

# EMERGENCY OPERATIONS PLAN

## CITY OF NEWPORT NEWS, VIRGINIA



**Adopted September 26, 2006**  
**Newport News Office of Emergency Management**

Carl Jackson, Emergency Operations Planner

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## PROMULGATION STATEMENT

The purpose of the Emergency Operations Plan (EOP) is to provide an all hazards, Citywide response to widespread disasters and emergencies that exceed the capacity of any one department, such as the Fire or Police Departments. The EOP serves as a directive for activating the Newport News Emergency Operations Center (EOC), as well as general instructions for participating City departments responsible for completing specific Emergency Support Functions (ESF).

Although each City department is required to develop individual Standard Operating Procedures (SOP) and/or emergency procedures, this revision of the EOP (2006) provides a basis for the development of Citywide emergency procedures aimed at saving lives, minimizing disaster damage, and expediting post-event recovery operations.

In Resolution No. 10927-05, City Council adopted the National Incident Management System (NIMS) as the City standard for incident management. This revision of the EOP (2006) incorporates the principles and practices of NIMS as required by Presidential Homeland Security Directive 5 – Management of Domestic Incidents.

This EOP (2006) has been revised and amended to include lessons learned from recent national and local disasters, including the events of September 11<sup>th</sup> (2001), Hurricane Floyd (1999), Hurricane Isabel (2003), and Hurricane Katrina (2005). In response to these events, this 2006 Emergency Operations Plan includes the following updates:

1. Compliance with the National Incident Management System (NIMS) as required by the Department of Homeland Security.
2. Unified Command Structure and department specific training and best practices as required by NIMS.
3. Terrorism Incident Annex to supplement the City of Newport News Terrorism Plan (2002).
4. Severe Weather Incident Annex to incorporate a unified response to hurricanes, flash flooding, tornados, microburst thunderstorms, and extreme winter and summer weather conditions as described in the City of Newport News Severe Weather Plan (2006).
5. Compliance with the Peninsula Multi-Jurisdictional Hazard Mitigation Plan as required by the Federal Emergency Management Agency (FEMA).
6. Pandemic Influenza Incident Annex to supplement the Virginia Department of Health Pandemic Flu Plan.
7. Twenty Functional Annexes and Emergency Support Functions with revised procedures and checklists for corresponding departments and agencies who respond to an activation of the Emergency Operations Center.
8. Revised Hurricane Tracking and Evacuation Plan in response to the Hurricane Evacuation Restudy (2006) from the Army Corps of Engineers Norfolk Division, and the Virginia Department of Transportation.
9. Inclusion of a Special Needs Registration Program for emergency notification and individual preparedness instructions for special needs citizens.
10. Pet sheltering strategies in accordance with Congressional Bill H.R. 3858.
11. Continuity of Government (COG) emergency support function for future COG planning.

## City of Newport News Emergency Operations Plan

Corresponding emergency plans to the EOP (2006) include: The Peninsula Local Emergency Response Plan, The Peninsula Multi-Jurisdictional Hazard Mitigation Plan, The Severe Weather Plan, The Radiological Plan, The Terrorism Plan, and The Continuity and Recovery Plan. Each of these plans are integral parts of the EOP, but are published as separate documents.

The Emergency Operations Plan is developed under the authority of the Virginia Emergency Services and Disaster Laws, Title 44. The Newport News Office of Emergency Management is established by City Code, Chapter 2, Article XXVII.

The last update to the Emergency Operations Plan was made in 2001, and the last complete revision to the EOP was made in 1997. All updates and amendments made to the EOP since that time, including a complete revision, have been incorporated into this EOP (2006). In accordance with the Virginia Disaster Law, this revision of the EOP (2006) requires adoption of the resolution as coordinated and developed by the Office of Emergency Management in concert with City departments and the City Attorney's Office.

The EOP will be reviewed by all plan holders, updated as required by designated departments, and exercised in accordance with both state and federal requirements, and as deemed necessary to maintain the most efficient and effective emergency and disaster response capability. A complete revision of this EOP (2006) is scheduled for 2010.

Emergency Management staff has provided a brief overview of the proposed revision of the EOP (2006) at a City Council work session, and the plan is ready for formal adoption by resolution on September 26, 2006.

