ARLINGTON
VIRGINIA

Comprehensive Emergency
Management Program
April 2017

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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 an anticipated or immediate event, emergency or disaster. It also provides guidance for coordinating with regional, state, federal, and nongovernmental 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 (OEM) is responsible for the development and maintenance the Comprehensive Emergency Management Program. These efforts are under the supervision of 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 CEMP is provided by the Emergency Policy Team (EPT) which is an independent subcommittee of the County Manager's Executive Leadership Team (ELT).

The CEMP's guidance is organized into component plans that reflect the four phases of emergency management: Mitigation, Preparedness, Response, and Recovery. Extensions of normal (routine) functions, these plans describe activities and assign broad responsibilities to Arlington County government departments, agencies and support organizations for each of the phases.

Mitigation Plan: This 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: This plan encompasses all activities that, in advance of any hazard impact or imminent threat, prepare Arlington County to implement the Emergency Operations Plan and respond to a crisis or emergency.

Response Plan: Known as the Emergency Operations Plan (EOP), this plan describes organizational relationships, functions, processes, and procedures. The EOP is used to manage response to actual or potential incidents exceeding the day-to-day response capability of Arlington County.

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

Arlington County government is committed to the protection of its residents, employees, and visitors. It prepares for 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 recognize the increasing threat of a multitude of major hazards facing Arlington County and the National Capitol Region. To best minimize the hazard threats and prepare for the multi-disciplinary, and sophisticated response needed, Arlington County is coordinating and advancing emergency preparedness activities. It is also focusing on improving its ability to participate in state and regional mitigation, preparedness and response.

Purpose

The Comprehensive Emergency Management Program (CEMP):

- Establishes the legal and organizational basis for emergency management in Arlington County
- Assigns broad responsibilities to County departments, agencies and support organizations for hazard mitigation, preparedness, response, and recovery
- 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 CEMP activities and initiatives have separate plans for each phase, which are designated as CEMP component plans.

The component plans include:

- Mitigation Plan (including the Threat and Hazard Identification and Risk Assessment)
- Preparedness Plan
- Response Plan (Emergency Operations Plan)
- Recovery Plan

These plans are actively evolving initiatives designed to render Arlington County less vulnerable to threats and hazards, and more prepared for an 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)*

* *includes volunteer agencies, healthcare and other service organizations, and individuals associated with Arlington County emergency management with specifically designated roles in the EOP and Recovery Plans. To provide consistency and coordination between, they are referred to in the CEMP as non-governmental emergency organizations*

Legal Authority

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

Arlington County
Code of Arlington County, Chapter 58 Emergency Management

State
Commonwealth of Virginia Emergency Services and Disaster Law of 2008, Title 44-146.13 to 44-146.40, 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:
Basic Plan, March 2015
Support Annex #2 - Recovery Programs, August 2012
Support Annex #4 - Mass Care and Sheltering, August 2012
Support Annex #5 – Evacuation and Re-entry, August 2012
Hazard-Specific Annex #1 - Radiological Emergency Response, August, 2012
Hazard-Specific Annex #2 - Terrorism Consequence Management, August 2012
Hazard-Specific Annex #3 - Hurricane and Tropical Storm Response, September 2014
Hazard-Specific Annex #4 - Pandemic Influenza Response, August 2012
Hazard-Specific Annex #5 – Hazardous Materials Response, August 2012
Hazard-Specific Annex #6 – Technological Hazards Response August 2012

Northern Virginia Hazard Mitigation Plan, March 2017
Volume VII, Virginia Department of Transportation Emergency Operations, July 2000
Volume VIII, Terrorism Consequence Management, April 1999
Metropolitan Washington Council of Governments Regional Emergency Coordination Plan, September 2011
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 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 workforce, and visitors (including tourists). Many individuals may have a variety of access and functional needs extending beyond traditionally overlooked or labeled groups (e.g. mentally and physically impaired or disabled, language challenged, age extremes). It is important to consider and plan for other diverse populations such as single parents, those without vehicles, prisoners, homeless or financially challenged people.

