

City of Alexandria Emergency Operations Plan



March 2025

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Forward

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

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

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

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

Office of Emergency Management
2003 Mill Road, Suite 3100
Alexandria, VA 22314
Telephone: 703.746.6105

Code of Virginia Emergency Services & Disaster Law

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

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

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

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

Contact Information

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

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

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



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Alyia Gaskins
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Sarah R. Bagley
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703.746.4550

Members of Council
Canak Aguirre
John Taylor Chapman
Abdel Elnoubi
Jacinta E. Greene
R. Kirk McPike

March 27, 2025

I HEREBY CERTIFY that the following motion was adopted by the Alexandria City Council on March 25, 2025:

Upon motion by Councilman Chapman, seconded by Councilwoman Greene and carried unanimously, City Council approved and adopted the 2025 City of Alexandria Emergency Operations Plan (EOP). The vote was as follows: Mayor Gaskins, Vice Mayor Bagley, Councilman Aguirre, Councilman Chapman, Councilman Elnoubi, Councilwoman Greene, and Councilman McPike; Opposed, none.

ATTEST:

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

Letter of Agreement

The City of Alexandria EOP is a multidisciplinary all-hazards plan that establishes a comprehensive framework for the management of major emergencies and disasters within the City. The EOP is utilized when it becomes necessary to mobilize the resources of participating departments and agencies to save lives, protect property, and/or preserve the environment. The EOP assigns primary and secondary roles and responsibilities to City departments and agencies, as well as coordinating roles to external stakeholders; each annex has one designated lead City department responsible for coordinating and/or executing all functions as outlined in that annex. The EOP requires planning, training, and exercising prior to real-world events in order for the City to respond effectively. An agreement to this EOP represents a major commitment by City leadership.

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

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

13. Maintain an approved agency/department-specific Continuity of Operations Plan (COOP) in accordance with City Administrative Regulation 8-2.
14. Maintain a five-tier or greater line of succession (i.e., The 5-Deep List) for the agency/department's senior positions with the authority to make decisions for committing organizational resources.
15. Safeguard vital records, including digital data, at all times.
16. Establish stand-by contracts for services, equipment, and other resources with private industry.
17. In cooperation with OEM, establish mutual aid agreements with surrounding municipalities as appropriate.
18. Annually review all emergency plans, policies, and procedures.
19. Orient and train all personnel with their emergency responsibilities and procedures on a regular basis.

Records of Changes

Change #	Revision Date	Description of Change	Page #	Initials

Purpose

The City of Alexandria Emergency Operations Plan (EOP) is a strategic, living document that will be reviewed annually and updated, minimally, every four years. OEM, in coordination with relevant City departments, agencies, and external partners will facilitate the review and update process.

OEM's Mission

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

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

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

OEM will provide guidance on:

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

Scope

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

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

Planning Assumptions

- This “all-hazards” plan provides the base response framework and guidance for any emergency or disaster situation that could occur.
- Nothing in this EOP alters or impedes the ability of Federal, State, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive Orders, or directives.
- This EOP identifies ICS and NIMS as the flexible principle and concept that will be implemented to organize and coordinate emergency response operations.
- The City is responsible for implementing the EOP and maintaining the response and recovery capability to protect the lives and property of its residents and visitors from the effects of human-caused and natural disasters.
- The City will commit all available resources to save lives, minimize property and environmental damages, and conduct emergency response and recovery operations.
- The City government will continue to function throughout a disaster or emergency. Depending upon the scope and magnitude of the incident, concurrent implementation of the Continuity of Operations Plan (COOP)/Continuity of Government Operations may be necessary. All City departments are required to maintain an up-to-date COOP per A.R. 8-4.
- Emergencies of various type, size, intensity, and duration will occur within or near the jurisdictional boundaries of the City of Alexandria, with or without warning. These emergencies can develop into disasters that affect the safety, health, and welfare of the population and cause damage or destruction of private and public property and/or the environment.
- City departments may be required to respond on short notice, during and outside normal business hours, to provide effective and timely assistance. It is the responsibility of each department to ensure staff is trained, prepared, and available to respond.
- Response operations may last for several hours, days, or weeks. Recovery operations may last for days, weeks, months, or years. City departments or organizations providing staff to the EOC must have the capability to maintain operations 24 hours per day and 7 days a week (24/7) for the duration of the emergency.
- Departments will maintain a roster of individuals designated to fill pre-identified EOC positions; EOC rostered personnel will remain ready to support EOC activations

