative agreements with other state agencies and local governments to maximize the use of public assets. The development of these agreements must follow the guidelines set in their agency procurement manual. All state agencies, along with the City of Harrisonburg and Rockingham County, that wish to participate in such agreements should be identified beforehand, prior to developing and implementing the agreement.

Debris storage and reduction sites will be identified and evaluated by interagency site selection teams. These teams will consist of multidisciplinary staff familiar with the area. Appropriate agencies will develop a list of local, state, and federal contacts to facilitate the formation of these interagency, multidisciplinary site selection teams.

Initially, debris may be placed in temporary holding areas until a detailed plan for debris collection and disposal is prepared. This is not anticipated until after the local traffic has been restored. Temporary debris collection sites should be readily accessible by recovery equipment and should not require extensive preparation or coordination for use. Collection sites will be located on public property whenever feasible, facilitating the implementation of the mission and mitigating potential liability requirements. Activation of sites will be under the control of the City of Harrisonburg and Rockingham County Department of Public Works and will be coordinated with other recovery efforts through the local EOC, where appropriate. Final disposal may be at the Rockingham County landfill.

Site selection criteria will be developed into a checklist format for use by these teams to facilitate the identification and assessment of potential sites. Criteria will include such factors as ownership of property, size of parcel, surrounding land uses and environmental conditions, and transportation facilities that serve the site.

To facilitate the disposal process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations be standardized. The state and its political subdivisions will adapt the categories established for recovery operations by the Corps of Engineers following Hurricane Andrew. The categories of debris appear in Attachment 1. Modifications to these categories can be made as needed. Hazardous and toxic materials/contaminated soils, and debris generated by the event will be handled in accordance with federal, state, and local regulations. The Fire Chief will be the initial contact for hazardous/toxic materials.

Organization:

The City of Harrisonburg and Rockingham County Departments of Public Works are responsible for debris removal. The Departments of Public Works will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies to facilitate the debris clearance, collection, reduction, and disposal needs of the City of Harrisonburg and Rockingham County following a disaster.

Due to the limited quantity of resources and increased service commitments following a disaster, the City of Harrisonburg and Rockingham County will be relying heavily on private contractors to fulfill the mission of debris removal, collection, and disposal. Utilizing private contractors instead of government employees in debris removal activities has several benefits. It shifts the burden of conducting the work from the City of Harrisonburg and Rockingham County to the private sector, freeing up personnel to devote more time to their regularly assigned duties. Private contracting also stimulates the regional and state economies impacted by the incident. This also maximizes the level of assistance from the federal government to state and local governments. Private contracting allows the City of Harrisonburg and Rockingham County to more closely tailor their contract services to their specific needs. The entire process or its segments can be contracted as needed.

Responsibilities:

- Develop local and regional resource lists of contractors who can assist the City of Harrisonburg and Rockingham County in all phases of debris management.
- Develop sample contracts with generic scopes of work to expedite the implementation of debris management strategies.

- Develop mutual aid agreements with adjacent/regional localities and state agencies as appropriate.
- Establish a debris assessment process to define the scope of the problem.
- Identify and pre-designate potential storage sites for the type and quantity of debris anticipated following a catastrophic event.
- Pre-identify local and regional critical routes in cooperation with contiguous and regional jurisdictions.
- Develop a site selection criteria checklist to assist in the identification of potential debris storage sites.
- Identify and address potential legal, environmental, and health issues that may be generated during all stages of the debris removal process.
- Identify and coordinate with appropriate regulatory agencies regarding potential regulatory issues and emergency response needs. Consider the need for and process of obtaining regulatory waivers as needed.
- Develop the necessary right-of-entry and hold harmless agreements indemnifying all levels of government against any potential claims.
- Develop and coordinate pre-scripted announcements with the EOC and Public Information Office (PIO) regarding the debris removal process, collection times, storage sites, use of private contractors, environmental and health issues, etc.
- Coordinate and track resources (public and private).
- Document costs for the duration of the incident.
- Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site remediation and restoration actions; and
- Perform necessary audits of operations and submit claims for federal assistance.

Support Annex – Debris Management

Attachment 1 – Debris Classifications

Definitions of classifications of debris are as follows:

1. Burnable materials will be of two types with separate burn locations.
 - a. Burnable Debris - includes but is not limited to, damaged and disturbed trees, bushes, and shrubs, broken, partially broken, and severed tree limbs and bushes. Burnable debris consists predominantly of trees and vegetation. Burnable debris does not include garbage, construction, or demolition material debris.
 - b. Burnable Construction Debris – consists of non-creosote structural timber, wood products, and other materials designated by the Department of Public Works.
2. Non-burnable Debris – consists of construction and demolition debris but is not limited to creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by the coordinating agency.

Garbage will be considered non-burnable debris.
3. Stumps: Stumps will be considered tree remnants that exceed 24 inches in diameter but are no taller than 18 inches above ground level, including the stump ball. Any questionable stumps shall be referred to the Public Works Department representative for a determination of their disposition.
4. Ineligible Debris: to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers.

Any material found to be classed as hazardous or toxic waste (HTW) shall be reported immediately to the designated representative of the Department of Public Works. At his/her direction, this material shall be segregated from the remaining debris in such a fashion as to allow the remaining debris to be loaded and transported. Standing, broken utility poles; damaged and downed utility poles and attachments; transformers; and other electrical materials will be reported. Emergency workers shall exercise due caution when working near existing overhead, underground utilities, and above-ground attachments. Emergency workers will advise the appropriate authorities of any situation that poses a health or safety risk to personnel on site or to the general population.

Support Annex – Debris Management

Attachment 2 – Debris Quantity Estimates

The formula used in this model will generate debris quantity as an absolute value based on a known population and using a worst-case scenario.

Determine population (P) in the affected area, using the most current census data for the City of Harrisonburg and Rockingham County. The assumption of three persons per household (H) is used for this model.

The model formula is as follows:

$$Q = H (C) (V) (B) (S)$$

Where:

Q is the quantity of debris in cubic yards

H is the number of households (17,331 – Harrisonburg, 32,048 - Rockingham)

C is the storm category factor in cubic yards. It expresses debris quantity in cubic yards per household by category and includes the house and its contents, and land foliage –Category 5 storm Value of C Factor is 80 cubic yards.

V is the vegetation characteristic multiplier. It acts to increase the quantity of debris by adding vegetation, including shrubbery and trees, on public rights-of-way—Vegetative Cover Heavy. The value of the Multiplier is 1.3.

B is the commercial/business/industrial use multiplier and takes into account areas that are not solely single-family residential, but include retail stores, schools, apartments, shopping centers, and industrial/manufacturing facilities. Commercial Density Heavy – Value of Multiplier is 1.3.

S is the storm precipitation characteristic multiplier, which takes into account either a wet or a dry storm event. With a wet storm, trees will uproot, generating a larger volume of storm-generated debris (for category III or greater storms only)—Precipitation Characteristic: Medium to Heavy. The value of the Multiplier is 1.3.