Arlington County may experience events requiring an extraordinary response involving the personnel and resources of the County government and associated organizations. The County may require assistance from other jurisdictions, the Commonwealth of Virginia, the federal government, and non-governmental emergency organizations 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 unpreventable hazards, mitigation may minimize or eliminate the hazards' impact on Arlington County.
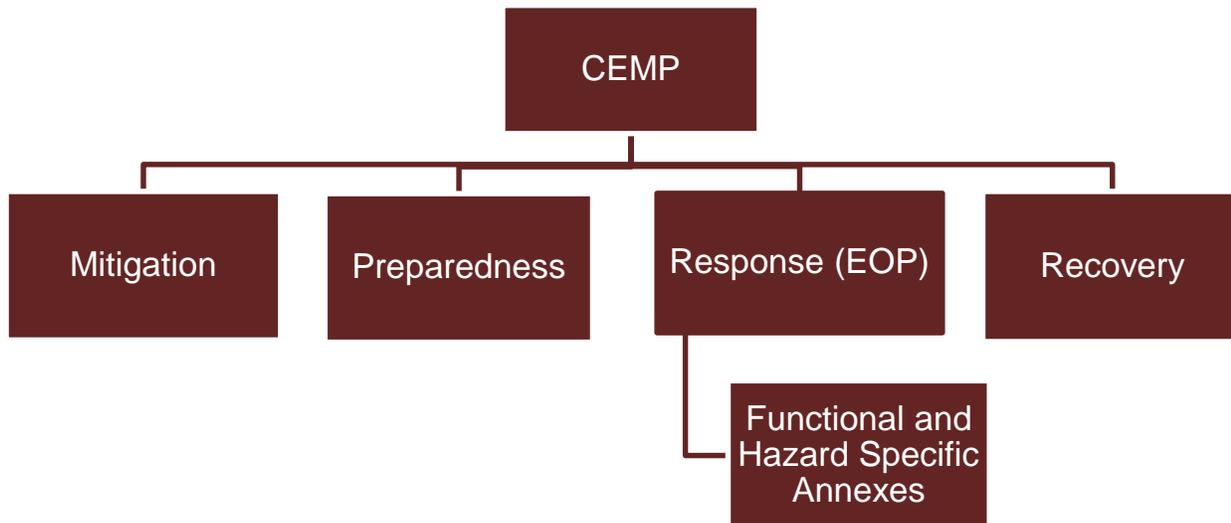
Effective response requires well managed preparatory activities that review and update response plans, accomplish adequate training and evaluates the effectiveness of plans and training through a range of tabletop and field exercises.

An effective response also requires a robust preparedness program that maximizes the ability of residents and businesses in Arlington County 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 along with adequate planning that provides for full restoration, improvement, and future growth in the affected geographic and functional areas.

System Description

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                    │     CEMP     │
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   │Mitigation│ │Preparedness│ │Response (EOP)│ │ Recovery │
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                             │ Functional and│
                             │ Hazard Specific│
                             │    Annexes    │
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Organization

The Comprehensive Emergency Management Program (CEMP) 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 CEMP component plan for each phase: a mitigation plan, a preparedness plan, a response plan, and a recovery plan.

Each component plan includes a system description and a section describing operations and critical actions. In addition to providing useful guidance, the CEMP 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.

Program Governance and Administration

County Manager Form of Government

Arlington County operates under the County Manager form of government where the appointed County Manager is the lead administrator of the County government. A five-member County Board appoints the County Manager.

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

As the County's principal administrative officer, 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 various departments, with the exception of the Arlington Public 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 County Manager delegates the day-to-day authority and responsibility for this function to the Coordinator of Emergency Management, who is also the Director of the Arlington County Office of Emergency Management (OEM).