- During emergencies, capabilities to respond to collateral and unrelated emergencies must be maintained, further impacting the availability of resources for the emergency incident.
- An emergency may escalate quickly and require the rapid mobilization and reallocation of available resources.
- In the event the emergency exceeds local capabilities, outside assistance may be requested, either through mutual aid support agreements with nearby jurisdictions and volunteer emergency organizations and/or through the Virginia EOC. However, often a local emergency must be declared, and local resources must be fully committed before state and federal assistance is available.
- Depending on the size and scope of the incident and/or concurrent incidents across a wide geographic area, external resources may not be available in a timely manner, which may result in competition for scarce resources.
- Residents or visitors may have access and functional needs, which may require additional specialized assistance during an emergency.
- The Finance and Administration Section of the EOC, when activated, will establish cost tracking, documentation, and reporting procedures in accordance with City, State, and Federal guidelines. All EOC personnel, City departments, and eligible external partners expending resources on disaster operations will adhere to these procedures to aid in the cost reimbursement and recovery process.
- This EOP will incorporate the FEMA Lifelines construct to assist with framing impacts and guiding response operations and restoration priorities.

Location & Geography

- Alexandria is in Northern Virginia, south across the Potomac River from Washington, D.C. The City encompasses 15.75 square miles at an average elevation of 30 feet above sea level. The population of the City was 159,467 according to the 2020 Census, which is a 19,501 resident increase since the 2010 Census. Alexandria's high population density, at 10,124 residents per square mile, makes it one of the densest jurisdictions in the Commonwealth of Virginia. High population density coupled with its location near the Nation's Capital and along the banks of the Potomac River increases the City's vulnerability to a variety of hazards. As sea levels rise, permanent inundation of low-lying areas along and near the river shoreline is also a concern. Winter weather and high wind events also pose a significant threat to the City as the 2015-2016 winter storm and summer seasons have proven.

Community Lifelines

FEMA Community Lifelines enable continuous operation of critical government and business functions and are essential to human health and safety or economic security. Community Lifelines are the most fundamental community services that, when stabilized, enable all other aspects of our society to function. The City uses Community Lifelines to help assess the impact of emergencies and make resource allocation decisions. When disrupted, the goal is to stabilize and restore the impacted lifeline(s) back to “normal”. Community Lifelines consist of the following:

1. Safety and Security
2. Food, Hydration, and Shelter
3. Health and Medical
4. Energy
5. Communications
6. Transportation
7. Hazardous Materials
8. Water Systems

Every incident will impact the lifelines differently. Each lifeline is comprised of components and subcomponents that help break down the different elements of the lifelines. To assess the status of lifeline components, the following assessment methodology can be used:

Lifeline Component Assessment Tool

Assessment	
Status	“What?”
Impact	“So what?”
Actions	“Now What?”
Limiting Factors	“What’s the Gap?”
ETA to Green	“When?”

Potential Lifeline Impacts of Disasters and Emergencies

- Significant natural, human-caused, or technological emergencies may overwhelm the capabilities of the City of Alexandria to provide prompt and effective emergency response and emergency short-term recovery measures.
- Impacts from incidents may impact different lifeline components and critical infrastructure.
- There is the potential for widespread damages to telecommunications infrastructure, which would impair the ability of the government to operate and emergency response agencies to communicate.
- Emergencies may severely damage or destroy homes, public buildings, and other critical facilities and equipment.
- Debris may make roadways impassable. The movement of emergency supplies and resources could be seriously impeded.
- Public utilities may be damaged and either fully or partially inoperable.
- Designated emergency personnel could be personally impacted by an incident, preventing them from performing their assigned emergency duties.
- There could be shortages of a wide variety of supplies necessary for emergency survival.
- Hospitals, nursing homes, pharmacies, and other health/medical facilities may be severely damaged or destroyed. Medical and health care facilities that remain in operation will be overwhelmed by the number of victims requiring medical attention. Medical supplies and equipment will be in short supply.
- Damage to fixed facilities that generate, produce, use, store, or dispose of hazardous materials could result in the release of hazardous materials into the environment.
- Food processing and distribution capabilities may be severely damaged or destroyed. There could be minimal to a total disruption of energy sources and prolonged electric power failure.

Hazard Analysis

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

HAZARDS AFFECTING THE CITY OF ALEXANDRIA		
Natural	Technological	Human/Societal
<ul style="list-style-type: none"> • Pandemic Influenza • Severe Storms • Hurricanes/Tropical Storms • Extreme Temperatures • Tornados • High Winds • Droughts • Winter Storms • Flooding: Flash and River 	<ul style="list-style-type: none"> • Communications Failures • Fires: Explosion/Structural • Fuel/Resource Shortages • Power/Utility Outages • Radiological • Transportation Accidents: Aircraft, Marine and Motor Vehicle • Chemical Releases: Rail, Highway, Fixed Facility 	<ul style="list-style-type: none"> • Civil Disturbance/Riots • Terrorism: Biological, Chemical, Cyberattacks, Explosive, Nuclear, and Radiological • Workplace Violence, Hostage Taking • Food and Water Supply Disruptions