Then **Q = 17,331 (H) x 80 (C) x 1.3 (V) x 1.3 (B) x 1.3 (S) = 3 MILLION CUBIC YARDS**

References:

Mobile District Corps of Engineers, Emergency Management Branch, Debris Modeling

USACE Debris Estimating Model:

$$Q = H (C) (V) (B) (S)$$

H = Number of households affected (varies by location and event).

C = Hurricane Category based on the Saffir-Simpson Hurricane Scale.

Hurricane Category		Value of “C” Factor
1	Winds 74-95 MPH	2 Cubic Yards
2	Winds 96-110 MPH	8 Cubic Yards
3	Winds 111-129 MPH	26 Cubic Yards
4	Winds 130-156 MPH	50 Cubic Yards
5	Winds 157 + MPH	80 Cubic Yards

V = Vegetative Cover multiplier. Increases the quantity of debris by adding vegetation, including shrubbery and trees, on public right-of-ways.

Vegetative Cover	Value of “V” Factor
Light	1.1
Medium	1.3
Heavy	1.5

B = Commercial Density multiplier. Accounts for areas not solely single-family dwellings. It includes retail stores, schools, shopping centers, and light industrial facilities. Built into this multiplier are insurance requirements which off-set owner salvage operations.

Commercial Density	Value of “B” Factor
Light	1.0
Medium	1.2
Heavy	1.3

S = Precipitation Characteristic multiplier. Accounts for a wet or dry event. A wet storm event will generate more debris due to the uprooting of a larger number of trees.

Precipitation	Value of “S” Factor
None to Light	1.0
Medium to Heavy	1.3

Consider the following when estimating the size of debris processing sites:

1. Debris pile shall be stacked to a height of no more than 10 feet.
2. An additional area of 67% is needed to be devoted to roads and safety buffers.

Support Annex – Family Assistance Center

Coordinating Agency

Emergency Management

Cooperating Agencies

Department of Social Services

American Red Cross

Local Disaster Recovery Task Force

Situation

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

Scope

This plan pertains to an incident that results in mass casualties and/or missing individuals within a locality. It will be activated in the event of multiple actual or perceived deaths. The plan will be used in conjunction with the Commonwealth of Virginia Family Assistance Center plan to develop procedures to establish and manage a FAC and to transition to a state-managed FAC, if one is authorized.

Activation of FAC

A FAC will be established in various mass-casualty situations. FAC operations should be activated as early in the event as possible. Preliminary services can be offered that include providing accurate information, meeting basic health and spiritual needs, and ensuring a safe place for gathering. Once the Incident Commander or the Operations Section Chief has determined the need for a FAC, consultation with other local support agencies will occur to determine:

- Severity of the incident
- Capabilities of the locality to include outside agreements and private business support
- Mobilization of resources
- Number of casualties

In addition to the event necessitating FAC services, normal day-to-day public resources may be affected by the incident, thereby limiting the local authorities' ability to respond adequately without outside support. When an incident exceeds the locality's capabilities/resources, it is essential to request outside assistance through a mutual aid agreement or memoranda of understanding via the EOC. Additional resources may be requested via the VEOC and Statewide Mutual Aid.

When a mass casualty incident occurs on property owned or operated by the Commonwealth of Virginia, the state will establish and operate the FAC. Local resources may be incorporated into the state FAC under procedures established in the Commonwealth of Virginia Family Assistance Center Plan.

Assumptions

- The ratio of family members seeking assistance from the FAC to victims is estimated to be 10 to 1. Based on this ratio, if five casualties occur due to a human-caused or natural disaster, an estimated 50 family members and victims could seek FAC services or information.
- The locality will notify the VEOC of the establishment of a FAC.
- The command structure for the FAC will follow the NIMS/ICS structure.
- FAC operations will require outside assistance, and all volunteers must be credentialed to work for the FAC.
- FAC service requirements may differ depending on the type of incident.
- Family members who reside outside of the impacted area might travel to the incident site and may require accommodation; family members who choose not to travel to the site might need some of the same services offered to the family members at the scene.
- The locality will immediately contact the Virginia Criminal Incident Compensation Fund and the Department of Criminal Justice Services to deploy when there are victims, as required by 44-146.19E Code of Virginia and as noted in the local EOP.
- In the event of a commercial aviation accident in your area, the National Transportation Safety Board will deploy support for on-scene coordination efforts but will require local assistance such as law enforcement for security and local medical examiner for victim identification to support their effort.
- If the incident occurs in a small jurisdiction, the individuals identified to provide services may themselves become victims and may not adequately be able to provide the level of care required.

Concept of Operations

General

Over the duration of the incident, the FAC will be modified both operationally and structurally/physically. The demands on the FAC will change as the response effort moves through its different stages. At the beginning of the response, there will be a surge of requests, calls, and clients to the FAC. The ability to accommodate this surge will require an analysis of the incident and an assessment of the anticipated needs of the affected public. Once these needs have been identified, the appropriate FAC organizational structure can be determined, and adequate staffing, facilities, and other resources can be acquired, and operations implemented.

The FAC should be established to provide families with accurate and timely information, and the most effective way to do so is through Family Briefings. These briefings can occur on a scheduled basis determined by the locality. Ensure that families receive information periodically to prevent anger and frustration towards the response and recovery efforts.

Functions of the FAC

- Collection of missing person reports and subsequent collection of ante mortem data, if necessary.
- Coordination with hospitals, shelters, and incident operations to identify missing persons.
- Facilitate information sharing between hospitals to expedite reunification of loved ones.
- Manage requests for sensitive information in such a way that does not hinder the purpose of having a FAC.
- Ensure availability of appropriate crisis counseling and spiritual support. Determine the needs of the families and victims and modify FAC operations to provide necessary services.
- Provide assistance to individuals dealing with the loss of life and subsequent destruction to the community.
- Ensure accurate information is being received in a timely and consistent manner and is only provided by qualified individuals who will control the information flow outside of the FAC.
- Assist in meeting the mental, emotional, and physical needs of those individuals who have been affected by the incident.
- Maintain security from media and other individuals not requiring the services of the FAC.

Site Selection

A FAC will function optimally when the chosen facility or site can be secured from the media and the general public. It is essential to provide a safe and secure environment for the victims' families, where they are given accurate information and offered services to help them cope with the incident.

Management Structure

The FAC should be operated under the Incident Command System, with the appointment of a FAC Director to serve as the primary authority and decision-maker for FAC operations. In addition to a FAC director, consider appointing a Public Information Officer (PIO) to conduct media briefings and ensure rumor control regarding the incident. Other important positions to consider when developing a staffing plan are liaison officer and safety officer.

