



ARLINGTON
VIRGINIA



Comprehensive Emergency Management Program

Arlington, Virginia

May 2009

COMPREHENSIVE EMERGENCY MANAGEMENT PROGRAM

**This document was prepared by the Arlington County, Virginia
Office of Emergency Management.**

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Executive Summary

The Comprehensive Emergency Management Program (CEMP) provides guidance to Arlington County officials and entities prior to, during, and in recovery from a threatened or actual emergency or disaster. It also provides guidance for coordinating with regional, state, federal, and non-governmental organizations when an emergency/disaster is imminent or declared.

The Comprehensive Emergency Management Program establishes the legal and organizational basis for emergency management in Arlington County through local ordinances, state and federal laws, as well as, regional mutual aid agreements, plans and compacts.

The Office of Emergency Management has been assigned the responsibility for the development and maintenance of the Comprehensive Emergency Management Program. These efforts are supervised by the Director of the Office of Emergency Management, whose authority for these activities is delegated by the County Manager. Oversight and policy direction for the Comprehensive Emergency Management Program is provided by the Emergency Policy Team which operates within the County's hierarchical structure as an independent subcommittee of the County Manager's Executive Leadership Team.

The Program's guidance is organized into four Component Plans that reflect the four phases of emergency management: a Mitigation Plan, a Preparedness Plan, a Response Plan (The Emergency Operations Plan), and a Recovery Plan. The Component Plans describe activities and assign broad responsibilities to Arlington County government departments, agencies and support organizations for each of the phases. These responsibilities are generally extensions of normal or routine functions involving the same personnel and material resources.

Mitigation Plan: The Comprehensive Emergency Management Program Mitigation Plan encompasses all activities intended to identify

hazards and vulnerabilities, prevent or decrease the likelihood of the hazard occurring, and minimize or eliminate any hazard impact that cannot be prevented.

Preparedness Plan: The Comprehensive Emergency Management Program Emergency Preparedness Plan encompasses all activities that, in advance of any hazard impact or imminent threat, prepare Arlington County to optimally implement the Emergency Operations Plan and respond to a crisis or emergency.

Response Plan (The Emergency Operations Plan): The Emergency Operations Plan is a description of organizational relationships, functions, processes, and procedures that are used to manage response to actual or potential incidents that may challenge or exceed the "everyday" response capability of Arlington County.

Recovery Plan: The Recovery Plan encompasses planning and actions related to physical and financial restoration that extends beyond response activities.

The Arlington County government is strongly committed to the protection of its residents, employees and visitors, and from all hazards impacting Arlington County or the National Capital Region with the potential to cause adverse physical, psychological, economic, or political impact.

Arlington County government and its departments and agencies recognize the increasing threat of mass terrorism and other major hazards facing not just Arlington County, but the entire National Capitol Region. To best minimize the hazard threats and prepare for the multi-disciplinary and sophisticated response that may be necessary, Arlington County is coordinating and advancing emergency preparedness activities across the County. It is also focusing upon improving its ability to participate in state and region-wide mitigation, preparedness and response.

Purpose

The purpose of the Comprehensive Emergency Management Program is to provide guidance to Arlington County officials prior to, during, and in recovery from a threatened or actual emergency or disaster. It also provides guidance for coordinating with regional, state and federal activities when a disaster is imminent or declared.

The Comprehensive Emergency Management Program:

- Establishes the legal and organizational basis for emergency management in Arlington County.

- Assigns broad responsibilities to Arlington County government departments, agencies and support organizations for hazard mitigation, preparedness, response, and recovery. These responsibilities are generally extensions of normal or routine functions involving the same personnel and material resources.
- Defines a structure and processes for managing and coordinating emergency response and recovery activities in Arlington County.
- Defines an annual plan of activities for mitigation and preparedness.

Scope

The Comprehensive Emergency Management Program is an emergency management program that encompasses wide-ranging, on-going activities addressing all four phases of emergency management: mitigation, preparedness, response and recovery. The Comprehensive Emergency Management Program activities and initiatives are categorized into separate plans for each phase, which are designated as Comprehensive Emergency Management Program “Component Plans.”

The Component Plans include:

- Mitigation Plan (including the Hazard Vulnerability Analysis)
- Preparedness Plan
- Emergency Operations Plan (Response Plan)
- Recovery Plan

These Plans are actively evolving initiatives designed to render Arlington County less vulnerable to hazard impact, and more prepared for emergency response and recovery.

The Comprehensive Emergency Management Program and its component Plans apply to:

- Arlington County officials
- Arlington County departments and agencies
- Non-governmental organizations (NGOs): Volunteer agencies, healthcare and other service organizations, and individuals associated with Arlington County emergency management with specifically designated roles in the Emergency Operations and/or Recovery Plans. To differentiate these from other NGOs, they are referred to in the Comprehensive Emergency Management Program as “non-governmental emergency organizations.”
- While each of these individual entities has their own respective programs addressing emergency management, the Comprehensive Emergency Management Program is designed to provide consistency and coordination between them.

Comprehensive Emergency Management Program Legal Authority

The organizational and operational concepts set forth in the Comprehensive Emergency Management Program are promulgated under the following authorities:

Arlington County:

Code of Arlington County, Chapter 58 Emergency Management, updated 07-2006

State:

Commonwealth of Virginia Emergency Services and Disaster Law of 2000, title 44-146.28, Code of Virginia, as amended.

Commonwealth of Virginia Emergency Services and Disaster Law of 1973, as amended.