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
- Public Health 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.

County Board
- Chair
- Vice-Chair
- 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 designee) monitors Comprehensive Emergency Management Program (CEMP) activities, and may issue directives to Arlington County departments, agencies, and other organizations concerning mitigation, preparedness, response and recovery.

The Office of Emergency Management provides day-to-day administration of the CEMP and the normal or routine activities of the mitigation and emergency preparedness program. The Director of the Office of Emergency Management, who reports to the County Manager, supervises these efforts.

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 OEM via the rotation of mid to senior level personnel on temporary assignment to the Office of Emergency Management. Coordination with other key Arlington County departments occurs through assigned departmental representation.

Chaired by the County Manager, the Emergency Policy Team provides policy advice related to the CEMP as necessary. The Director of the Office of Emergency Management interacts with this sub-committee of the County's Executive Leadership Team as the Planning Chief.

The Office of Emergency Management schedules meetings related to the Comprehensive Emergency Management Program for mitigation and preparedness activities.

In addition to regular meetings, training, exercises, and maintenance activities, a standard action within the CEMP is to accomplish an annual review to assure consistency with the program targets. Revisions are developed through the Office of Emergency Management and incorporated after approval from the County Manager.

Related to the strategic goals of OEM, an annual CEMP reporting process summarizes changes to the CEMP and component plan(s), providing strategic guidance for achieving the following year's goals.

OEM Mission Statement and Vision

Vision

A Safe and Ready Future

Mission

To Coordinate Emergency Preparedness and Response Capabilities,

Resources and Outreach for the Arlington Community.

Mitigation Plan

Introduction

The Comprehensive Emergency Management Program (CEMP) Mitigation Plan encompasses all activities that identify threats, hazards, and vulnerabilities, prevents or decreases them and minimizes or eliminates their impact.

The primary hazards identified for Arlington County are:

• Natural: floods, wind damage, tornadoes, severe winter weather, drought, hurricanes and infectious diseases.

• Technological: hazardous materials release, transportation accidents, gas pipeline incidents, power failures, resource shortages, water contamination/shortages

• Intentional civil/criminal disturbances, terrorism

System Description

The foundation for all CEMP initiatives is a hazard vulnerability analysis. This 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 intentionally caused hazards. The CEMP Mitigation Plan includes an annual review and update of this analysis.

Using the information developed by the County's Threat and Hazard Identification and Risk Assessment (THIRA) and other assessments, OEM prioritizes vulnerability concerns and delineates mitigation strategies.

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

Cost-benefit considerations for activities develop priorities for potential mitigation actions or initiatives.

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 evaluate fully, standardize, and update the safety and internal facility emergency plans for each physical location of Arlington County government.
- Ongoing cooperative efforts with law enforcement, intelligence, and security services to decrease the community's 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:

- Amending zoning and building codes and ordinances
- Providing public education and awareness
- Reviewing land use planning
- Addressing mitigation and preparedness activities in manufacturing plants, fuel storage facilities, major institutions, waste disposal facilities, and other facilities to ensure compatibility of emergency plans and procedures.

Governance and Administration

Under authority delegated by the County Manager, the Director of the Office of Emergency Management (OEM) 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 OEM for revising and implementing the Comprehensive Emergency Management Program Mitigation Plan.

The Office of Emergency Management is responsible for completing the CEMP Mitigation Plan for each fiscal year, and establishing a plan of action to accomplish the goals and objectives of the Plan. The OEM 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 CEMP Mitigation Plan.

Individual agencies participate as indicated, or as requested by OEM, in a countywide Threat and Hazard Identification and Risk Assessment (THIRA) or other mitigation initiatives. Each agency also extends the County THIRA to their organization, developing an individual hazard vulnerability analysis that focuses on their specific organization. These agencies then share their identified mitigation needs with the Office of Emergency Management.