FAC Director

- Oversee and manages of all FAC operations .
- Ensure that all needs are being met inside the FAC to include those individuals providing the services.
- Serve as the liaison to the EOC and the Incident Commander.
- Report any significant issues to operations chief at the EOC.

Public Information Officer (PIO)

- Coordinate with the FAC director to ensure that information is suitable to be shared with the media.
- Serve as the spokesperson for the FAC and conduct media briefings away from the site.
- Responsible for rumor control and any media inquiries.

Liaison Officer

- Serve as point of contact in the FAC for agencies that are not present but are assisting in FAC operations.
- Serves as point of contact for agencies interested in serving in the FAC.
- Ensure all staff members have been vetted and credentialed by representing agency.

Safety Officer

- Advise FAC director on operational health and safety.
- Ensure ongoing assessment of the environment to continue to operate a safe and secure FAC.

Services

Services required for a FAC may vary depending on the type of incident and the community's needs.

Primary Services

- FAC Security

Provide a safe, secure environment from media and curiosity seekers. The FAC should be separate from the scene but close enough to provide site visits after the recovery effort has ceased. Media briefings should be held at a separate location from the FAC to ensure that families leaving the FAC will not have to share elevators or parking lots with media or the general population. Provide credentialing for persons entering the FAC.

- Reception Center

Welcome and greet FAC clients. Start initial registration of their contact information, other family or next of kin (NOK) information, and preliminary gathering of information about the missing or deceased loved one. During this time, an overview of services to be provided is given, and an assessment of current behavioral health or first aid needs is taken. In addition, the reception center will serve as a security checkpoint for those individuals who may be trying to gain access to the FAC with intentions other than reuniting with loved ones.

- Family Briefings

Should be conducted on a regular schedule, even if no new information needs to be reported. These briefings become essential to developing a relationship with the families at the FAC. Ensure that accurate and timely information is disseminated.

- Crisis Counseling/Spiritual Care

Assist family members, FAC staff, and volunteers in understanding and managing the full range of grief reactions. Provide interdenominational pastoral counseling and spiritual care for people of all faiths who request it and serve on death notification teams. Ensure that individuals providing counseling services are not part of the affected population, as they may not be able to provide the best quality care for the families.

- Victim Advocates

Provided to families to assist them in understanding the processes and agencies they will likely encounter and receive assistance from, and to address the needs of each specific family. Advocates will help families with their knowledge of the criminal justice system and in the process of the Office of the Chief Medical Examiner to include victim recovery, identification, and return of remains. These advocates will support

families who may need to transport the descendant across state lines or to another country.

- **Death Notification**

The formal notification to the next of kin that a positive victim identification has been made. The process of death notifications is highly sensitive and should be handled by individuals with experience in these areas.

- **Site Visits**

It may be requested by the group or individuals seeking information or closure. It is important to provide visits to those requesting such, but to do so in a coordinated manner. Ensure the families and victims do not view the site during evidence recovery or search and rescue operations. Also, ensure seclusion from the media and outside sources during the site visit.

Secondary Services

- Child Care
- Adult Care (to be separate from the childcare area)
- Assistance with death-related paperwork (Funeral Services, dealing with life insurance, obtaining death certificates)
- Financial assistance (if the deceased was the head of the household, the family may have difficulty paying bills)
- Assistance with basic needs (clothing, food, toiletries)

Roles and Responsibilities

It is essential that services are provided by subject matter experts who have received additional training and/or experience in managing mass casualty events. All staff should be vetted and credentialed by the local agency that they represent. Consider pre-identifying local staff who are trained and knowledgeable to support FAC operations.

Department of Social Services

- Appoint a FAC manager
- Support training of the FAC manager

Police Departments/Sheriff's Office

- Provide site security
- Assist with victim identification and NOK notification

Safety and Security

The safety and security of family members, victims, and workers will be a priority at the FAC. Credentialing will be conducted for all persons entering the FAC. The jurisdiction must ensure that those working in the FAC have the proper clearance to be present and work with a sensitive population.

Demobilization

Planning for demobilization should begin upon activation. Demobilization can be done by scaling back services, as they are no longer needed. For example, having a staff of ante-mortem interviewers can be scaled back and demobilized once all interviews have been conducted and the data collected. Consider having one person capable of collecting ante mortem data on staff for the duration of the recovery process; often, families will remember information that they may have forgotten during the interview. When considering closing the FAC, ensure families are given local resources that can be helpful in their community, such as victim advocates and behavioral health professionals.

Factors to consider when determining the closure of the FAC:

- Number of families or loved ones visiting the FAC each day
- Number of victims that remain unidentified
- Need for daily briefings (rapidly changing information)

Before deciding that FAC operations will cease, the FAC director will ensure that all needs can and will be met outside of the FAC. Make sure that all people coming to the FAC have been provided with the appropriate resources to continue the process once FAC operations have ended.

Plan Maintenance and Exercising

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for the Coordinator of Emergency Management, as the lead agency for this plan, to ensure 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.

References

- Code of Virginia, Title 44, Military and Emergency Laws, Chapter 3.2, Emergency Services and Disaster Law
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
- Aviation Disaster Family Assistance Act of 1996, Public Law 104-264, as amended
- Foreign Air Carrier Family Support Act of 1997, Public Law 105–148, as amended
- VDEM Family Assistance Center Plan

Resources

Virginia Victim Assistance Directory

<https://www.dcjs.virginia.gov/sites/dcjs.virginia.gov/files/publications/victims/virginia-victim-assistance-directory.pdf>

Map of Victim Witness Programs in Virginia

<https://www.dcjs.virginia.gov/sites/dcjs.virginia.gov/files/publications/victims/map-listing-victimwitness-programs-virginia.pdf>

Family Assistance Center Toolkit, created by Texas Department of State Health Services

<https://www.dshs.texas.gov/sites/default/files/commprep/preparedness/Family-Assistance-Center-Toolkit-2016.pdf>

Support Annex – Family Assistance Center Attachment 1 – Suggested Equipment/Supplies

Identification and Accountability

- Badging system (Badge maker, reader, ID cards, camera)
- Parking Passes

Communications

- Cell phones and chargers
- Land-line telephones
- Local phone directories
- TV/DVD combination systems
- Phone lines, portable radios
- NOAA radio

Productivity

- Computers (Laptops and desktops)
- Fax machine
- Copier/printer

Office Supplies

- Writing utensils (pens, pencils, paper, markers, etc.)
- Clipboards
- Bulletin boards
- Logbooks
- Steno pads
- Partitions
- Storage containers (boxes, plastic bins, etc.)
- Furniture (chairs, couches, and desks)
- Files and file holders
- Staplers and tape