Commonwealth of Virginia's State-Wide Mutual Aid Compact

Federal:

The Federal Civil Defense Act of 1950, Public Law 81-920, as amended

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
Emergency Management and Assistance, Code of Federal Regulations, Title 44.34

Homeland Security Presidential Directive 5, Management of Domestic Incidents

Homeland Security Presidential Directive 8, National Preparedness

National Response Framework, (Public Law 93-288)

Supporting/Guidance Documents

(requiring coordination with Arlington County Plans):

The Commonwealth of Virginia Emergency Operations Plan:

- a) Volume I, Basic Plan, May 1997, as amended
- b) Volume II, Disaster Recovery, March 1999, as amended
- c) Volume III, Radiological Emergency Response Plan, October 2000
- d) Volume IV, Oil Spill and Hazardous Substances Emergency Response Plan, December 2001
- e) Volume V, Hurricane Emergency Response Plan, August 2001
- f) Volume VI, Hazard Mitigation Plan, July 2001
- g) Volume VII, Virginia Department of Transportation Emergency Operations, July 2000
- h) Volume VIII, Terrorism Consequence Management, April 1999
- i) Metropolitan Washington Council of Governments Regional Emergency Coordination Plan, September 2002
- j) National Fire Protection Association Standard on Disaster/Emergency Management and Business Continuity Programs (NFPA 1600)

Assumptions

Hazards of various types, sizes, intensity and duration may occur within or near the jurisdictional boundaries of Arlington County. The hazard impact could occur with or without warning. The resulting effects could create emergencies or disasters that affect the safety, health, and welfare of the population and damage or destroy private and public property and the environment. A large number of people may be affected, including residents, non-resident work force, and visitors (including tourists). Many of those individuals may have a wide variety of “special needs” that extend beyond the traditional groups (e.g. mentally and physically impaired or disabled, language challenged, age extremes) to include other diverse populations such as single parents, those without vehicles, prisoners, homeless or financially challenged people.

Arlington County may therefore experience events requiring an extraordinary response involving the personnel and resources of the County government and associated organizations — with assistance under certain conditions from other jurisdictions, the state, the federal government, and non-governmental emergency organizations, and others — in order to minimize the loss of life and property and to care effectively for the victims.

Effective mitigation may prevent a hazard from occurring. For hazards that cannot be prevented, mitigation may minimize or eliminate the hazards’ impact on Arlington County.

Effective response requires well managed preparatory activities that review and update response plans, accomplish adequate training, and evaluates effectiveness of plans and training through a range of tabletop and field exercises.

Effective response also requires a robust preparedness program that maximizes the ability of residents and businesses in Arlington to self-sustain as required during emergencies and disasters.

Arlington County, with some assistance from local support organizations and mutual aid, must assess and address the initial impact of a disaster on its own. State and Federal aid will not be immediately available. In case of a large-scale or widespread impact that may also strike surrounding jurisdictions, mutual aid may be limited, delayed, or not available.

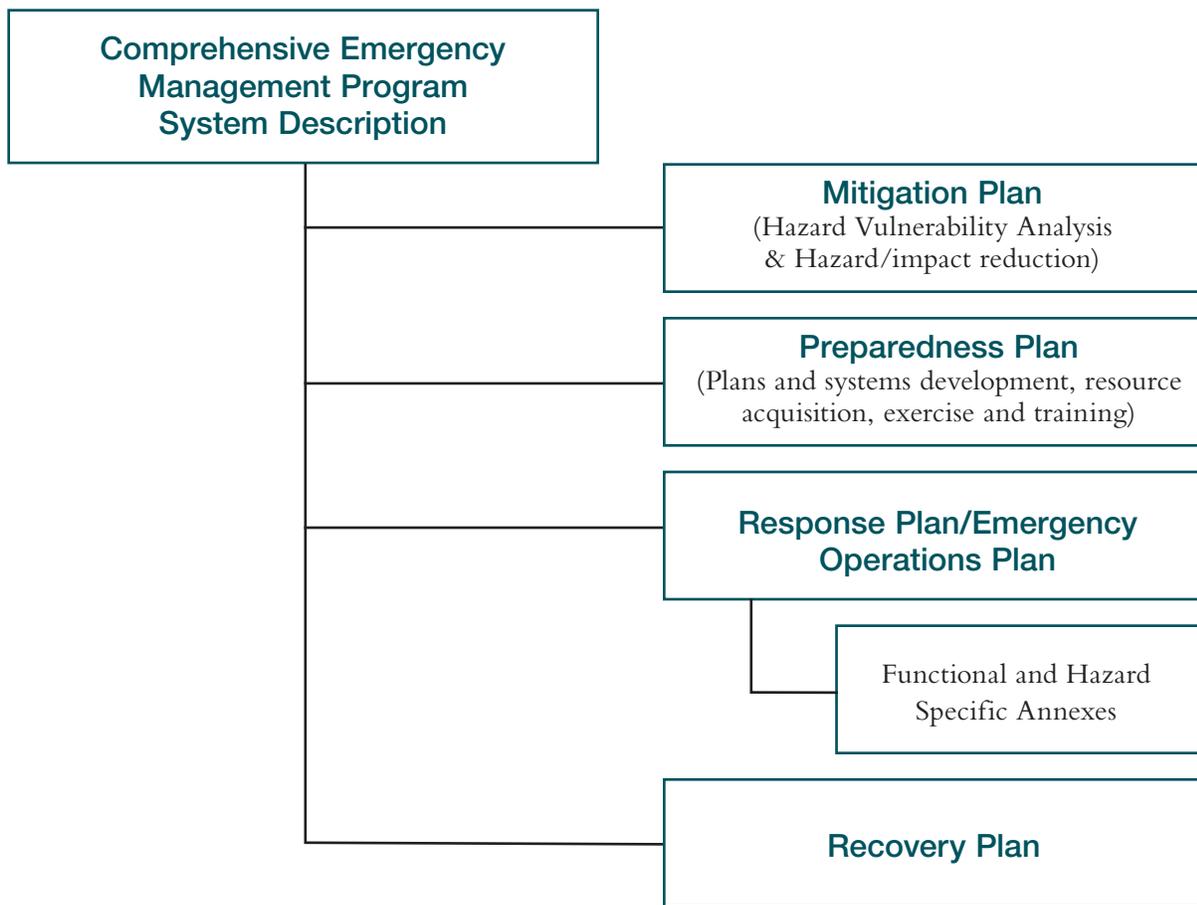
Optimal recovery from a hazard impact requires a smooth transition from the response phase with adequate planning that provides for full restoration, improvement and future growth in the affected geographic and/or functional areas.