Preparedness Plan

Introduction

The Comprehensive Emergency Management Program Preparedness Plan encompasses all activities that prepare Arlington County to implement the Emergency Operations Plan (EOP) and respond to a crisis or emergency.

Preparedness activities include:

- Developing, implementing and maintaining emergency plans and procedures, including both the Response and Recovery Plans.
- Conducting resource assessments.
- Acquiring, implementing, and maintaining facilities, equipment, and supplies necessary for the functions of the Emergency Operations Plan.
- Conducting specialized training to establish the knowledge and skills necessary for the processes and procedures of the EOP, and to maintain the Emergency Operation Center (EOC) and personnel in a constant state of readiness.
- Conducting exercises, and using them (through after-action reviews) to evaluate the Emergency Operations 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.

System Description

The Director of the Office of Emergency Management (OEM), under the authority delegated by the County Manager, oversees all preparedness activities at the level of Arlington County government. These include the activities listed above. Coordination with respective County agencies to develop and maintain established processes and procedures to accomplish their assigned duties within the EOP, Emergency Support Function(s), and the Hazard-Specific Appendices.

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 OEM supervises and coordinates:

- Scheduled revisions and further development of the Arlington County Emergency Operations Plan. These include coordinating the development of individual departmental, agency, and non-governmental emergency organization plans that relate EOP responsibilities for common roles on the Incident Management Team, Emergency Operations Team and Emergency Support Functions (ESFs).
- Annual revisions of the EOP are based on the Threat and Hazard Identification and Risk Assessment, exercise and response experience, and technical and other advances.
- Emergency Operations Plan maintenance, including administration and logistics.
- Coordination of, and incorporation of supportive regional plans and other accepted regional plans into the CEMP and Emergency Operations Plan.

- Establishing and maintaining a training syllabus for education and training for Arlington County staff focusing on EOP, 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 state preparedness efforts, such as the Regional Incident Communications & Coordination System (RICCS), to coordinate communications with National Capital Regional entities in a regional 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 CEMP 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 (EOP).
- Acquiring and maintaining the knowledge and skills necessary to accomplish their EOP 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 EOP will:

- Assure that individual agency management personnel understand the CEMP, 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 staffing of the corresponding Emergency Support Function. This includes ensuring that the ESF documents are current, bringing issues before OEM, providing leadership to the ESF and evaluating the overall performance of the Emergency Support Function.
- Prepare and maintain individual departmental Continuity of Operations Plans (COOP) and Standard Operating Guidelines (SOG) that provide the necessary guidance, instructions and procedures consistent with their assigned responsibilities in the Emergency Operations Plan. As such, OEM 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 to respond to major incidents, and monitor and communicate at all times.
- Maintain a current essential personnel call list (notification rosters), with a copy on file at the Emergency Communications Center. The list should provide 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 EOC representatives, and assure they are trained in EOC 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 EOC 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. At the beginning of exercise planning for large scale multi-agency exercises, OEM staff should be notified.
- OEM encourages the use of the Homeland Security and Exercise Evaluation Program (HSEEP) components and guides during exercises by all Arlington County agencies.

Response Plan

Introduction

The Emergency Operations Plan (EOP) is a description of organizational relationships, functions, processes, and procedures used to manage the response to actual or potential incidents challenging or exceeding the response capability of Arlington County.

System Description

The Emergency Operations Plan (EOP) 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 Center activation, there are three teams that report directly to the County Manager to provide advice 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, and addresses other issues.

The Emergency Policy Team advises the County Manager on strategic policy issues during response and recovery

The Emergency Operations Team:

- Manages the EOC 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 resource 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 are in the Emergency Operations Plan.