Comfort Items

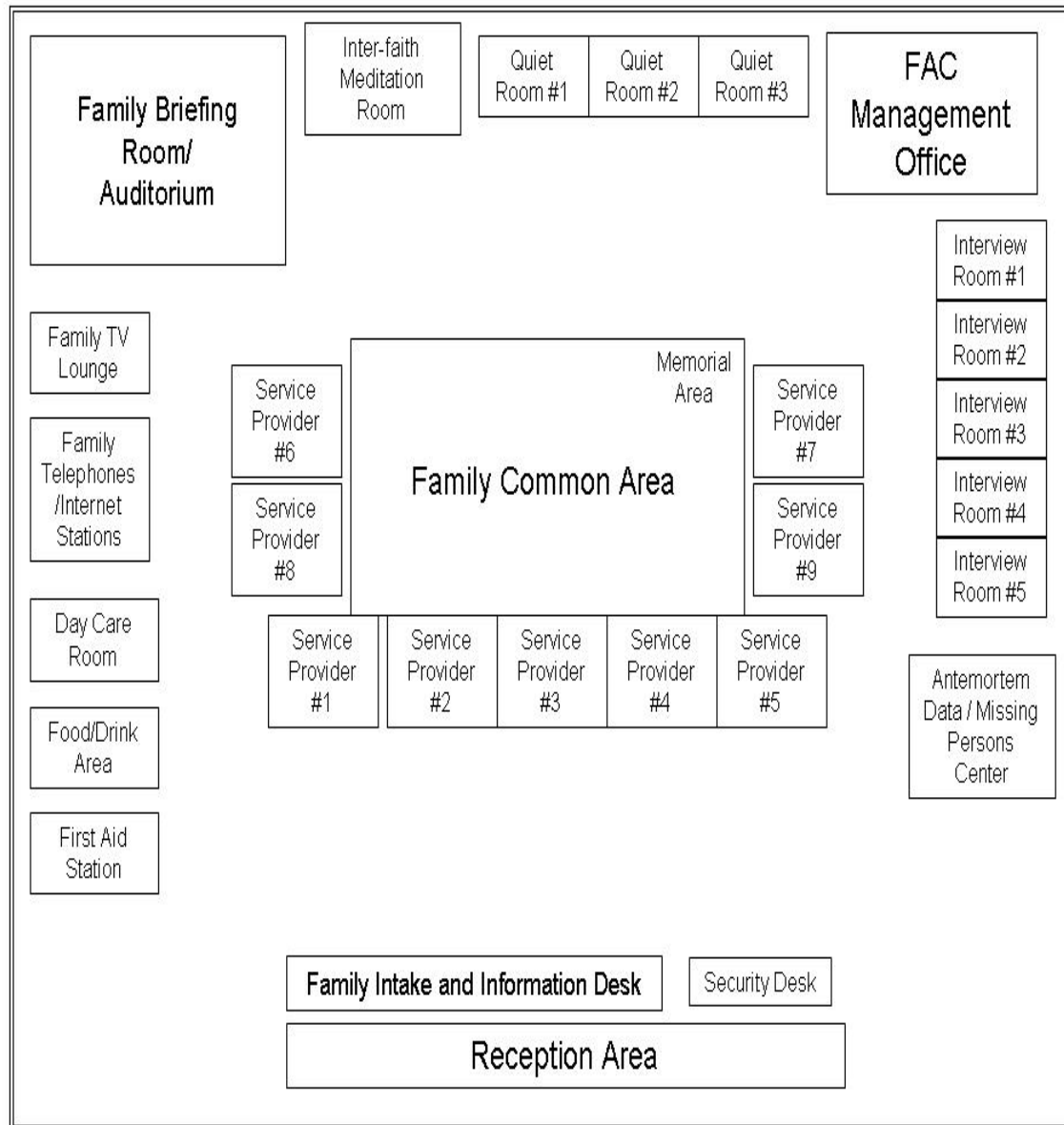
- Cots, Linens (pillows, blankets, etc.)
- Kleenex
- Snacks, beverages, and meal passes
- Child-care items (toys, cribs, diapers)

Other Items

- Batteries (AA, AAA, C, and D)
- Flashlights
- Waste receptacles (trash cans and trash bags)
- Pertinent instructions and directives (programs)

Support Annex – Family Assistance Center

Attachment 2 – Suggested Layout



Support Annex – Information Technology

Coordinating Agency

City of Harrisonburg
Department of Information Technology and Information Management System

Rockingham County
Department of Technology

James Madison University
Information Technology

Cooperating Agencies

All

Introduction

Purpose:

This annex outlines the framework through which the City of Harrisonburg, Rockingham County, and JMU Information Technology departments coordinate with other agencies to prepare for, respond to, and recover from emergencies or disasters. It ensures policymakers and responders at all levels receive coordinated, consistent, accurate, and timely technical information, analysis, advice, and technology support.

Scope:

The annex:

- Outlines roles and responsibilities for pre-incident and post-incident technology support;
- Outlines a structure for coordination of technological support and response to incidents; and
- Outlines a process to provide technical recommendations.

Policies:

The underlying principles in coordinating technical support are as follows:

- Planning employs the most effective means to deliver technical support, including the use of resources from the private sector and nongovernmental organizations, and resources owned or operated by the City of Harrisonburg, Rockingham County, and JMU;

- Planning recognizes the City of Harrisonburg, Rockingham County, JMU, and state policies and plans used to deliver and receive technical support.

Concept of Operations

General:

The City of Harrisonburg, Rockingham County, and JMU Information and Technology departments are responsible for providing technical support and coordinating with other relevant departments and agencies in response to actual or potential emergencies.

Organization:

The City of Harrisonburg, Rockingham County, and JMU Information and Technology departments provide the core coordination for technical support capability. The City of Harrisonburg, Rockingham County, and JMU IT departments collaborate with local and state governments, the private sector, and non-governmental organizations that can provide technical information, analysis, and advice, as well as state-of-the-art technology support.

Technology resource identification and standard operating procedures for accessing these resources will be developed using standard protocols. Mission assignments for technical needs are coordinated through ESF #5 – Emergency Management and passed on to the cooperating agencies for support.

Responsibilities:

- Orchestrating technical support to the locality.
- Providing short-notice subject matter expert assessment and consultation services.
- Coordinating technical operational priorities and activities with other departments and agencies.
- Providing liaison to the Harrisonburg/Rockingham County/JMU EOC.
- In coordination with responsible agencies and when deemed appropriate, deploying emerging technologies; and
- Executing contracts and procuring technical support services consistent with the City/County/University policies.

Support Annex – Worker Safety and Health

Coordinating Agency

Harrisonburg Fire Department
Rockingham County Department of Fire & Rescue
City of Harrisonburg Department of Human Resources
Rockingham County Department of Human Resources
James Madison University, Risk Management

Cooperating Agencies

Virginia Department of Labor and Industry
Virginia Department of Health
Central Shenandoah Health District

Introduction

Purpose:

This annex provides guidelines for implementing worker safety and health support functions during potential or actual incidents. This annex outlines the necessary actions to ensure the health and safety of responders. Threats to health or safety are consistently anticipated, recognized, evaluated, and controlled, ensuring responders are properly protected during incident management operations.