Comprehensive Emergency Management Program System Description

Organization

The Comprehensive Emergency Management Program framework integrates the efforts of the County Manager, all County agencies, and specific non-governmental emergency response entities. It provides guidelines for each emergency management phase through a defined “Comprehensive Emergency Management Program Component Plan” for each phase: a Mitigation Plan, a Preparedness Plan, a Response Plan (The Emergency Operations Plan), and a Recovery Plan.

Each Component Plan includes a system description and a section describing operations and “critical actions.” In addition to providing operationally useful, countywide guidance, the Comprehensive Emergency Management Program conveys direction and parameters for individual Arlington County agencies and other involved organizations to administer their own individual emergency management program and emergency management component plans.



Overall Comprehensive Emergency Management Program Governance and Administration

Governance

County Manager Form of Government

Arlington County operates under the County Manager form of government where by the appointed County Manager is the administrative head of the County government. The County Manager is appointed by the elected five member County Board, each of whom serves 4 year terms.

Annually the County Board elects a Chairman who presides at each Board meeting and serves as the official head of the County government, and a Vice Chairman who serves in the absence of the chairman. The County Manager reports directly to the Board and serves at their pleasure.

As the principle administrative officer of the County, the County Manager is responsible for carrying out policies determined by the County Board, and for day-to-day operations and management of a broad range of County services. These include those provided by the various departments, with the exception of the Schools, which as stipulated by the Virginia Constitution, come under the jurisdiction of the Superintendent of the Schools and School Board.

County Manager and the Coordinator of Emergency Management/Director of the Office of Emergency Management

The County Manager is, by Arlington County ordinance (Code of Arlington County, Chapter 58-2), the local Director of Emergency Management and administers this authority through the Comprehensive Emergency Management Program. The day-to-day authority and responsibility for this function is delegated by the County Manager to the Coordinator of Emergency Management, who is also the

Director of the Arlington County Office of Emergency Management.

The Emergency Policy Team

The County Manager has an established core group of senior managers knowledgeable in field emergency operations, and other officials as necessary. The Emergency Policy Team advises the County Manager in pre-emergency planning, emergency and incident command, and recovery.

- County Manager (Chair)
- Deputy County Managers (Chair in the County Manager’s absence)
- Designated Assistant County Managers
- Director, Office of Emergency Management (serves as the Emergency Policy Team Plans Chief)
- Police Chief
- Fire Chief
- Director, Department of Human Services
- Director, Department of Environmental Services
- Director, Communications and Public Affairs
- Superintendent of Public Schools
- Sheriff
- County Attorney (shall act as a legal advisor to the Emergency Policy Team)

Succession of Authority

Continuity of operations is critical to the successful execution of disaster 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 succession list for all County departments is included in Appendix A.

County Board

- Chairman
- Vice-Chairman
- Board Member
- Board Member
- Board Member

County Manager

- County Manager
- Deputy County Manager
- Deputy County Manager
- Assistant County Manager
- Police Chief

Program Administration

The County Manager or, in his/her absence, the designated Deputy County Manager(s), oversees and monitors the Comprehensive Emergency Management Program activities, and may issue directives to Arlington County departments, agencies, and other services and organizations concerning mitigation, preparedness, response and recovery.

The Office of Emergency Management provides the day-to-day administration of the Comprehensive Emergency Management Program, and the normal or routine activities of the mitigation and emergency preparedness program. These efforts are supervised by the Director of the Office of Emergency Management, who reports to the County Manager.

The Office of Emergency Management coordinates with Arlington County public safety and other participating agencies and departments. Both the Arlington County Police and Fire Departments provide direct staff support to the Office of Emergency Management via the rotation of mid to senior level personnel on temporary assignment to the Office. Coordination with other key Arlington County departments is provided through assigned departmental representation e.g., Department of Technology Services, Department of

Management and Finance, Arlington County Sheriff’s Office.

Policy advice related to the Comprehensive Emergency Management Program is provided as necessary by the Emergency Policy Team which is chaired by the County Manager. The Director of the Office of Emergency Management interacts with this sub-committee of the County’s Executive Leadership Team as the Planning Chief.

A schedule of Comprehensive Emergency Management Program meetings is maintained by the Office of Emergency Management for mitigation and preparedness activities, each with an agenda provided to participants.

In addition to regular meetings, trainings, exercises, and Comprehensive Emergency Management Program maintenance activities, a standard action within the Comprehensive Emergency Management Program is to accomplish an annual review of the emergency management program and each Component Plan to assure they are up-to-date and consistent with the program targets. Revisions are developed through the Office of Emergency Management and incorporated after approval from the County Manager. A document control program is established that maintains a revisions log, and updated pages are tagged by their inception date.

A Comprehensive Emergency Management Program Annual Report is also generated, summarizing the Comprehensive Emergency Management Program and Component Plan changes and providing strategic guidance for achieving the follow-on year’s goals.

OEM Mission Statement and Vision

Vision

A Safe and Ready Future

Mission

To coordinate Arlington County’s Emergency Management Program to ensure our community remains resilient and sustainable

Comprehensive Emergency Management Program Component Plans

I. Arlington County Mitigation Plan

Introduction

The Comprehensive Emergency Management Program Mitigation Plan encompasses all activities intended to identify hazards and vulnerabilities, prevent or decrease the likelihood of the hazard occurring, and minimize or eliminate any hazard impact that cannot be prevented.