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

Delegation of Authority

- The City Manager is the Director of Emergency Management for the City of Alexandria. The City Manager has designated the Emergency Management Coordinator to head OEM. Emergency response functions are also part of the day-to-day function of many City departments. While the routine functions of most City departments are not of an emergency nature, pursuant to this EOP, all of the City's employees may be utilized in the City's efforts to respond to and recover from emergencies.
- Emergencies may require City departments to perform extraordinary functions (as per Code of Virginia §44-146.19 and City Code §4-3). In these situations, every attempt will be made by City leadership to preserve the City's organizational integrity and to assign emergency tasks to City employees that are consistent with their normal duties. However, it may be necessary to re-assign City employees and use them in functions or areas of greatest need. Daily functions that do not contribute directly to the emergency operations may be suspended for the duration of the emergency.
- The Director of Emergency Management, or designee, is responsible for organizing emergency management and directing emergency operations through the regularly constituted government structure and using equipment, supplies, and facilities of existing departments and organizations of the City to the maximum extent practicable.

- The Director of Emergency Management may, in collaboration with other public and private agencies within the Commonwealth or other States or localities, develop or oversee the development of mutual aid agreements or reciprocal assistance in the case of an emergency or disaster too great to be handled unassisted.
- When a local emergency is declared, the Director of Emergency Management, or designee, is authorized by Va. Code §44-146.19(C) to:
 - Control, restrict, allocate, or regulate the use, sale, production, and distribution of food, fuel, clothing, and other commodities, materials, goods, services, and resource systems that do not impact systems affecting adjoining political subdivisions.
 - Enter into contracts and incur obligation on behalf of the City necessary to combat such threatened or actual disaster, protect the health and safety of persons or property, and provide emergency assistance to the survivors of such disasters.
 - In exercising these powers, proceed without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) pertaining to the performance of public work; entering into contracts, incurring obligations, employing temporary workers, renting equipment, purchasing supplies and materials, and expending public funds, provided such funds in excess of appropriations in the current approved budget are unobligated and available.
- Regardless of whether or not the City is operating under a local emergency declaration, there should still be monitoring of and accountability for the expenditure of City funds as outlines in appropriate City policies and regulations.

Concept of Operations

- Each City department is responsible for fulfilling applicable responsibilities for the Emergency Support Functions (ESFs) for which it is the primary or support department. This obligation includes committing resources and/or personnel. Each department must be aware of its available equipment and the disposition of other physical resources. It must ensure that its personnel are aware of and trained on the department's responsibilities.

With this EOP, the City endeavors to:

- ***Protect Public Health and Safety and Prevent Loss of Life:*** It will undertake efforts to save human life; rescue endangered people; treat the injured; warn the public to avoid further casualties; evacuate people from impacted area; direct people to shelter and mass care; ensure the

provision of necessary medication and vaccination; monitor and regulate sources of food and water; and save animals.

- ***Preserve Property and the Environment:*** It will make every reasonable effort to save property from destruction; prevent further loss; provide security for property, especially in evacuated areas; and prevent contamination to the environment.
- ***Assure Continuity of Government and Government Operations:*** It will provide lines of succession for elected and appointed officials; assure that essential functions of government can be maintained and/or restored with minimal interruption.
- ***Restore the Community to Normal:*** It will aim to restore critical infrastructure, including utilities, as well as the economic basis of the community, to as near to normal as possible.
- ***Prepare the City in Advance of an Emergency:*** It will develop plans for responding to and recovering from emergencies; train staff on how to perform the duties and responsibilities contained in plans; practice implementing the plans; and modify the plans based on lessons learned.

Direction, Control, and Coordination

- The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, stipulates that emergency services organizations and operations will be structured around the existing constitutional government. The City's organization for emergency operations consists of existing government departments and private emergency response organizations.
- Direction and control of emergency management is the responsibility of the City Manager as the designated Director of Emergency Management. The day-to-day emergency preparedness program has been delegated to the Emergency Management Coordinator. The Director of Emergency Management, in conjunction with the Emergency Management Coordinator, will coordinate emergency operations in times of emergency and issue instructions to other services and organizations concerning disaster preparedness.
- The Director of Emergency Management, or designee, has the legal authority to implement this EOP. The Director of Emergency Management may declare a local emergency in consultation with the Emergency Management Coordinator. The declaration of a local emergency activates the EOP or parts thereof.
- The Emergency Management Coordinator will notify the Virginia Department of Emergency Management (VDEM) immediately upon the declaration of a local emergency.