Scope:

This annex addresses critical functions that support and facilitate the safety and health of emergency responders and response organizations during potential and actual emergencies or disasters. This annex addresses the provision and coordination of technical assistance for incident safety management activities. It does not address public health and safety. Public health is addressed in Emergency Support Function (ESF) #8 – Public Health and Medical Services.

Coordinating and implementing incident safety and risk management includes identifying and characterizing incident hazards, assessing and analyzing responders' health risks and exposures, and medical monitoring.

Policies:

- Emergency Support Function (ESF) #5 – Emergency Management, in collaboration with Human Resources, activates the Safety Officer position. The Safety Officer works with ESF #5 to carry out the activities outlined in this annex.

- Private sector employers are responsible for the health and safety of their own employees.
- The City of Harrisonburg, Rockingham County, JMU, and the Commonwealth of Virginia are responsible for worker health and safety according to their respective regulations and laws. This includes providing enough resources for safety and health programs, buying protective clothing and gear, training employees, fixing unsafe or dirty conditions, and implementing infection control measures as needed.
- This annex does not replace the primary responsibilities of the government and employers; instead, it ensures that when fulfilling these duties, response organizations plan and prepare consistently and prioritize worker health and safety across all agencies.
- Several State and Federal agencies may respond to an incident. These agencies maintain oversight and authority over their responders and response efforts. They are expected to work cooperatively with City, County, and University personnel, as well as other state, federal, and private sector responders, both before and during response and recovery operations, to ensure the safety of all.

Concept of Operations

General:

The Harrisonburg Fire Department and the Rockingham County Department of Fire & Rescue coordinate safety and health resources and proactively consider all potential hazards. They ensure that all safety resources needed by responders are available and properly managed, and they share safety-related information. They also coordinate health and safety activities across City, County, State, and federal agencies, as well as private sector organizations involved in incident response and recovery.

Organization:

The Harrisonburg Fire Department and Rockingham County Department of Fire & Rescue, JMU Risk Management, as well as the Departments of Human Resources for the City and County, support worker safety by:

- Providing occupational safety and health technical advice.
- Undertaking site-specific occupational safety and health plan development and implementation, and ensuring that plans are coordinated and consistent among multiple sites, as appropriate.
- Identifying and assessing health and safety hazards and characterizing the incident environment.

- Monitoring responder's personal exposure to chemical, biological, or radiological contaminants, and physical stressors (e.g., noise, heat/cold).
- Assessing responder safety and health resource needs and identifying sources for those assets.
- Coordinating and providing incident-specific responder training.
- Assessing and providing services for mental health needs during and after an incident, considering both the immediate and cumulative stress resulting from the incident.
- Identifying, in coordination with the Virginia Department of Health, appropriate immunization and prophylaxis for responders and recovery workers.

Responsibilities:

- Provide technical advice on responder health and safety.
- Identify hazards and risks associated with response and recovery.
- Employ hazard/risk elimination or mitigation efforts.
- Ensure appropriate immunizations and provide them to the responders.
- Provide psychological and physical first aid.
- Provide mental health, debriefings, and resiliency support.
- Monitor responders for chemical, biological, and/or radiological contaminations; and
- Provide appropriate workplace safety and health maintenance training.



Emergency Operations Plan **Incident Annexes**

October 2025

Incident Annexes – Introduction

Purpose:

This section provides an overview of the annexes applicable to situations requiring specialized, incident-specific implementation of the Emergency Operations Plan (EOP).

Background:

The Incident Annexes cover contingency or hazard situations that need specialized use of the EOP. The annexes in the following sections address the following situations:

- Biological Incident
- Cyber Incident
- Flooding Incident
- Dam Safety Incident
- Terrorism Incident /Law Enforcement and Investigations

Incident Annexes are organized alphabetically. Policies and procedures in the Terrorism Incident Law Enforcement and Investigation Annex apply when terrorism is associated with any incident.

Incident Annex Contents

The annexes describe the policies, situation, concept of operations, and responsibilities pertinent to the type of incident in question.

Policies: Each annex explains unique authorities pertinent to that incident, the special actions or declarations that may result, and any special policies that may apply.

Situation: Each annex describes the incident situation as well as the planning assumptions and outlines the approach that will be used if key assumptions do not hold.

Concept of Operations: Each annex describes the concept of operations relevant to the incident, including unique aspects of the organizational approach, notification and activation processes, and specialized incident-related actions.

Each annex also details the coordination structures and positions of authority that are unique to the type of incident, the specialized response teams or unique resources needed, and other considerations.

Responsibilities: The overarching nature of functions described in these annexes frequently involves either the support of, or the cooperation of, all departments and agencies involved in incident management efforts. In some cases, actions detailed in the annex also incorporate various components of local agencies and other departments and agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.

The responsibilities of the Coordinating agency and cooperating agencies are identified below:

Coordinating Agency

Coordinating agencies described in the EOP annexes support the incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response. In some annexes, the responsibilities of the coordinating agency may be shared or delegated based on the nature or the location of the incident.

The coordinating agency is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex.
- Providing staff for operations functions at fixed and field facilities.
- Notifying and subtasking cooperating agencies.
- Managing tasks with cooperating agencies, as well as appropriate State agencies.
- Working with appropriate private sector organizations to maximize use of available resources.
- Supporting and keeping ESFs and other organizational elements informed of annex activities.
- Planning for short-term and long-term support to incident management and recovery operations; and
- Maintaining trained personnel to provide appropriate support.

Cooperating Agency

The coordinating agency will notify cooperating agencies when their assistance is needed. Cooperating agencies are responsible for:

- Conducting operations, when requested by the coordinating agency, using their own subject-matter experts, capabilities, or resources.
- Participating in planning for incident management and recovery operations and development of supporting operational plans, standard operating procedures, checklists, and other tools.
- Furnishing available personnel, equipment, or other resources to support as requested by the Coordinating Agency.
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
- Nominating new technologies or procedures to improve performance.

Incident Annexes – Biological

Purpose

The purpose of the Biological Incident Annex is to outline the actions, roles, and responsibilities related to responding to a disease outbreak of either known or unknown origin.

A biological incident includes naturally occurring biological diseases (both communicable and non-communicable) in humans, as well as biological agents diagnosed in animals that could transmit to humans, along with terrorist events. This annex details biological incident response actions, such as threat assessment procedures, notification processes, laboratory testing, joint investigation and response procedures, and activities related to recovery.

Scope

The objectives of a response to a biological terrorism event, an epidemic or pandemic, an emerging infectious disease, or a novel pathogen outbreak are to:

- Detect the event through disease surveillance and environmental monitoring.
- Identify population(s) at risk and determine protective measures.
- Coordinate with public health to determine the source of the outbreak.
- Quickly frame the public health, law enforcement, and international implications.
- Control and contain any possible epidemic/pandemic (including providing guidance to State, tribal, and local public health authorities).
- Augment and surge public health and medical services.
- Identify the cause and work to prevent the recurrence of any potential resurgence or additional outbreaks.
- Assess the extent of residual biological contamination and decontaminate as necessary.