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Randy W. Hildebrandt  
City Manager

## PREFACE

Geography, climate, population size and distribution, and land use activities, such as transportation, provide a basis for forecasting the types of emergencies or disasters that threaten Virginia. Recognizing the need to be prepared to protect the public and property from potential threats, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, requires that the state and its jurisdictions develop and maintain a current Emergency Operations Plan (EOP).

On September 26, 2006, the Council of the City of Newport News adopted this EOP by resolution to meet state legislative mandates, and to establish emergency management guidelines for City government to protect its citizens and property. The EOP must be regularly maintained and updated.

The Federal Emergency Management Agency (FEMA) provides a model for developing state and local emergency operations plans, and this plan follows that model. The EOP includes the following three sections:

1. **Basic Plan.** The Basic Plan describes the concept of emergency operations and assigns duties and responsibilities to agency heads or organizations that either are part of, or will serve in support of, local government in time of emergency. The Basic Plan describes the incident command system that provides guidance to field operations. The Basic Plan becomes the organizational and legal basis for emergency operations.

2. **Emergency Support Functions.** An emergency management system is divided into functional areas or tasks. Emergency Support Functions (ESF) provide procedural guidelines for each of those areas. Each ESF identifies primary and supporting departments, divisions, agencies, and volunteers organizations.

3 **Incident-Specific Annexes.** Generally, the incident-specific plan appendices are separate documents. For Newport News, those plans include the Radiological Emergency Response Plan, a regional hazardous materials plan developed by the Peninsula Local Emergency Planning Committee (PLEPC), Severe Weather Plan, Terrorism Plan, and the Peninsula Hazard Mitigation Plan. Additionally, the Hampton Roads Metropolitan Medical Response System (HRMMRS) further addresses the health and medical consequences of a terrorist event. The City also has Emergency Action Plans for the dams required under the Dam Safety Act.

The Hampton Roads Planning District Commission (HRPDC), Regional Emergency Management Technical Advisory Committee (REMTAC), and a sub-committee of local public works directors developed guidelines to coordinate debris management and infrastructure recovery among most HRPDC member jurisdictions, associated agencies, and private utility providers during a catastrophic disaster.

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Health Department	1	1	Yes	2	
Human Resources	1	1	Yes	2	
Human Services	1	1	Yes	2	Director, Assistant Director, Shelter Team Manager
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Police Department	1	1	Yes	2	Chief (1), Deputy Chief (1), Asst. Chiefs (2),
Public Utilities	1	1	Yes	2	Director (1), Admin Services Mgr. (1), Lee Hall MOC (1), Lee Hall Treatment Facility (1), Harwood's Mill (1), 60 <sup>th</sup> Street Facility (1).
Public Works	1	1	Yes	2	Director (1), Operations Center (1)
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Fort Eustis	1	Commander, Disaster Services
Langley Air Force Base	1	Commander, Disaster Preparedness
Mary Immaculate Hospital	1	
National Weather Service Wakefield	1	
Northrop Grumman	3	Radiological Controls, Environmental Engineering, Security
Newport News/Williamsburg International Airport	1	
Peninsula Emergency Medical Services Council	1	
American Red Cross – Hampton Roads Chapter	1	Executive Director
Riverside Regional Medical Center	1	
Salvation Army	1	
Virginia Department of Emergency Management	1	Operations, Planning, Regional Coordinator, Regional Hazmat Officer
Virginia Natural Gas	1	
Dominion Virginia Power	1	Operations Center (Norfolk) (1), Surry Nuclear Power Station (1).
US Army Corps of Engineers	1	
US Coast Guard	1	
Virginia State Police	1	
VPI Cooperative Extension	1	
Yorktown Naval Weapons Station	1	Commander, Disaster Preparedness
<b>TOTAL</b>	<b>28</b>	

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**LIST OF SUPPORTING PLANS**