The primary hazards identified for Arlington County are:

- Natural: floods, hurricanes, tornadoes, severe snow/ice storms, droughts, infectious disease outbreaks
- Technological: hazardous materials release, transportation accidents, gas pipeline incidents, power failures, resource shortages, water contamination/shortages
- Intentional civil/criminal disturbances, terrorism

Mitigation Plan - System Description

The foundation for all Comprehensive Emergency Management Program initiatives is the Arlington County Hazard Vulnerability Analysis. This Countywide assessment of potential hazards and their impact upon Arlington County provides a basis for comparing and prioritizing activities that decrease or eliminate risk from natural, technological, or intentional hazards. The Comprehensive Emergency Management Program Mitigation Plan includes an annual review and update of this analysis.

Using the information developed by the Hazard Vulnerability Analysis, the Office of Emergency Management prioritizes vulnerability concerns and delineates mitigation strategies and a yearly plan of action.

The overall mitigation strategy is to determine actions and initiatives that will most reduce the likelihood of hazard occurrence, and significantly reduce or eliminate vulnerability of both Arlington County response agencies/ organizations and the general public. The County Hazard Vulnerability Analysis requires an annual review to incorporate changes within Arlington County and new hazard knowledge.

Priorities for potential mitigation actions or initiatives are developed in part by using cost benefit considerations for activities.

Factors are also considered, such as renovations and new facility planning, where vulnerability reduction may be accomplished in a cost effective manner are also considered.

Core Mitigation Plan Components

- Initial cataloging and review of current safety, prevention, business continuity, and other vulnerability reduction activities across Arlington County agencies and organizations.
- Initiating a process to fully evaluate, standardize, and update the safety plans and internal Facility Emergency Plans for each physical location of Arlington County government, as well as for non-governmental emergency organizations that participate in the Comprehensive Emergency Management Program Emergency Operations Plan.

- Ongoing cooperative efforts with law enforcement, intelligence, and security services to decrease the threat and vulnerability to terrorism and other criminal acts should be described.
- Development and annual review of standard mitigation guidance for individual and family preparedness plans for Arlington County personnel will decrease the vulnerability of personnel leaving during a crisis or emergency.

Other examples of Mitigation Plan activities include:

- Amending zoning and building codes and ordinances
- Providing public education and awareness
- Reviewing land use planning
- Addressing mitigation and preparedness activities with manufacturing plants, fuel storage facilities, major institutions, waste disposal facilities, and other facilities to ensure compatibility of emergency plans and procedures, especially where there is an acknowledged hazard that could spread off-site.

Mitigation Plan - Governance and Administration

The Director of the Office of Emergency Management, under authority delegated by the County Manager, oversees the Comprehensive Emergency Management Program Mitigation Plan.

The County Manager receives advice on mitigation measures from the Emergency Policy Team, and provides policy direction to the Office of Emergency Management for revising and implementing the Comprehensive Emergency Management Program Mitigation Plan.

The Office of Emergency Management is responsible for completing the Comprehensive Emergency Management Program Mitigation Plan for each fiscal year, and establishing a plan of action to accomplish the goals and objectives of the Plan. The Office of Emergency Management informs the County Manager and the County Board of areas where new or revised codes, regulations, and ordinances may provide significant mitigation for a particular hazard.

The Office of Emergency Management coordinates with the appropriate agencies to accomplish the planned mitigation measures and promotes departmental, agency, and non-governmental emergency organization compliance with the Comprehensive Emergency Management Program Mitigation Plan.

Individual agencies participate as indicated, or as requested by the Office of Emergency Management, in County mitigation initiatives. Each agency also extends the Countywide Hazard Vulnerability Analysis to their organization, developing an individual Hazard Vulnerability Analysis that focuses on their specific organization. Identified mitigation needs are formally shared with the Office of Emergency Management for resolution.

II. Arlington County Preparedness Plan

Introduction

The Comprehensive Emergency Management Program Emergency Preparedness Plan encompasses all activities that, in advance of any hazard impact or imminent threat, prepare Arlington County to optimally implement the Emergency Operations Plan and respond to a crisis or emergency.

Preparedness activities include:

- Developing, implementing and maintaining emergency plans and procedures, including both the County Emergency Operations Plan and Recovery Plan.
- Conducting resource assessments.
- Acquiring, implementing, and maintaining facilities, equipment, and supplies necessary for the functions of the County Emergency Operations Plan and Recovery Plan.
- Conducting specialized training to establish the knowledge and skills necessary for the processes and procedures of the County Emergency Operations Plan, and to maintain the Emergency Operation Center and personnel in a constant state of readiness.
- Conducting exercises, and using them (through after-action reviews) to evaluate the County Emergency Operations Plan and Recovery plan.
- Developing mutual aid, mutual support, and cooperative agreements to augment the capabilities of Arlington County’s response and recovery resources.
- Improving emergency public education and warning systems.

Preparedness Plan - System Description

The Director of the Office of Emergency Management, under authority delegated by the County Manager, oversees all preparedness activities at the level of Arlington County government. These include not only the

activities listed above, but also coordination with respective County agencies to develop and maintain established processes and procedures to accomplish their assigned duties within the Emergency Operations Plan, Emergency Support Function(s), and the Hazard-Specific Appendices.

Preparedness Plan - Governance and Administration

The Office of Emergency Management establishes and maintains the annual Comprehensive Emergency Management Program Preparedness Plan.

The Preparedness Plan addresses the following that the Office of Emergency Management supervises and coordinates:

- Annual revisions and further development of the Arlington County Emergency Operations Plan. This includes coordinating the development of individual departmental, agency, and non-governmental emergency organization’s plans that relate to their Emergency Operations Plan responsibilities, such as roles in the Incident Management Team, Emergency Operations Team and emergency support functions.
- Annual revisions of the Emergency Operations Plan are also based upon the updated County Hazard Vulnerability Analysis, exercise and response experience, and technical and other advances.
- Emergency Operations Plan maintenance, including administration and logistics.
- Coordination of, and incorporation of supportive plans such as the Metropolitan Medical Response System Component Plans and other accepted regional plans into the Comprehensive Emergency Management Program and Emergency Operations Plan.
- Establishing and maintaining a training syllabus for education and training for Arlington County staff focusing on the County Emergency Operations Plan, and an orientation program for new personnel.