The unique attributes of this response require separate planning considerations that are tailored to specific health concerns and effects of any disease (e.g., terrorism versus natural outbreaks, communicable versus non-communicable, etc.).

Specific operational guidelines, developed by respective organizations to address the unique aspects of a particular biological agent or planning consideration, will supplement this annex, and are intended as guidance to local public health and medical planners and the community.

Concept of Operations

Biological Agent Response

The key elements of an effective biological response include (in non-sequential order):

- Rapid detection of an outbreak.
- Rapid dissemination of key safety information and necessary medical precautions.
- Swift agent identification and confirmation.
- Identification of the population(s) at risk (to include animals and marine life).
- Determination of how the agent is transmitted, including an assessment of the efficiency of transmission.
- Determination of susceptibility to prophylaxis and treatment.
- Definition of the public health and medical services, human services, and mental health implications.
- Control and containment of the epidemic/pandemic.
- Decontamination of items and individuals, if necessary.
- Identification of the law enforcement implications/assessment of the threat.
- Augmentation and surging local health and medical resources.
- Protection of the population through appropriate public health and medical actions.
- Dissemination of information to enlist public support.
- Response options may include assessment of environmental contamination and cleanup/decontamination of bioagents that persist in the environment and providing consultation on the safety of food products that may be derived from directly or environmentally exposed animals or marine life.
- Tracking and preventing secondary or additional disease outbreaks.

Determination of a Disease Outbreak

The initial indication of a major disease outbreak, intentional or naturally occurring, may be recognition by public health and medical authorities that a significantly increased number of people are becoming ill and presenting to local healthcare providers.

One tool to support this process is the Bio-surveillance Common Operating Network (BCON). BCON leverages the individual capabilities of multiple surveillance systems by integrating and analyzing domestic and international surveillance and monitoring data collected from human health, animal health, plant health, and food and water monitoring systems. This integrated cross-domain analysis enables enhanced situational awareness and potentially reduces detection time, allowing for more rapid and effective decision-making in biological incident response.

Another available tool is the Virginia Department of Health's syndromic surveillance system, known as ESSENCE (Electronic Surveillance System for the Early Notification of Community-based Epidemics). The Enhanced Surveillance Team within the Office of Epidemiology, Division of Surveillance and Investigation, conducts surveillance for various events of interest using the ESSENCE system. Syndromic surveillance (or enhanced surveillance) uses health data sources to identify and monitor public health concerns in near real time. The goal of syndromic surveillance is to enhance community health by detecting health events early that may impact health.

Due to how disease outbreaks are recognized, critical decision-making support requires integrated surveillance data, identification of the causative biological agent, an assessment of whether the observations are part of a naturally occurring outbreak, and identification of the population(s) at risk.

The immediate task following any notification is to identify the population affected, vulnerabilities, and the geographic scope of the incident. The initial public health and medical response includes some or all of the following actions:

- Targeted epidemiological investigation (e.g., contact tracing).
- Dissemination of key safety information and necessary medical precautions.
- Intensified surveillance within healthcare settings for patients with certain clinical signs and symptoms.
- Intensified collection and review of potentially related information (e.g., contacts with nurse call lines, laboratory test orders, school absences, over-the-counter pharmacy sales, unusual increase in sick animals, wildlife deaths, decreased commercial fish yields).

- Organization of Federal public health and medical response assets (in conjunction with State, tribal, and local officials) to include personnel, medical and veterinary supplies, and material (e.g., the Strategic National Stockpile and Veterinary Stockpiles).

If there is suspicion that the outbreak may be intentional, the Department of Justice/Federal Bureau of Investigation may establish a Joint Operations Center, which could be integrated into the Joint Field Office structure if it has been established, to coordinate investigative and intelligence activities among Federal, State, tribal, and local authorities. Within the Joint Operations Center structure, local and Department of Justice/Federal Bureau of Investigation's Strategic Information and Operations Center in Washington, D.C., responsible public health officials would be incorporated into the command structure to coordinate the interaction between law enforcement and public health investigations.

Actions

- Review data indicating increased potential for a major disease outbreak
- Coordinate with public health on tracking trends/progression of any outbreak.
- Collect information on mitigation, prophylaxis, and/or treatment.
- Identify any implications for law enforcement.
- Take stock of type and quantity of personal protective equipment on hand.
- Ensure adequate inventory of PPE.
- Determine any additional medical personnel or resources needed.
- Coordinate with City/County/Institution officials on implementing prevention/mitigation strategies.
- Disseminate information to enlist public support and participation on best practices for prevention/mitigation.
- Track and attempt to prevent secondary or additional disease outbreaks.

Incident Annexes – Cyber

Purpose

The purpose of the Cyber Incident Annex is to define the policies, organization, actions, and responsibilities for a coordinated, comprehensive approach to incidents that are triggered by cyber means or have cyber-related effects. A physical attack on cyber infrastructure is addressed by ESF #2 – Communications.

Scope

This annex emphasizes responding to and recovering from cyber incidents. It involves a coordinated effort to address incidents that affect mission-critical functions, threaten public health or safety, erode public confidence, or significantly impact the national economy or the country's security posture. A cyber incident is caused directly through cyber means with cyber or physical consequences that:

- Cause or are likely to cause harm to mission-critical functions and services across the public and private sectors by impairing the confidentiality, integrity, or availability of electronic information, information systems, services, or networks; and/or
- Threaten public health or safety, undermine public confidence, have an adverse effect on the national economy, or diminish the security posture of the Nation.

Such an incident would likely affect communications and/or computing services in at least one and possibly several metropolitan areas and/or States. It may involve multiple communications service providers and/or information technology products and applications, resulting in a degradation of the ability of other essential infrastructures to function. Such an outage would have a significant impact on the availability and integrity of communication and computing services for at least a portion of a business day or longer.

This annex describes the specialized application of the National Response Framework to a Cyber Incident. When a Cyber Incident occurs, it could impact multiple infrastructure sectors or be targeted at a specific sector such as finance, energy, or communications. A Cyber Incident may result in the activation of all Emergency Support Functions (ESFs) under the National Response Framework as appropriate.

Concept of Operations

A Cyber Incident may overwhelm government and/or private-sector resources by disrupting the Internet and/or taxing critical infrastructure information systems. Complications from a Cyber Incident may threaten public health or safety, undermine public confidence, have a debilitating effect on the national economy or diminish the security posture of the nation. Rapid identification, information exchange, investigation, a coordinated response, and remediation often can mitigate the damage that could be caused by this type of incident. This includes:

- Coordinating cyber response and recovery efforts.
- Providing alerts and notification of potential cyber threats, incidents, and attacks.
- Sharing information both inside the government and with the private sector, including best practices, incident response, and incident mitigation.
- Analyzing cyber vulnerabilities, exploits, and attack methods.
- Providing technical assistance.
- Defending against the attack.

