



EXECUTIVE SUMMARY EMERGENCY OPERATIONS PLAN

INTRODUCTION

Disasters and emergencies can happen suddenly or with limited warning, creating a situation in which normal operations may become overwhelmed. A planned and coordinated response on the part of local officials and departments in support of front-line emergency responders can save lives, protect property, and more quickly restore essential services.

The *Commonwealth of Virginia Emergency Services and Disaster Laws of 2000*, as amended, (Code of Virginia, §44-146.19) requires that local governments develop and maintain a current Emergency Operations Plan ("EOP") to be prepared for such events. Every four years, the local EOP must be updated and re-adopted by the governing body. The Virginia Department of Emergency Management must receive a resolution from the governing body certifying the currency of the EOP to be consistent with this provision of Title 44.

PURPOSE

The EOP of the City of Hampton (the "City") is an all-discipline, all-hazard plan that establishes a single, comprehensive framework for the management of city incidents. It establishes the guidelines for conducting efficient, effective, and coordinated emergency operations involving the use of all resources belonging to the City or available to it. In addition, the EOP provides the structure and mechanisms for the coordination of state and federal support to the locality and impacted individuals and businesses.

Top priorities for incident management are to:

- Save lives and protect the health and safety of the public, responders, and recovery workers;
- Ensure security of the jurisdiction;
- Prevent an imminent incident from occurring;
- Protect and restore critical infrastructure and key resources;
- Ensure local government continues to function throughout the incident;
- Protect property and mitigate damages and impacts to individuals, communities, and the environment;
- Facilitate recovery of individuals, families, businesses, government, and the environment; and
- Ensure a clear line of communication with residents so they are fully informed about what services the city is currently able to provide.

SITUATION AND PLANNING ASSUMPTIONS

The City is vulnerable to a variety of hazards to include natural events such as hurricanes, storm surge, flooding, northeasters, winter storms, thunderstorms, tornadoes, earthquakes, droughts, and wildfires as well as man-made threats such as hazardous materials incidents, aircraft crashes, oil spills, nuclear attack, hazardous material accidents, radioactive materials accidents, resource shortages, and terrorism. To respond effectively to an emergency of any size or complexity beyond routine response systems, it is critical that all Hampton public officials, departments and agencies, non-governmental emergency organizations, and the public understand their roles and responsibilities.

The City has significant resources and personnel to deal with a wide variety of emergencies. These resources can become overwhelmed and exhausted during large emergencies/disasters. The City plans for the highest preparedness and response levels possible, recognizing that total preparedness is not feasible. The public should also be prepared for emergencies because there is a possibility of being isolated from public services.

In the event an incident exceeds local emergency response capabilities, outside assistance is available, either through mutual support agreements with nearby jurisdictions and volunteer emergency organizations or through state and federal assistance. Outside assistance will take time to arrive so the EOP anticipates dealing locally with the consequences of an emergency for at least 72 hours. A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.

ROLES AND RESPONSIBILITIES

Hampton's City Manager, serving as the jurisdiction's chief executive, is the Director of Emergency Management (the "Director") for the City and is responsible for the public safety and welfare of the people of that jurisdiction. The **City Manager/Director of Emergency Management** provides strategic guidance and resources during preparedness, response, and recovery efforts.

Emergency management, including preparation and training for effective response, is a core obligation of local leaders. **Chief elected or appointed officials** must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident in collaboration with the Director and/or Emergency Management Coordinator. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

The **Emergency Management Coordinator** coordinates all components of the local emergency management program, to include assessing the availability and readiness of local resources during an incident and identifying and correcting any shortfalls.

Other duties of the Emergency Management Coordinator are:

- Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.
- Developing mutual aid and assistance agreements.
- Coordinating damage assessments during an incident.
- Advising and informing local officials about emergency management activities during an incident.
- Developing and executing public awareness and education programs.
- Conducting exercises to test plans and systems and obtain lessons learned.
- Involving the private sector and non-governmental organizations ("NGOs") in planning, training, and exercises.

The Emergency Management Coordinator is assisted by, and coordinates the efforts of, employees in departments that perform emergency management functions. **Department heads** collaborate with the Emergency Management Coordinator during development of local emergency plans and provide key response resources. Department heads and their staff members develop, plan, and train to internal policies and procedures to meet response and

recovery needs safely. They will also participate in interagency training and exercises to develop and maintain the necessary capabilities.

CONCEPT OF OPERATIONS

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency services organizations and operations will be structured around the existing constitutional government. Hampton's organization for emergency operations consists of governmental departments, nongovernmental, and private sector emergency response organizations.

Organizational Structure

Hampton's EOP identifies authorities for emergency response, defines command and control structures and lines of authority, describes the roles and organization of the Emergency Operations Center (the "EOC"), and outlines how emergency operations will be conducted under the EOP.

By resolution on October 12, 2005, Hampton, Virginia adopted the federally-mandated *National Incident Management System* ("NIMS") as the City standard for incident management. *NIMS* provides standard command and management structures that apply to response activities. This system provides a consistent, nationwide template to enable Federal, State, tribal, and local governments, the private sector, and NGOs to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of cause, size, location, or complexity. This consistency provides the foundation for utilization of the *NIMS* for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response.

In accordance with the *NIMS* process, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level.

The Incident Command System (the "ICS") is a standardized approach designed to enable effective and efficient management of incidents by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. ICS is widely applicable to organize both short-term and long-term field operations for the full spectrum of emergencies.