- Establishing and maintaining a training syllabus for the Emergency Policy Team, Emergency Operations Team, Emergency Operations Center, and Incident Management Team personnel, and for general training on the Arlington County Emergency Operations Plan.
- Assisting individual departments and agencies in developing training syllabi for Emergency Support Functions and agency-specific operations centers.
- Establishing and maintaining a training and exercise database for the Office of Emergency Management personnel and County personnel having roles in EOC operations, or having participated in the Office of Emergency Management sponsored exercises or training opportunities.
- Participating in regional and Virginia State preparedness efforts, such as the Regional Incident Communications & Coordination System that is being cooperatively managed through the Metropolitan Washington Council of Governments to coordinate communications among National Capital Regional entities in a regional-scope emergency.
- Conducts drills and exercises of key components of the Emergency Operations Plan (to include at least one Countywide, multi-agency exercise per year).
- Conduct after-action evaluations of incident and exercises with activities, using methods designed to incorporate findings into improved plans, training, education, supplies and equipment.

Individual departments, agencies and non-governmental emergency organizations participate in Comprehensive Emergency Management Program Preparedness Plan by:

- Reviewing and revising their preparedness plan and emergency response plans to be consistent with the Comprehensive Emergency Management Program Emergency Operations Plan.
- Acquiring and maintaining the knowledge and skills necessary to accomplish their Comprehensive Emergency Management Program Emergency Operations Plan responsibilities, and to meet other public safety and emergency service requirements for their individual organizations.
- Acquiring resources to accomplish response objectives.

Specifically, each department, agency, and non-governmental emergency organization that is assigned an emergency responsibility in the County's Emergency Operation Plan will:

- Assure that individual agency management personnel understand the Comprehensive Emergency Management Program, its component plans, and the department/agency/organization's roles and responsibilities.
- Designate a lead and an alternate representative to facilitate communications, preparedness planning, training and coordination with the Office of Emergency Management.
- Designate a lead and an alternate to supervise preparedness activities within the department/agency/organization's assigned roles in the Emergency Operations Plans. For departments with lead agency responsibility for an Emergency Support Function, this position would promote preparedness of all participant organizations in the Emergency Support Function. In the Lead Agency Role, the Department Director of the Lead Agency is responsible for ensuring the proper functioning of the corresponding Emergency Support Function. This includes ensuring that the

Emergency Support Function annex is current, bringing issues before the Office of Emergency Management, ensuring proper representation on each Emergency Support Function, meeting with each Emergency Support Function group on a quarterly basis, or as often as necessary, providing leadership to the Emergency Support Function and evaluating the overall performance of the Emergency Support Function.

- Prepare and maintain individual departmental/agency/organizational Emergency Operations Plans that provide the necessary guidance, instructions and procedures that are consistent with their assigned responsibilities in the County Emergency Operations Plan. As such, the Office of Emergency Management should be consulted prior to the initiation of any emergency management related project to ensure consistency with County policy and direction.
- Submit recommendations for improving the County's Preparedness Plan, Emergency Operations Plan, or the Recovery Plan to the Director of the Office of Emergency Management.
- Designate a "duty officer" position with 24/7 availability, and with a mobile communications link, that is logged into the Arlington County Emergency Communications Center (Emergency Communications Center) electronic notification lists.
- Maintain a current Departmental Essential Personnel Call List (notification rosters), with a copy on file at the Emergency Communications Center, providing the names, addresses, work and home telephone numbers of key personnel who are designated to alert other employees in the department, agency, or non-governmental emergency organization.

- Designate Emergency Operation Center representatives, and assure they have been trained in Emergency Operations Center procedures and their responsibilities, establish a maintenance training schedule to address personnel attrition and replacement hiring.
- Provide ongoing training to maintain emergency response capabilities as indicated in the Arlington County Emergency Operations Plan. For departments, agencies, and non-governmental emergency organizations with official agency operations centers, designate as appropriate, and assure training in the assigned Operations Center roles.
- Participate in Countywide or multi-agency exercises as required or as requested by the Office of Emergency Management.
- Conduct individual agency exercises as indicated by the Preparedness Plan. The Office of Emergency Management should be notified at the outset of exercise planning for large scale multi-agency exercises, so they may assist in the planning, arrange coordination with other agencies as indicated, and provide role-play for the part of non-participating agencies during the exercise scenario. The Office of Emergency Management encourages the use of the Homeland Security and Exercise Evaluation Program components and guides during exercises by all Arlington County agencies.

Arlington County Emergency Operations (Response) Plan

I. Introduction

The Emergency Operations Plan is a description of organizational relationships, functions, processes, and procedures that are used to manage response to actual or potential incidents that may challenge or exceed the “everyday” response capability of Arlington County.

(An inventory of The Arlington County Emergency Operations Plan and support plans and their location is available in Appendix B.)

Response Plan - System Description

The Emergency Operations Plan uses a multi-agency team approach and operates under a structure based upon the principles of the Incident Command System/National Incident Management System. During Emergency Operations Plan activation, there are three teams that report directly to the County Manager to advise him during all phases of emergencies. These include: the Emergency Policy Team, the Emergency Operations Team and the Incident Command Team.

The County Manager provides:

- Policy direction, monitors the response of County agencies, delegates authority for management of the situation, fulfills all legal requirements of an emergency declaration, addresses other issues at the County Manager level.

The Emergency Policy Team:

- Advises the County Manager on strategic policy issues during response and recovery.