These activities are the product of, and require, a concerted effort by Federal, State, tribal, and local governments, as well as non-governmental entities, such as the private sector and academia. To support the objectives of this annex, ESF #2 may be activated to provide an operational response structure, fiduciary mechanisms, and reporting capabilities that enable an effective response to a cyber incident.

Each jurisdiction maintains its own Cyber Incident Response plan.

Incident Annexes – Dam Safety

Coordination Agency

Harrisonburg Public Utilities
Emergency Management
Virginia Department of Conservation and Recreation (DCR)

Cooperating Agencies

Harrisonburg Police Department
Rockingham County Sheriff's Office
JMU Police Department

Introduction

Purpose:

To facilitate the evacuation of downstream residents in the event of an imminent or impending dam failure.

Scope:

The Virginia Department of Conservation and Recreation provides detailed guidance to dam owners in developing an emergency action plan in the event of dam failure. The City of Harrisonburg, Rockingham County, and JMU are also responsible for developing compatible procedures to warn and evacuate the public in the event of dam failure.

Policies:

Dam owners will:

- Develop an Emergency Action Plan for warning and evacuating the public in the event of dam failure.
- Obtain an Operation and Maintenance Certificate from the Virginia Department of Conservation and Recreation; and
- Operate and maintain the dam to assure the continued integrity of the structures.

The City of Harrisonburg, Rockingham County, and JMU will develop compatible procedures to warn and evacuate the public in the event of dam failure.

Concept of Operations

General:

Dam owners are responsible for the proper design, construction, operation, maintenance, and safety of their dams. They are also responsible for reporting abnormal conditions at the dam to the designated Emergency Coordinator, and for recommending the evacuation of the public below the dam if it becomes necessary. Owners of dams that exceed 25 feet in height or impound more than 50 acre-feet (100 acre-feet for agricultural purposes) of water must develop and maintain an "Emergency Action Plan." A copy of this plan must be provided to the local Director of Emergency Management, the State Department of Emergency Management, and the State Water Control Board. This "Emergency Action Plan" is required before the issuance of an Operation and Maintenance Permit by the State Water Control Board.

Standards have been established for "Dam Classifications" and "Emergency Stages." The affected public will be routinely notified of dam conditions during Stage 1. If conditions escalate to Stage II, Emergency Management personnel will immediately notify those affected to stay alert for a possible evacuation of areas that might be flooded. If conditions worsen, such as overtopping or dam failure occurring or imminent, as in Stage III, the Director of Emergency Management will declare a local emergency and warn the public to evacuate the affected area. If appropriate, he will also recommend that the Governor declare a state of emergency.

AUTHORITIES

In addition to those listed in the Basic Plan:

- Code of Virginia, Title 62.1, Chapter 8.1, Dam Safety Act, 1982.
- Virginia Soil and Water Conservation Board, Regulation VR 625-01-00, Impounding Structure Regulation, February 1, 1989.

EMERGENCY MANAGEMENT ACTIONS – DAM SAFETY

1. Normal Operations

a. Dam Owners

- i. Operate and maintain the dam to assure the continued integrity of the structure.
- ii. Develop an Emergency Action Plan for warning and evacuating the public in the event of dam failure.

- b. Government
 - i. Develop compatible procedures to warn and evacuate the public in the event of dam failure.
- 2. Increased Readiness
 - a. Stage I Conditions (Slowly developing)
 - i. Alert designated Emergency Coordinator
 - ii. Alert on-duty emergency response personnel
 - b. Stage II Conditions (Rapidly developing)
 - i. Notify designated Emergency Coordinator
 - ii. Alert on-duty emergency response personnel.
 - iii. Notify public of possible dam failure.
 - iv. Review warning and evacuation plans and procedures.
 - v. Place off-duty emergency response personnel on alert.
- 3. Emergency Operations
 - a. Mobilization Phase – Late Stage II or Stage III Conditions
 - i. Notify the designated Emergency Coordinator
 - ii. Activate EOC (staff as appropriate).
 - iii. Notify Virginia EOC, (804) 674-2400 or (800) 468-8892.
 - iv. Alert emergency response personnel to standby status.
 - v. Begin record keeping of all incurred expenses.
 - b. Response Phase – Stage III Conditions
 - i. Notify the designated Emergency Coordinator
 - ii. Cooperate and assist adjoining localities with immediate evacuation of residents in expected inundation areas.
 - iii. Sound warning through use of sirens, horns, and vehicles with loudspeakers, Emergency Alert System, telephone calls, and door-to-door notification to evacuate individuals immediately out of the area or to high ground in area for later rescue.
 - iv. Call in all emergency response personnel to provide help required to protect lives and property.

- v. Activate EOC, if not previously accomplished.
- vi. Follow established procedures within designated functional areas specified in this plan.
- c. Recovery
 - i. Cooperate and assist adjoining localities providing assistance to disaster victims.
 - ii. Cooperate and assist adjoining localities cleaning up debris and restoring essential services.
 - iii. Cooperate and assist adjoining localities agencies tasked to implement recovery procedures.
 - iv. Review emergency procedures used and revise, if necessary, to ensure lessons learned are applied in future disasters.
 - v. Determine what mitigation measures, if any, should be initiated (zoning, design of dams, etc.).

DAM CLASSIFICATIONS AND EMERGENCY STAGES

Dam Classifications

Dams that exceed 25 feet in height or impound more than 50 acre-feet --100 acre-feet for agricultural--must be classified as to the degree of hazard potential they impose should the structure fail completely.

Class I (High Hazard) – Probable loss of life; excessive economic loss.

Class II (Moderate Hazard) – Possible loss of life; appreciable economic loss.

Class III (Low Hazard) – No loss of life expected, minimal economic loss.

Emergency Stages

When abnormal conditions impact on a dam, such as flooding or minor damage to the dam, the dam owner should initiate specific actions that will result in increased readiness to respond to a potential dam failure. The following stages identify actions that may be appropriate readiness actions.

Stage I – Slowly developing conditions; five days or more may be available for response. Owner should increase frequency of observations and take appropriate readiness actions.

Stage II – Rapidly developing conditions; overtopping is possible. One to five days may be available for response. Increase readiness measures. Notify local Coordinator of conditions and keep him/her informed.

Stage III – Failure has occurred, is imminent, or already in flood condition, over-topping is probable. Only minutes may be available for response. Evacuation recommended.

Incident Annexes – Dam Safety Attachment 1

DIRECTORY OF DAMS REQUIRING EMERGENCY ACTION PLANS ROCKINGHAM COUNTY

The following is a list of dams located in Harrisonburg/Rockingham County that require emergency action plans. The plans include the Hazard Classification, emergency contacts and Inundation Zone Maps, which include the property owners downstream of the dams that emergency responders can notify in case of an emergency.