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

National Incident Management System (NIMS)

- Homeland Security Presidential Directives 5 directs Federal agencies to adopt NIMS and encourages the adoption of NIMS by all other stakeholders – state, tribal, and local governments, private sector organizations, critical infrastructure owners and operators, and non-government organizations involved in emergency management.
- Based upon emergency management and incident response practices, NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes that enables effective, efficient, and collaborative incident management. The institutionalization of these elements nationwide through training helps to mitigate risk by achieving greater preparedness.
- The EOP has been developed to address all hazards that may threaten the City by providing the response framework and guidance for any emergency or disaster situation that occurs. The organization and concept of operations are designed to allow flexibility and discretion through command and control of the incident, using the concepts of the Incident Command System (ICS). Emergency operations will be managed in accordance with NIMS.

Emergency Management Facilities

Incident Command Post (ICP)

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

Emergency Operations Center (EOC)

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

Department Operations Center (DOC)

- Each City department may establish a location from which to establish direction and control of its respective department activities in an emergency, which may be located in the department's operational headquarters, or another appropriate location, depending upon the circumstances.
- Any department operating from another location other than the EOC will maintain contact with the EOC through direct, redundant communications, such as telephones, computer, and/or radio.
- All departments must ensure that communication systems are in place between EOC representatives and their DOCs.

Joint Information Center (JIC)

- The JIC is a physical or virtual location where public affairs personnel from organizations involved in incident management activities work together to provide critical information, crisis communications, and public affairs support.

- The JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident mitigation, prevention, preparedness, response, and recovery actions.

Joint Field Office (JFO)

- The JFO is a federal multi-agency coordination center only established after a federally declared disaster. It provides a central location for coordination of federal, state, local, tribal, and non-governmental organizations and enables the effective and efficient coordination of federal incident-related mitigation, prevention, preparedness, response, and recovery actions.

Disaster Recovery Center (DRC)

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

Comprehensive Emergency Management Phases

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

Phase 1: Mitigation

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

Phase 2: Preparedness

- Preparedness activities consist of almost any pre-emergency action that will improve the safety or effectiveness of the emergency response. Preparedness activities have the potential to save lives when integrated into City-wide emergency response and recovery efforts.
- City departments will ensure their employees are trained to implement emergency preparedness procedures. Departments will validate their readiness for an emergency through internal drills and

participation in City-wide exercises. Other governmental jurisdictions within and outside the City's boundaries may also be encouraged to participate in these exercises. Exercises results will be documented, and recommendations implemented to improve the City's preparedness for an emergency. OEM will continuously revise the EOP, based on information obtained from ongoing planning and exercises, as well as changing circumstances and evolving services.

- Prevention activities also include educating citizens about protective actions, such as creating an emergency kit.

Phase 3: Response

- Response is the use of the resources to address the immediate and short-term effects of an emergency. Emergency response efforts can minimize suffering, loss of life, and property damage, as well as maintain or speed the restoration of essential government services.
- When initiating the response operation, the City's Emergency Management Team (EMT), as identified in the Emergency Support Function (ESF) Primary/Coordinating Agency Matrix, will conduct an initial assessment of the situation, determine the need to alert others, and take appropriate actions to reduce the risks and potential impacts of the emergency.
- Emergency response activities may include activating the City's EOC for coordinating response support.
- City departments may assist with issuing and transmitting emergency alerts and warnings, supporting first responder efforts to protect lives and property, maintaining or restoring essential services, and protecting vital resources and the environment.

Phase 4: Recovery

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

Continuity of Operations and Preservation of Records

Continuity of Operations

Each City department shall develop a COOP plan to explain how it will continue to perform its essential functions under emergency conditions. The COOP shall include identification of essential department functions and key personnel; a procedure for protection of vital records; plans and procedures to utilize alternate facilities and resources to continue operations if the department's primary facility(ies) become unstable or unusable; and measures for the protection and welfare of employees. COOP plans must be updated, exercised, and trained on an annual basis (City of Alexandria A.R. 8-4: Continuity of Operations Plan (COOP)).

Preservation of Records

- All City departments will develop plans and procedures to guarantee the preservation of vital public records, including their reconstitution, if necessary, during and after emergencies.
- In general, vital public records include those considered essential to the continued operation of City government; considered absolutely essential to the City's ability to fulfill its responsibilities to the public; required to protect the rights of individuals and the City; and, essential to the restoration of life support services. Documentation of actions taken during an emergency is a legal requirement.
- Specific vital public records include vital statistics, deeds, corporation papers, operational plans, planning records, resources data, authorities, personnel and payroll rosters, succession lists, supplies and equipment lists, charters, and financial records.