The Emergency Operations Team:

- Serves as the functional organization that manages the Emergency Operations Center during an emergency and coordinates and manages Countywide assets outside of the defined scope of the incident as delineated by the Incident Command team
- Oversees the coordination and activities of the Emergency Support Functions
- Directly supports the Incident Command team, providing resources that are not established through the Incident Command System
- Coordinates assistance from outside resources (Federal, State, other local jurisdictions) not already having mutual aid processes in place
- Provides information integration between the Incident Command Team and the Arlington County Manager and the County Board.

The Incident Command Team:

- Directly leads the incident response and defines the scope of the incident in Arlington County
- Provides guidance to responders in field operations and to support sections by establishing incident goals and objectives, overseeing the development of incident strategy and overall tactics

Emergency Support Functions:

- The Emergency Support Functions operate out of the Emergency Operations Center and provide resources to support both the Incident Command and the Emergency Operations Teams. These task groups are modeled after the Emergency Support Functions outlined in the National Response Framework and are functionally arranged. Each Emergency Support Function is assigned a lead County department or office and is supported by appropriate County departments, agencies and non-governmental organizations. Standard Operating Guides for each Emergency Support Function can be found within the Emergency Operations Plan.

Response Plan – Governance and Administration

The Office of Emergency Management establishes and maintains the annual Comprehensive Emergency Management Program Response Plan (The Emergency Operations Plan). The Office of Emergency Management is responsible for an annual review and update of the plan. The Office of Emergency Management provides direction and oversight on the review and revision of supportive plans to the Emergency Operations Plan such as the Standard Operating guides developed by the Emergency Support Functions and to the various hazard specific and functional annexes to the Emergency Operations Plan.

The Emergency Operations Plan shall be activated and in effect when so ordered by the County Manager or designee or a member of the Emergency Operations Team. The Director of Emergency Management shall assume overall responsibility for the County's disaster response operations through the roles delineated in the Emergency Operations Plan.

A declaration of a local emergency will activate the plan, but a declaration is not required. The Emergency Operations Plan may also be activated to manage significant requests for mutual aid and cooperative assistance to other jurisdictions that have requested appropriate assistance in response to a major event or incident.

Arlington County Recovery Plan

Introduction

“Recovery” encompasses planning and actions related to community restoration that extends beyond response activities. Recovery is both a short-term and long-term process. Short-term operations restore vital services to the community and provide for basic needs to the public. Long-term recovery focuses on restoring the community to its normal or pre-disaster condition. It includes developing/implementing strategic plans for full restoration, improvement, and growth. Examples of recovery actions include the provision of temporary housing and food, restoring utilities, identifying and eliminating residual hazards, restoration of non-vital government services, reconstruction of damaged areas, and recovering costs associated with the response and recovery operation, including submitting application for state and federal assistance

System Description

The initial recovery phase is managed through the continued use of the Emergency Operations Plan management infrastructure and processes (in both the Incident Management Team and the Emergency Operations Center), with the “transition to recovery” accomplished by the evolution of the response objectives to those primarily addressing recovery objectives. The Emergency Support Functions (ESF 14) Long-Term Community Recovery and (ESF 3) Public Works and Engineering are assigned the responsibility for providing guidance concerning recovery efforts following large scale disasters.

Operations

Throughout a response, demobilization and recovery planning is ongoing at both the incident management and emergency operations center levels. As the incident progresses, the need for Incident Management Team and Emergency Operations Center functions are reassessed through management and planning meetings. This includes the need for continued participation by specific agencies and personnel. As tasks and objectives are accomplished, the demobilization planning process is used to schedule phase-out of response and recovery resources in the earliest time frame possible so that they may be rehabilitated and reassigned to regular duties. This process includes an “out-processing” of organizations, agencies, resources, and personnel who were included in response (debriefing, attention to safety, health and medical follow up issues). The beginning of the recovery phase is defined as the point where the predominant incident objectives have transitioned from response and demobilization issues to recovery.

The recovery management process may entail a transition from one lead agency to another, a change in the make-up of the Unified Incident Management Team, or other indicated adjustments to management at the Incident Management Team and Emergency Operations Team levels. As the incident recovery progresses further, management assessment (at both the Emergency Operations Center and the Incident Management Team) makes the determination that the management of remaining recovery responsibilities may be transferred to the functions at the Emergency Operations Center

or to a single integrated entity (possibly located at an agency's operations center or headquarters), and eventually to either specific agencies or to the Office of Emergency Management. The Office of Emergency Management, under the authority delegated by the County Manager, assures the recovery management process proceeds in an orderly and documented manner. The Director of the Office of Emergency Management will take the lead in determining recommendations for mitigation projects to be approved by the EPT following a disaster.

Organizational Learning

The Director of Emergency Management (County Manager, or designee/ Coordinator of Emergency Management) directs that a review be completed of any incident requiring Emergency Operations Plan/Emergency Operations Center activation and all phases/levels of response. The Office of Emergency Management coordinates inter-agency after-action reviews and provides documentation, dissemination and archiving of findings. The review is accomplished in an objective manner which identifies issues for improvement as well as best practices. Through a collaborative process with the involved entities a plan of correction is developed in this process.

Terms and Definitions

Definition of Emergency and Disaster

Local Emergency: The condition defined by the Arlington County Board, and declared by the County Manager or Designee, when in their judgment, the threat or actual occurrence of a disaster is, or threatens to be, of sufficient severity and magnitude to warrant coordinated County government action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused thereby, provided, however, that a local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the Arlington County Board, when the Governor deems the threat or actual occurrence of a disaster to be of sufficient severity and magnitude to warrant coordinated County government action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused thereby. (Virginia Emergency Services and Disaster Laws of 2000 as amended, Chapter 3.2, Section 44-146.21) This further explains, “A local emergency may be declared by the local Director of Emergency Management with the consent of the governing body of the political subdivision. In the event the governing body cannot convene due to the disaster or other exigent circumstances, the Director, or in his absence, the Deputy Director, or in the absence of both, any member of the governing body may declare the existence of a local emergency, subject to confirmation by the governing body at its next regularly scheduled meeting or at a special meeting within 14 days of the declaration, whichever occurs first. In the absence of the County Manager, this responsibility shall devolve upon the Deputy County Manager or Acting County Manager. If neither is available the Coordinator or Deputy Coordinator of Emergency Management may declare the local emergency.