Due to the size and quantity, all the emergency action plans for the dams are located in the Coordinator's Office.

Dam Names:

- Switzer Dam
- Lower North River Dam 78 – Briery Branch
- Lower North River Dam 80 – Union Springs
- Lower North River Dam 83 – Hone Quarry
- Shoemaker River Dam #1A - Northwoods Lake
- Shoemaker River Dam #3B – Hogpen Lake
- Shoemaker River Dam #4C – Slate Lick Lake
- Massanutten Dam
- Dry River Dam
- Dry Run Dam
- Newman Lake Dam

Incident Annexes – Flooding

Purpose

The purpose of the Flooding Incident Annex is to outline the actions, roles, and responsibilities associated with instances of severe flooding, primarily flash flooding.

Scope

The objectives of a response to a flooding event are to:

- Increased readiness monitoring through forecasts, weather advisories, and monitoring systems
- Identify population(s) at risk and determine protective measures.
- Assess needs within the affected community and activate necessary resources

Concept of Operations

Flooding is a major hazard for the City of Harrisonburg, Rockingham County, and JMU. The Coordinator of Emergency Management is responsible for developing and maintaining (1) a flood warning system, (2) emergency response plans and procedures, and (3) a hazard mitigation plan.

The Director of Emergency Management or, in his absence, the Coordinator of Emergency Management, is responsible for making the decision to order evacuation in the event of a potentially life-threatening flood situation. The Fire Department and law enforcement agencies will disseminate the warning to evacuate.

Emergency Management Actions – Flooding

1. Normal Operations
 - a. Develop and maintain plans and procedures for flooding.
 - b. Designate areas to be evacuated.
 - c. Develop and maintain the flash flood warning system.
 - d. Provide training for EOC personnel in the use of computer equipment.
 - e. Identify needed flood mitigation measures and encourage their implementation.

2. Increased Readiness

During events such as extended periods of heavy rains and/or large approaching storm systems. A “Flash Flood Watch” may be issued by the National Weather Service.

- a. Review and update plans and procedures if needed.
- b. Monitor weather advisories, river/reservoir levels, and flood gauge reports.

3. Emergency Operations

a. Mobilization Phase “Flash Flood Warning”

- i. Advise persons in flood-prone areas to prepare for evacuation.
- ii. Place the EOC staff on standby.
- iii. Test primary and alternate communications.
- iv. Review and update plans and procedures for warning, reception and care, and emergency public information.
- v. Identify vehicles and equipment that should be moved to higher ground.
- vi. Place emergency responders on standby.

b. Response Phase

- i. Direct the evacuation of threatened areas. Designate an on-scene commander for each area. Provide back-up radio communications.
- ii. Initiate sandbagging and flood-fighting activities if feasible.
- iii. Relocate public-owned vehicles/equipment to higher ground.
- iv. Designate and open Shelter Centers as required.
- v. Provide emergency public information as appropriate.
- vi. Declare a local emergency as needed.
- vii. Report situation and support requirements, if any, to the Virginia EOC.
 - 1. Continue to provide daily status reports throughout the emergency.
- viii. Activate search and rescue teams.
- ix. Direct that utilities be shut off in evacuated areas.
- x. Establish traffic control for evacuated areas.
- xi. Direct the testing of drinking water for potability in flooded areas.
- xii. Evaluate the situation and direct protective action as required.

xiii. Declare the area safe for re-entry after danger has passed.

4. Recovery

- a. Restore facilities and services.
- b. Drain flooded areas if appropriate.
- c. Assess damages.
- d. Request post-disaster assistance, as appropriate.

Incident Annexes – Terrorism Incident/Law Enforcement & Investigations

Purpose

The purpose of the Terrorism Incident/Law Enforcement & Investigations Incident Annex is to establish open-ended plans and procedures to respond to a terrorist act involving chemical, biological, nuclear, radiological, or explosive (CBRNE) weapons or protection against a terrorist attack involving CBRNE weapons when credible intelligence indicating a potential attack is received. These plans will be used to mitigate the threat or incident until state and/or federal plans can be implemented.

Scope

An actual terrorist attack or credible threat of a terrorist attack involving CBRNE weapons would be considered an incident of national significance and would trigger a robust federal and state response. Local EOC and incident command operations would grow significantly under the National Incident Management System (NIMS) as described in the National Response Framework. Local Emergency Management Coordinators have access to copies of and have a working knowledge of these plans.

Concept of Operations

The Commonwealth of Virginia has adopted the National Terrorism Advisory System (NTAS). After reviewing the available information, the Secretary of Homeland Security will decide, in coordination with other Federal entities, whether an NTAS Alert should be issued.

NTAS Alerts will only be issued when credible information is available. These alerts will include a clear statement that there is an **imminent threat** or **elevated threat**. Using available information, the alerts will provide a concise summary of the potential threat, information about actions being taken to ensure public safety, and recommended steps that individuals, communities, businesses and governments can take to help prevent, mitigate or respond to the threat. The NTAS Alerts will be based on the nature of the threat: in some cases, alerts will be sent directly to law enforcement or affected areas of the private sector, while in others, alerts will be issued more broadly to the American people through both official and media channels.

NTAS Alerts contain a **sunset** provision indicating a specific date when the alert expires; there will not be a constant NTAS Alert or blanket warning that an overarching threat exists. If threat information changes for an alert, the Secretary

of Homeland Security may announce an updated NTAS Alert. All changes, including the announcement that cancels an NTAS Alert, will be distributed the same way as the original alert.

The response to an actual terrorist attack using **CBRNE** weapons in the locality will be handled in a similar fashion as is outlined in other sections of this plan except that the incident must additionally be handled as a criminal investigative matter. **Care must be taken to treat the location of such an incident as a crime scene and potential evidence must be secured and preserved.** Law Enforcement will take the lead in ensuring investigative concerns are properly addressed in any response.

Critical/Special Facilities

A list of critical/special facilities have been identified by emergency management, law enforcement and local government officials as either critical to emergency response or likely terrorist targets that required special consideration during times of increased threat or actual terrorist attack. The Coordinator of Emergency Management keeps this list.

Terrorist Threat Condition Changes

As the State changes terrorist threat conditions, local emergency management, law enforcement, and key leaders will meet to consider implementation of the recommended actions outlined in the National Terrorism Advisory System.

Terrorist Attack

1. Consider and implement appropriate actions outlined in the National Terrorism Advisory System.
2. Any terrorist attack must be handled as a criminal investigative matter. **Care must be taken to treat the location of such an incident as a crime scene and potential evidence must be secured and preserved.**

Relevant References

1. 2024 Emergency Response Guidebook
2. Jane's Chem-Bio Handbook, Third Edition
3. FEMA Emergency Response to Terrorism, Job Aid

End of Document