Emergency Declarations

Emergency Declaration

- "Emergency," as defined by the Robert T. Stafford Act, means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

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

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

Local Emergency Declaration

- The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, § 44-146.17 to § 44-146.19c Code of Virginia, as amended, contains the authority pertaining to the declaration of local emergencies.
- “Local emergency,” as defined by the Commonwealth of Virginia Emergency Services and Disaster Law of 2000 (Va. Code §44-146.16 and §44-146.21), means the condition declared by the Alexandria City Council when, in its judgment, the threat or actual occurrence of an emergency or disaster is, or threatens to be, of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby. However, a local emergency that arises wholly or substantially out of a resource shortage may be declared only by the Governor, upon the petition of the City Council, when he deems the threat or actual occurrence of such an emergency or disaster to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused by the resource shortage. These two Virginia Code provisions do not prohibit the City Council from taking prudent measures to manage the City’s water supply to prevent or manage a water shortage.
- Pursuant to § 4-3-35 of the City of Alexandria Code, when the threat or the actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused thereby, the City Manager may declare the existence of a Local Emergency, with the consent of the City Council. In the event that the City Council cannot convene due to the emergency or other exigent

circumstances, the City Manager's declaration must be confirmed by City Council within 14 days.

- Also pursuant to § 4-3-5 of the City Code, a declaration of a local emergency officially activates the response and recovery programs of the local emergency operations plan and authorizes the furnishing of aid and assistance thereunder.

Major Disaster Declaration

- "Major disaster," as defined by the Robert T. Stafford Act, means any natural catastrophe including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, snowstorms or drought, or regardless of cause, any fire, flood, explosion, in any part of the United States, which, in the determination of the President of the United States, is determined to be of sufficient severity and magnitude to warrant major disaster assistance from the resources of states, local governments, and disaster relief organizations to alleviate the damage, loss, hardship, or suffering caused by the catastrophe.
- A presidential Major Disaster Declaration activates long-term federal recovery programs, some of which are matched by state programs, that are designed to help disaster survivors, businesses, and public entities. There are three major categories of disaster aid available under a Major Disaster Declaration: Individual Assistance, Public Assistance, and Hazard Mitigation.

Individual Assistance

The aid available to individuals and households includes:

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

- Other disaster aid programs include crisis counseling, disaster-related unemployment assistance, legal aid, and assistance with income tax, Social Security, and veterans benefits.

Public Assistance

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

Hazard Mitigation

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

Operational Control

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

Response Program

The City has identified ESFs for use during response operations, supported by department responsibilities. Within the EOC, the City utilizes the ESF/ICS hybrid structure to organize resources to carry out tasks.

Recovery Program

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

Emergency Preparedness Responsibilities

Many City departments have emergency-related responsibilities in addition to their normal functions. Each department director is responsible for the development and maintenance of the department's emergency response and COOP plans and procedures for each division and section and performing such functions as may be required to cope with effectively and recovery from any emergency. Specifically, the following common emergency preparedness responsibilities are to the responsibility of all City departments and offices:

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

Emergency Response Responsibilities

The following common emergency response responsibilities are the responsibility of every City department and office.

- Participate as requested in mitigation, preparedness, response, and recovery activities.
- Provide staff members with training and exercise opportunities to prepare them to carry out their responsibilities as identified in this EOP.
- Upon receipt of an alert or warning of an emergency, initiate notification actions to alert employees on assigned response duties.
- As appropriate during an emergency:
 - Suspend or curtail normal business activities.
 - Recall needed off-duty employees.
 - Send employees home that are not needed so they can protect their families and property.
 - Secure and protect departmental facilities and equipment.
 - Evacuate departmental facilities.
- As requested, augment efforts to warn the public using vehicles equipped with public address systems, sirens, employees going from door to door, making telephone notifications to department clients, etc.
- Keep the EOC informed of field activities, and maintain a communications link to the EOC.
- Activate a DOC, if appropriate, to support and facilitate department response activities, maintain event logs, and report information to the EOC.
- Report damages and status of critical facilities to the EOC.
- If requested, send a representative to the EOC.
- Coordinate with the EOC to establish protocols for interfacing with state and federal responders.
- Coordinate with the EOC Public Information Officer before releasing information to the media.
- Submit reports to the EOC detailing departmental plans, emergency expenditures, and obligations.
- Provide personnel and equipment in support of emergency operations, as needed.

Public Information (External Communications)

- During an emergency, it is essential that the public is provided with timely, accurate, and easily understood information on protective measures that need to be taken to save lives and protect property.

- The Office of Communications & Community Engagement (OCCE) serves as the lead for ESF #15: External Affairs and will provide a staff member to serve as the Public Information Officer (PIO). The PIO will be the primary point of release of information to the media and be responsible for arranging regular briefings for the media at a suitable time and location.
- Any request for information by the media shall be referred to the EOC and/or the PIO. This does not preclude public safety PIOs from responding to media inquiries on the scene and coordinating with External Affairs.
- Other departments with technical expertise will provide assistance to the PIO to prepare appropriate protective actions, guidance, and other emergency related information.