State of Emergency (for Commonwealth of Virginia or any part): The condition declared by the Governor when, in the Governor’s judgment, the threat or actual occurrence of a disaster in any part of the Commonwealth is of sufficient severity and magnitude to warrant disaster assistance by the Commonwealth to supplement the efforts and available resources of the several localities and relief organizations in preventing or alleviating the damage, loss, hardship, or suffering threatened or caused thereby and is so declared by the Governor when it is evident that the resources of the Commonwealth are adequate to cope with such disasters.

Major Disaster: Any disaster in any part of the United States, which in the determination of the President of the United States is, or thereafter is determined to be, of sufficient severity and magnitude to warrant disaster assistance above and beyond emergency services by the federal government to supplement the efforts and available resources of the several states, local governments, and relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby and is so declared.

Definition of Hazard Types

Natural Hazard Emergency: Any event produced primarily by forces of nature that result in human or property impact of sufficient severity to be deemed a local emergency. Natural hazards include hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, drought, fire, infectious disease epidemic, or others.

Technological Emergency: Any unintentional event that results from manmade technology or unplanned and non-malicious actions that result in human or property impact of sufficient severity to be deemed a local emergency. Technological hazards include industrial, nuclear or transportation accidents, unintentional natural gas and other explosions, conflagration, building

collapse, power failure, resource shortage, oil and other hazardous materials spills and other injury-threatening environmental contamination.

Intentional Emergency: An event produced primarily by threatened or executed intentional actions, threatening or resulting in human or property impact of sufficient severity to be deemed a local emergency. Intentional hazards cover a very wide range of forces (chemical, biological, radiations, incendiary and explosive, cyber, disruption of services or products, and others). The intent may be sabotage, criminal actions, civil disobedience or disturbance, or acts of terrorism.

Definition of Terms

Coordinator of Emergency Management: This is a position, designated by Arlington County law, which administers the day-to-day emergency management authority that is delegated by the Director of Emergency Management, the County Manager. The position is appointed by the County Manager and is also the Director of the Office of Emergency Management.

Deputy Coordinator of Emergency Management: Assists the Emergency Management Coordinator in his/her duties. The Deputy Coordinators rotate as On-Call Deputy Coordinator of Emergency Management.

Director of Emergency Management: Chapter 58 of the Arlington County Code, section 58-2 states that “the Director of Emergency Management shall be the County Manager, and while acting in this capacity shall have all of the powers and duties established by law for the Director and for the County Manager.”

Director of the Office of Emergency Management: The position is responsible for administering the Comprehensive Emergency Management Program and all activities of the Office of Emergency Management. By Arlington County law, this person is the designated Coordinator of Emergency Management, and assumes the day-to-day emergency management

authority delegated by the Director of Emergency Management, the County Manager.

Duty Officer: A departmental or divisional position with 24/7 availability, and with a mobile communications link, that is logged into the Arlington County Emergency Communications Center (Emergency Communications Center) electronic notification lists as an initial point of contact for said department/division for emergency purposes.

Emergency Call Procedure: The procedure whereby the Emergency Communications Center, upon the instruction of the Director of Emergency Management or other authorized position, immediately alerts County departments and agencies that the emergency operations plan is in effect. It uses an established list to inform designated personnel or positions, who in turn alert the other personnel in their units as indicated. The Emergency Call Procedure is used to provide incident notifications, including advisories, alerts, activations, and incident updates.

Emergency Communications Center: The County facility that, on a day-to-day basis, provides dispatch and communications services for Arlington County Public Safety agencies and others with emergency responsibilities. The Emergency Communications Center administers the Emergency Call Procedures during Arlington County baseline operations, and during emergency mobilization and response until the Emergency Operations Center communications center is mobilized and functioning at a capacity to assume the duties of the Emergency Call Procedure.

Emergency Operations Team: The management unit that operates at the Emergency Operations Center, and is responsible for all Emergency Management Operations.

These responsibilities encompass:

- The Countywide response, with guidance provided to Arlington County departments, agencies, non-governmental emergency organizations, and to the public, by

establishing Countywide goals and strategic objectives.

- Directly managing, through Emergency Operations Center Emergency Operations Team and Emergency Operations Center processes, emergency issues related to the incident but outside the defined scope of the Incident Management Team.
- Directly supporting the Incident Management Team, providing capabilities that are not available through the established incident management system operating in the specific event. This includes coordinating assistance from outside resources (Federal, State, and other local jurisdictions) that aren't obtained through tactical mutual aid or other incident-level management process.
- Assisting the County Manager and Emergency Policy Team in integrating and conveying incident management and emergency operations center plans and information with the Arlington County political authorities.

Emergency Management Operations: The activities that occur during the response phase of an emergency event, based at the Emergency Operations Center and managed and directed by the Emergency Operations Team. Emergency Management Operations include management of the Emergency Operations Center and activities administered by the Emergency Support Functions. Emergency Management Operations are intended to support the incident management team and the incident response, address Countywide incident-related issues that are outside the scope of the incident management team, support the coordination with other jurisdictions and levels of government, and assist with keeping political authorities adequately informed.

Emergency Operations Center: The physical location where the Emergency Operations Team meets and which contains the necessary communications and technological capabilities for supporting the incident response and providing Countywide emergency management of incident-

related problems during a major emergency or disaster. The County Manager, based upon advice from the Emergency Policy Team, Director of the Office of Emergency Management and incident managers, determines when the Emergency Operations Center is activated beyond baseline operations. This, however, does not preclude departments from using the Emergency Operations Center for incidents that have not yet reached a magnitude to require full activation of the Emergency Operations Team and Emergency Operations Center.