Delegation of Authority

The Director of Emergency Management is the City Manager. The day-to-day activities of the Office of Emergency Management (the "OEM") have been delegated to the Emergency Management Coordinator. These responsibilities include developing and maintaining an EOP, maintaining Hampton's EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulations.

The Director, in conjunction with the Emergency Management Coordinator and with support from designated local officials, will direct and control emergency operations from the EOC in a time of emergency and issue directives to other services and organizations concerning disaster preparedness, response, and recovery. The City Manager or his/her designee will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s) using the ICS structure. Available warning time will be used to

implement increased readiness measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.

Continuity of Operations

Continuity of emergency operations is critical therefore lines of succession are specified in the EOP in anticipation of any circumstance which might result in the unavailability of the ranking member of the administrative hierarchy. The decision-making authority for each City department or service function is listed in the EOP by position in decreasing order.

The Department heads will develop and maintain detailed plans and standard operating procedures necessary for their departments to effectively accomplish their assigned tasks. Department heads will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared. During an emergency, department heads will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department heads will establish lists of succession of key emergency personnel.

Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.

Declaration of a Local Emergency

A local emergency may be declared by the City Manager, acting as the Director of Emergency Management, with the consent of the City Council. (See Virginia's *Emergency Services and Disaster Law*, Code of Virginia §44-146.21, as amended). A local emergency may be declared to exist when in the judgment of the City Council the threat or 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. In the event the Hampton City Council cannot convene due to the disaster or other exigent circumstances, the City Manager, acting as the Director of Emergency Management, may declare a local emergency to exist, subject to confirmation by the City Council at its next regularly scheduled meeting or at a special meeting within 45 days of the declaration, whichever occurs first. In accordance with City Council's resolution (See Hampton City Council Resolution 20-0122), that in the event of the City Manager's temporary absence, disability, death, or resignation, the senior tenured Assistant City Manager position shall act in her place and stead as to all duties that the City Manager performs, including, but not limited to, the performance of the duties of the local Director of Emergency Management. Further, that in the event of the City Manager's and the senior tenured Assistant City Manager's temporary absence, disability, death, or resignation, authority shall be passed to the next senior Assistant City Manager based on the length of his/her tenure to perform all duties of the City Manager, including, but not be limited to, the performance of the duties of the local Director of Emergency Management.

The declaration of a local emergency activates the EOP and authorizes the provision of aid and assistance thereunder. It should be declared when a coordinated response among several local agencies/organizations must be directed or when it becomes necessary to incur substantial financial obligations in order to protect the health and safety of persons and property or to provide assistance to the victims of a disaster.

A declaration of a local emergency activates the response and recovery programs of all applicable local and inter-jurisdictional EOPs and authorizes the furnishing of aid and assistance in accordance with those plans.

The City Council, when in its judgment all emergency actions have been taken, shall take appropriate action to end the declared emergency.

PHASES OF EMERGENCY MANAGEMENT

Four phases of emergency management support the overarching functions of the EOP. They do not always occur in isolation or in the order listed below.

- **Mitigation:** Activities undertaken by individuals/departments to improve their capabilities to respond to a potential emergency and fulfill assigned responsibilities. Mitigation includes identifying potential hazards to local structures and city resources in order to minimize the potential for damage.
- **Preparedness:** Activities undertaken by individuals/departments to increase their readiness posture during periods of heightened risk.
- **Response:** Activities undertaken by individuals/department to respond to an occurrence that threatens or harms residents, visitors, personnel and/or property.
- **Recovery:** Activities undertaken by individuals/departments to provide for the welfare of the residents, visitors, and personnel following an emergency/disaster.

ORGANIZATION

Hampton's EOP consists of a Basic Plan followed by the Emergency Support Functions, Support Annexes, Incident Annexes, and Partner Guides.

The **Basic Plan**, using an all-hazards approach to incident management, describes the concepts and structures of response and recovery operation, identifies agencies with essential (primary) and support emergency management functions, and assigns emergency prevention, preparedness, response and recovery duties and responsibilities to departments and agencies. The Basic Plan includes the Hampton City Council's executive order that promulgates the entire Emergency Operations Plan (EOP).

Emergency Support Functions ("ESFs") are a critical mechanism to coordinate functional capabilities and resources during a response. They represent an effective way to bundle and funnel resources to responders. These functions are typically coordinated by a single department/agency but may rely on several agencies that provide resources for the functional area. The mission of the ESFs is to provide the greatest possible access to the capabilities of the City regardless of which agency has those capabilities. The City coordinates response support from across the City and Nongovernmental Organizations.

The Emergency Support Functions for the City are:

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

Support Annexes address those functions that are applicable to every type of incident and that provide support for all ESFs. They describe the framework through which City departments and agencies, volunteer organizations and nongovernmental organizations coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management.

Incident Annexes address hazard-specific situations requiring specialized application of the EOP. They describe policies, situations, concepts of operations and responsibilities pertinent to incidents such as hurricanes, acts of terrorism or nuclear/radiological emergencies

PLAN DEVELOPMENT AND MAINTENANCE

The OEM is responsible for maintaining and updating this plan. It may be updated, improved based on lessons learned, and republished following an actual or threatened emergency situation. In the absence of such a situation, it will be updated annually, after a training exercise or drill, as needed. The Emergency Management Coordinator will have the EOP readopted every four years. (See Virginia's *Emergency Services and Disaster Law*, Code of Virginia §44-146.19, as amended).