Emergency Alerts and Warning

- The Office of Emergency Management has primary responsibility for activating the Integrated Public Alert and Warning System (IPAWS) when emergencies require an immediate response to protect life and property.
- The Integrated Public Alert & Warning System (IPAWS) is FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using [Wireless Emergency Alerts](#), to radio and television via the [Emergency Alert System](#), and on the National Oceanic and Atmospheric Administration's Weather Radio.
- The NWS issues watches, advisories, and warnings regarding weather related threats that are disseminated through a variety of sources.
- The City website and social media resources will be used to provide emergency information to residents.
- The City of Alexandria has access to the Regional Incident Communication & Coordination System (RICCS) managed by the Metropolitan Washington Council of Governments (MWCOG) as a means of receiving and distributing information to government officials about incidents with regional implications for the National Capital Region (NCR).
- The Washington Area Warning and Alert System (WAWAS) is a private telephone system also used by area operations centers to share emergency information.
- The City of Alexandria maintains an electronic messaging system that provides the capability to distribute notifications and emergency alerts to residents that have registered with the system via electronic email, cellular phone, or using text messaging system, such as eNews.
- The City, under the auspices of OCCE, maintains a government access channel that can be used for emergency notification purposes, AlexTV Channel 70 on Comcast Cable System.

Information Collection, Analysis, and Dissemination

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

Communication

- The primary and supporting agencies identified in ESF # 2: Information Technology & Telecommunications are responsible for establishing and maintaining internal City communications systems.
- The EOC Manager and OEM staff will be responsible for establishing communications with surrounding jurisdictions, the Virginia EOC (VEOC), and federal agencies as appropriate.
- The City public safety departments maintain interoperable radio communications as established through the NCR Tactical Interoperability Communications Plan as well as with the State Interdepartmental Radio System.

Administration, Finance, and Logistics

General

- After a local emergency declaration by the City Manager or a state declaration of emergency by the Governor, normal fiscal and administrative functions and regulations may need to be temporarily modified or suspended to support emergency operations in a timely manner.

- The City Manager will authorize the use of emergency financial and procurement procedures, and the Finance Director will announce which are activated and assure they are implemented properly.
- City emergency response and recovery costs must be properly documented so that eligible reimbursements from state and federal sources may be possible.
- Specific responsibilities and tasks during emergency response operations are detailed in Support Annex 4: Administration and Finance.

Policies

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

Administration

- During an emergency, administrative procedures may have to be suspended, relaxed, or made optional in the interest of protecting life or property. Departments are authorized to take necessary and prudent actions in response to emergency incidents. Emergency services/public safety officers have independent authority to react to emergencies.
- Normal procedures which do not interfere with the timely accomplishment of emergency tasks will continue to be used. Those emergency administrative procedures which depart from business-as-usual will be described in detail in department emergency policies, procedures, and instructions or in the incident action plan during EOC activation.
- Departments are responsible for keeping records of the name, arrival time, deployment duration, departure time, and other information relative to the service of emergency workers, as well as documentation of the injuries, lost or damaged equipment, and any extraordinary costs.

Fiscal

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

Logistics

- Departments responding to emergencies will first use their available resources. When the EOC is activated, it becomes the focal point for procurement, distribution, and replacement of personnel, equipment, and supplies. Scarce resources will be allocated according to established priorities and objectives of the EOC Manager and Incident Commander(s).
- Logistics will be needed to support field operations, EOC operations, and provide mass care resources to impacted members of the community.
- All City departments are expected to maintain an inventory of all non-consumable items, to include their disposition after the conclusion of the emergency.

Insurance

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

Emergency Response Program Organization

- In accordance with City Code § 4-3-4, the City Manager, as the Director of Emergency Management, has the executive authority to organize emergency service and direct emergency operations of government. City Council resolution determines the line of succession for the City Manager's emergency powers. The City Clerk and the Office of Emergency Management have copies of this resolution on file.
- The City Manager appoints an Emergency Management Coordinator to lead the Office of Emergency Management (OEM) and who is responsible for overall coordination of emergency management operations under the direction of the City Manager.
- City Administrative Regulation 8-2 provides specific guidance on the roles and responsibilities of City department heads and staff during emergencies.
- Department heads will document appointments and work assignments in an emergency. They submit a complete emergency action plan on staffing allocation, equipment distribution, and other emergency-related needs as requested by OEM. A department carries out its emergency duties as described in the EOP concurrently with its essential functions, as described in its COOP plan.
- Emergency operations are normally conducted at the City's EOC. The City maintains a primary and backup EOC.
- The City EOC utilizes the scalable organizational structure of NIMS/ICS for incidents/events, preparedness, response, and recovery efforts. The EOC organization adapts to the magnitude and complexity of the situation at hand and incorporates the ICS principles regarding the span of control and standard organizational structure. Although the EOC uses the ICS structure, it does not directly manage on-scene efforts, and instead conducts broader operational support and coordination for activities that are not part of specific incidents.
- The EOC functions as a central location for coordinating emergency response and recovery efforts, receiving situational awareness updates, and providing a workspace for City, state, and local agency representatives.