Governance and Administration

The Office of Emergency Management (OEM) establishes and maintains the annual CEMP Response Plan. The Office of Emergency Management is responsible for the review and update of the plan and provides direction and oversight of the review and revision of supportive plans to the Emergency Operations Plan (EOP). These plans, such as the Standard Operating Guides, are developed by the Emergency Support Functions and include the various hazard specific and functional annexes to the Emergency Operations Plan. The EOP shall be activated and in effect when so ordered by the County Manager or designee or a member of the Emergency Operations Team. The OEM Director assumes 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 though a declaration is not required. The EOP may also be activated to manage significant requests for mutual aid and cooperative assistance to other jurisdictions that have requested appropriate assistance in response to a major event or incident.

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 or implementing strategic plans for full restoration, improvement, and growth. Examples of recovery actions include the provision of temporary housing and food, and recovering costs associated with the response and recovery operation, including submitting application for state and federal assistance

System Description

The recovery phase is managed through the continued use of EOP management infrastructure and processes (in both the Incident Management Team and the Emergency Operations Center). Primarily addressing recovery objectives, Long-Term Community Recovery (ESF 14) and Public Works and Engineering (ESF 3), are assigned the responsibility for providing guidance concerning recovery efforts following large-scale disasters.

Operations

Throughout 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 reassessment includes the need for continued participation by specific agencies and personnel. As tasks and objectives are accomplished, the demobilization process begins and is used to schedule response and recovery resources in the earliest time frame possible to transition back to regular duties. Organizations, agencies, resources, and personnel should be part of the demobilization process (debriefing, attention to safety, health and medical follow-up issues). The beginning of the recovery phase is the point where the primary 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 Unified Command or other indicated adjustments to management at the Incident Management Team and Emergency Operations Team levels. As recovery continues, situational assessments (both the EOC and in the field) help make the determination that the remaining recovery responsibilities may transfer to a single integrated entity. Under the authority delegated by the County Manager, OEM assures the recovery management process proceeds in an orderly and documented manner. The OEM Director 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) directs a review for 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 reports and provides documentation, dissemination and archiving of findings. The review is accomplished in an objective manner

that identifies issues for improvement, as well as best practices. Corrective actions are developed through a collaborative process involving identified stakeholders.

Terms and Definitions

Emergency and Disaster Terms

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 2008 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.

Hazard Types

Natural Hazard Emergency: Any locally declared emergency produced primarily by forces of nature resulting in severe human or property impact. 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 severely impacting human or property 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 position, under Code of Virginia (44-146.19), administers the day-to-day emergency management authority as delegated by the County Manager, who is officially designated as the Director 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 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 Code, 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 (ECC): 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 ECC administers emergency call procedures during Arlington County normal, day-to-day operations, and during emergency mobilization.

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 by 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 another 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 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 activates beyond baseline operations. The activation, 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, firefighting 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 operating through the Emergency Operations Center in support of the Incident (tasked by the Incident Management Team) and support Emergency Management Operations that address emergency issues outside the scope or perimeter of the defined incident (tasked by the Emergency Operations Team – the Emergency Operations Center Management Team). They consist of:

ESF 1 Transportation
ESF 2 Communications
ESF 3 Public Works and Engineering
ESF 4 Fire Firefighting
ESF 5 Emergency Management
ESF 6 Mass Care, Housing, and Human Services
ESF 7 Resource Support
ESF 8 &11 Public Health, Environmental Health, and Medical Services
ESF 9 Urban Search and Rescue
ESF 10 Oil and Hazardous Materials Response
ESF 12 Energy

ESF 13 Public Safety and Security
ESF 14 Long-Term Community Recovery and Mitigation
ESF 15 External Affairs
ESF 16 Employee Support
ESF 17 Volunteer and Donations Management
ESF 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 managers delineate the incident scope 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 the direct incident management of the emergency situation. The Incident Commander is the leader of Field Operations.

Each responding department and agency should have its 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 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 at 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 in the same location, 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 objectives, strategies 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 Recovery Plan.

Office of Emergency Management (OEM): 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 the Office of Emergency Management. 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 agencies and non-government responders may blend 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 statutory responsibilities
• Some combination of the above

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