Emergency Services: The preparation for and the carrying out of functions, other than those for which military forces are primarily responsible, to prevent, minimize and repair injury and damage resulting from disasters, together with all other activities necessary or incidental to the preparation for and carrying out of the foregoing functions. These functions include, by way of illustration and not limitation, fire fighting services, police services, medical and health services, rescue, engineering, warning services, communications, radiological, chemical and other special weapons defense, evacuation of persons from stricken areas, emergency welfare services, emergency transportation, emergency resource management, existing or properly assigned functions of plant protections, temporary restoration of public utility services, emergency sheltering, and other functions related to civilian protection. These functions also include the administration of approved regional, state and federal disaster recovery and assistance programs.

Emergency Support Functions (ESFs): Pre-planned Task Groups that operate through the Emergency Operations Center in support of the Incident (through tasking from the Incident Management Team) and support Emergency Management Operations that address emergency issues outside the scope or perimeter of the defined incident (through tasking from the Emergency Operations Team – the Emergency Operations Center Management Team). They consist of:

- Emergency Support Function #1
(*Transportation*)
- Emergency Support Function #2
(*Communications*)
- Emergency Support Function #3
(*Public Works and Engineering*)
- Emergency Support Function #4 (*Fire Fighting*)
- Emergency Support Function #5
(*Emergency Management*)
- Emergency Support Function #6
(*Mass Care, Housing, and Human Services*)
- Emergency Support Function #7
(*Resource Support*)
- Emergency Support Function #8 (*Public Health, Environmental Health and Medical Services*)
- Emergency Support Function #9
(*Urban Search and Rescue*)
- Emergency Support Function #10
(*Oil and Hazardous Materials Response*)
- Emergency Support Function #12 (*Energy*)
- Emergency Support Function #13
(*Public Safety and Security*)
- Emergency Support Function #14
(*Long-Term Community Recovery and Mitigation*)
- Emergency Support Function #15
(*External Affairs*)
- Emergency Support Function #16
(*Employee Support*)
- Emergency Support Function #17
(*Volunteer and Donations Management*)
- Emergency Support Function #18
(*Damage Assessment*)

During disaster operations, the Emergency Support Functions are responsible for carrying out the assignments delegated to them from the designated member of the Emergency Operations Team.

Field Operations: Field Operations are all activities within the defined scope of the

“incident” (the incident scope is delineated by the incident managers through their incident goals and objectives). The Incident Management Team manages field operations, and is composed of supervisors of departments and agencies that are responsible for direct incident-scene management of the emergency situation. The Incident Commander is the leader of Field Operations. Each responding department and/or agency should have its own on-scene official for incident coordination and direct supervision. Their location is at the incident command post.

Hazard Vulnerability Analysis: Is a mitigation initiative to identify relevant hazards, and the Arlington County susceptibilities to those hazards’ impacts, in a manner that suggests mitigation and preparedness options. It provides a rational basis for prioritizing the mitigation and preparedness initiatives of an emergency management program.

Incident Commander: The designated public safety official of the agency responsible for overall command at the disaster scene or for the defined incident scope. The Incident Commander is also initially the leader of field operations, until an Operations Chief is designated. Incident command may change from a lower-ranking to a higher-ranking official at any time. Command may also be downgraded at any time. Command responsibility may be shifted from one department to another if the situation or circumstances change.

Incident Command Post: A facility established close to the incident scene (or elsewhere for a diffuse incident or one with multiple scenes), which serves as a base location for managing “field operations” – all activities within the defined scope of the “incident.” Located within the Incident Command Post are designated representatives of the major response agencies for that incident, filling designated positions in the Incident Management Team. The Incident Command Post location is designated by the Incident Commander. If the Incident Command Post and Emergency Operations Center are

co-located in the same building, their personnel and procedures should remain physically separated and functionally distinct.

Incident Management Team: The management unit that directly manages the incident response, and defines the scope of the “incident” within Arlington County. The Incident Management Team provides guidance to responders by establishing incident-specific goals, strategy and objectives, and oversees the development of incident tactics and tactical strategy by the incident operations chief.

Mitigation: Activities designed to eliminate or reduce the chance of occurrence of a hazard, or to reduce or eliminate the effects of a hazard that cannot be prevented. Mitigation includes identifying hazards and Arlington County vulnerabilities to the hazards through a Hazard Vulnerability Analysis. 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.

Non-governmental emergency

organizations: Volunteer agencies, healthcare and other service organizations, and individuals associated with Arlington County emergency management with specifically designated roles in the Arlington County Emergency Operations Plan and/or Recovery Plan.

Office of Emergency Management: The Office of Emergency Management is the Arlington County Government unit that oversees Arlington County emergency management activities under the direction of the Director of Office of Emergency Management. It includes selected senior staff from the Arlington County Police Department, Fire Department, and designated representation from multiple other agencies; e.g. Department of Technology Services, Public Health Division of the Department of Human Services, Sheriff’s

Office. The Office of Emergency Management is responsible for managing the Comprehensive Emergency Management Program and its Component Plans.

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 and conducting training, resource acquisition and maintenance, exercise to evaluate the system, and improvements to the plans and response systems necessary to achieve readiness for all hazards.

Unified Command: This management structure brings together the incident managers of all major organizations involved in the incident, to coordinate an effective response while allowing each manager to carry out his/her own jurisdictional or discipline responsibilities. Unified Command links the organizations responding to the incident at the leadership level, and it provides a forum for these entities to make consensus decisions. Under the Unified Command, the various jurisdictions and/or agencies and non-government responders may blend together throughout the organization to create an integrated response team. Unified Command may be used whenever multiple jurisdictions or response agencies are involved in a response effort.

Unified Command may be established to overcome divisions from:

- Geographic boundaries;
- Government levels;
- Functional and/or statutory responsibilities; or
- Some combination of the above.

Unified Incident Management: The management team created through the Unified Command and management processes.