EOC Activation

- Consistent with the principles of ICS, the City responds to emergencies in a flexible manner to meet the demands of each emergency. When the City's response to an emergency requires an

EOC activation, it will be staffed with those personnel and departments necessary to manage the situation. The EOC organization may change throughout the duration of the activation.

- The Emergency Management Coordinator, any department head, or any incident commander in the field may recommend the activation of the EOC. Only the City Manager (or designee) can authorize an EOC activation.
- The EOC may be required to operate on a 24-hours basis for the duration of an emergency. During a 24-hour operation, shifts will normally last 12-hours but may be adjusted based on the needs created by the emergency. Each position in the EOC must have a total of, at minimum, two people designated to cover shift staffing over a 24-hour period.

OEM Operating Status (EM Coordinator has authority)

- **Level 1 Steady State/Normal Operations:** Routine day-to-day readiness. All departments exercise normal authority and follow normal operating procedures.
- **Level 1b Enhanced/Monitoring Status:** OEM Duty Officer may initiate enhanced coordination with key stakeholders and/or information reporting in response to or anticipation of impacts that have the potential to exceed normal operating capacity. Departments may be requested to provide names to roster EOC positions in the event of an activation.

EOC Activation Levels (EM Director has authority)

- **Level 2 – Partial Activation:** Activation of selected emergency support functions and reporting procedures in response to an event.
- **Level 3 – Full Activation:** City resources are deployed to the fullest extent and all emergency support functions are activated.

EOC Command Staff

- The EOC Command Staff coordinate the information, safety, and liaison functions during activations.

EOC Manager

- The City Manager or designee staffs this position.
- The EOC Manager, supported by the Emergency Management Coordinator, ensures that the EOC is adequately staffed and that the appropriate ESFs are activated to meet the demands of the emergency.

- The EOC Manager appoints the Command Staff (PIO, Safety Officer, and Liaison Officer), as well as the EOC Section Chiefs.
- The EOC Manager is responsible for assuring that all required activities are performed.
- The EOC Manager may appoint a Deputy EOC Manager as needed.

Legal Officer

- The City Attorney staffs the Legal Officer function and advises the EOC Manager on emergency declarations, resolutions, and legal issues.

Liaison Officer

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

Public Information Officer (PIO)

- Reports to EOC Manager.
- The Director of Communications & Community Engagement or designee usually staffs this position and reports to the EOC Manager.
- The PIO is responsible for implementing ESF # 15: External Affairs.
- The PIO has responsibility for rumor control, public and media inquiries, and information release.

Safety Officer

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

EOC General Staff

- The EOC General Staff positions are broken into four sections in the EOC: Operations, Planning, Logistics, and Administration/Finance..
- Each EOC section may have subordinate components called branches, divisions, groups, or units that are either functionally or geographically oriented. The magnitude and nature of the emergency will dictate the size and number of subordinate entities and functions within the EOC.

Operations Section

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

Planning Section

- The Planning Section collects, evaluates, disseminates, and documents information about the incident, status of resources, and development of the EOC Action Plan. It compiles damage assessments, develops recovery plans, and is responsible for implementing the ESF # 5: Information & Planning.
- The Planning Section has the following responsibilities and may consist of the following units:
 - The Damage Assessment Unit is responsible for implementing Support Annex # 2: Life Safety & Damage Assessment.
 - The Demobilization Unit is responsible for planning and managing the demobilization process for resources assigned to the City and for recovery transition planning.
 - The Documentation Unit is responsible for assuring all records of the response are captured and retained.
 - The Situation Unit is responsible for maintaining and providing overall situational awareness, including GIS capability.

Logistics Section

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

Administration/Finance Section

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

Emergency Support Functions

- The City of Alexandria uses ESFs to group and describe the kinds of resources and types of City assistance that are available to support its response efforts. Each ESF has a City department or agency as the primary department/agency responsible for coordinating activities. During response and recovery operations, the primary department/agency forms and activates teams that are responsible for working with the appropriate City officials to identify unmet needs. Each ESF outlines the likely actions needed for a response operation and specifies the roles and responsibilities of each individual department or agency. Within the EOC, the City utilizes the ESF/ICS hybrid structure to organize resources to carry out the required emergency support function.
- It is important to note that the primary coordinating department/agency for an ESF may not have full authority to execute all the defined responsibilities/roles for that ESF. Rather, the primary

coordinating department/agency is responsible for organizing and coordinating with representatives of the coordinating departments/agencies to accomplish given tasks associated with an incident.

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

Support Annex

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

Plan Development and Maintenance

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

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

Authorities and References

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

Federal

- The Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- The Homeland Security Act of 2002.
- The Disaster Mitigation Act of 2000, Public Law 106-390.
- The Intelligence Reform and Terrorism Protection Act of 2004, Public law 108-458, section 7302.
- “Emergency Services and Assistance,” Code of Federal Regulations, Title 44.
- Americans with Disabilities Act of 2010.
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003.
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003.
- National Incident Management System (NIMS), March 2004.
- National Response Plan (NRP), December 2004 and Notice of Change to the National Response Plan May 25, 2006, updated and renamed to the National Response Framework (NRF), January 2008.

Commonwealth of Virginia

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

Local

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

References

- Virginia Department of Emergency Management (VDEM) State Mutual Aid Operations Manual, September 2006.
- Emergency Management Accreditation Program (EMAP) Standard, May 2019.
- Northern Virginia Regional Hazard Mitigation Plan, 2022.
- Northern Virginia Regional Evacuation Plan.
- Commonwealth of Virginia Emergency Operations Plan, 2021.
- Developing and Maintaining Emergency Operations Plan: Comprehensive Preparedness Guide (CPG) 101 Version 2.0

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

City Departments & Partner Organizations	Emergency Management Team	P = Primary S = Support C = Coordinating													
		ESF #	1	2	3	4	5	6	7	8	9	10	11	12	13
		Alexandria City Public Schools	S	S	S	S		S	S	S		S			S
Amateur Radio				S				S							S
Animal Welfare League								S		S					
Circuit Court Judge				S											
City Attorney															
City Manager	P														
Clerk of Circuit Court															S
Code Administration	S			S	S	S		S			S	S	S		S
Communications & Community Engagement	S			S			S			S					P
Community & Human Services								P		S					S
Court Services				S											S
DASH			S			S		S							S

City Departments & Coordinating Organizations	Emergency Management Team	P = Primary S = Support C = Coordinating															
		ESF #	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Emergency & Customer Communications				S													S
Finance				S						P							
Fire Department	S		S		P		S	S	S	P	P				S		S
Emergency Management	S		S			P											
General Services	S	P	S	S									S				S
GIS						S			S								
Health Department	S				S	S	S	S	P		S				S		S
Historic Alexandria																	S
Housing																	S
Human Resources																	S
Human Rights							S	S									
Information Technology Services			P														
Library							S										S
Management & Budget																	

City Departments & Coordinating Organizations	Emergency Management Team	P = Primary S = Support C = Coordinating															
		ESF #	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Planning & Zoning																	
Police Department	S	P	S	S	S		S	S	S	S	S			P			S
Project Implementation					S												
Real Estate Assessments						S											
Recreation, Parks, & Cultural Activities	S	S	S	S	S			S		S	S						S
Sheriff's Office	S	S	S	S	S			S	S	S	S			P			S
Transportation & Environmental Services	S	P	S	P	S			S	S	S	S		P	S			S
Coordinating Organizations																	
Alexandria Renew Enterprises				C										C			
American Red Cross								S	C	C							
AT&T			C														
Comcast			C														

City Departments & Coordinating Organizations	Emergency Management Team	P = Primary S = Support C = Coordinating																
		ESF #		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Dominion Virginia Power				C	C										C			
Inova Alexandria							C				C							C
Office of Chief Medical Examiner																		
Sprint				C													C	
U.S. Park Police				C														
Verizon				C														
Virginia American Water						C										C		
Virginia Department of Emergency Management							C			C		C						
Virginia Department of Transportation				C			C										C	
Virginia Railroad Express/Amtrak				C														
Virginia State Police				C												C		
Washington Gas																C		
Washington Metropolitan Area Transit Authority				C											C			

Support Annex Primary/Support/Coordinating Agency Matrix

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

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

Acronyms

CMAS – Commercial Mobile Alert System

COOP – Continuity of Operations Plan

COVEOP – Commonwealth of Virginia Emergency Operations Plan

DCJS – Virginia Department of Criminal Justice Services

DOC – Department Operations Center

DRC – Disaster Recovery Center

EAS – Emergency Alert System

EMT – Emergency Management Team

EOC – Emergency Operations Center

EOP – Emergency Operations Plan

ESF – Emergency Support Function

HIRA – Hazard Identification Risk Assessment

IAP – Incident Action Plan

IC – Incident Commander

ICP – Incident Command Post

ICS – Incident Management System

IPAWS – Integrated Public Alert & Warning System

JFO – Joint Field Office

JIC – Joint Information Center

MWCOG – Metropolitan Washington Council of Governments

NCR – National Capital Region

NIMS – National Incident Management System

NOAA – National Oceanic & Atmospheric Administration

NWS – National Weather Service

OEM – Office of Emergency Management

PIO – Public Information Officer

RICCS – Regional Incident Communication & Coordination System

UC – Unified Command

VDEM – Virginia Department of Emergency Management

WAWAS – Washington Area Warning & Alert System