<b>PLAN</b>	<b>PRIMARY AGENCY</b>
800 MHZ Emergency Response Plan	Office of Emergency Management, City of Newport News
Airport Emergency Plan	Newport News/Williamsburg International Airport
ARES/RACES Plan	Radio Amateur Civil Emergency Services
Continuity and Recovery Plan	Office of Emergency Management, City of Newport News
City Line Apartments Plan	Office of Emergency Management, City of Newport News
Dam Failure Plan	Public Works, City of Newport News
Debris Management Plan	Public Works, City of Newport News
Ft. Eustis Severe Weather/Disaster Plan	US Army Transportation Center
Framework for the Future	Planning Department, City of Newport News
Peninsula Hazard Mitigation Plan	Peninsula Hazard Mitigation Committee (PLEPC)
Mass Care Guidance Plan	Human Services, City of Newport News
Mass Fatality Plan	Virginia Health Department, Peninsula Health Center
Pandemic Disease Plan	Virginia Health Department, Peninsula Health Center
Pet Sheltering Plan	Office of Emergency Management, City of Newport News
PLEPC Emergency Response Plan	Peninsula Local Planning Emergency Committee
Radiological Emergency Response Plan	Office of Emergency Management, City of Newport News
Severe Weather Plan	Office of Emergency Management, City of Newport News
Surry Power Emergency Response Plan	Dominion Power
Terrorism Plan	Office of Emergency Management, City of Newport News
Volunteers and Donations Plan	Human Services, City of Newport News

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**ACRYNOMS USED IN THE EOP**

<b>Acronym</b>	<b>Definitions</b>	<b>Acronym</b>	<b>Definitions</b>
<b>AAR</b>	After Action Report	<b>ICS</b>	Incident Command System
<b>ARC</b>	American Red Cross	<b>IDAR</b>	Initial Damage Assessment Report
<b>ARES</b>	Amateur Radio Emergency Services	<b>IMS</b>	Incident Management System
<b>CADS</b>	Computer Aided Dispatch System	<b>INAR</b>	Incident Needs Assessment Report
<b>CDC</b>	Center for Disease Control	<b>IR</b>	Information and Reporting
<b>CDE</b>	Committed Dose Equivalent	<b>JPIC</b>	Joint Public Information Center
<b>CSB</b>	Community Services Board	<b>LAFB</b>	Langley Air Force Base
<b>DHS</b>	Department of Homeland Security	<b>LAN</b>	Local Area Network
<b>DOD</b>	Department of Defense	<b>LEPC</b>	Local Emergency Planning Committee
<b>EAP</b>	Employee Assistance Program	<b>LNO</b>	Liaison Officers
<b>EAS</b>	Emergency Alert System	<b>LINK</b>	A non-profit agency for the homeless
<b>ECC</b>	Emergency Communications Center	<b>LPPA</b>	Local Partnership & Performance Agreement
<b>EIC</b>	Emergency Information Center	<b>MMRS</b>	Metropolitan Medical Response System
<b>EIT</b>	Emergency Information Team	<b>MOA</b>	Memorandum of Agreement
<b>ELT</b>	Emergency Locator Transmitters	<b>MOU</b>	Memorandum of Understanding
<b>EMS</b>	Emergency Medical Services	<b>MRC</b>	Medical Reserve Corp
<b>EOC</b>	Emergency Operations Center	<b>MSCA</b>	Military Support to Civilian Authorities
<b>EOF</b>	Emergency Operations Facility	<b>NIMS</b>	National Incident Management System
<b>EOP</b>	Emergency Operations Plan	<b>NNPD</b>	Newport News Police Department
<b>EPA</b>	Environmental Protection Agency	<b>NNPS</b>	Newport News Public Schools
<b>EPCRA</b>	Emergency Planning Community Right to Know Act	<b>NRC</b>	Nuclear Regulatory Commission
<b>EPZ</b>	Emergency Planning Zone	<b>NOB</b>	Naval Operations Base Norfolk
<b>ESF</b>	Emergency Support Function	<b>NTSB</b>	National Transportation Safety Board
<b>FAA</b>	Federal Aviation Administration	<b>NWS</b>	National Weather Service
<b>FBI</b>	Federal Bureau of Investigation	<b>NWR</b>	National Weather Radio
<b>FEMA</b>	Federal Emergency Management Agency	<b>OCME</b>	Office of the Chief Medical Examiner
<b>FSDO</b>	Flight Standards District Office	<b>OEM</b>	Office of Emergency Management
<b>FTE</b>	Fort Eustis Army Base	<b>ORF</b>	Norfolk International Airport
<b>GIS</b>	Geographic Information System	<b>PAA</b>	Peninsula Agency on Aging
		<b>PDA</b>	Preliminary Damage Assessment
<b>HREMC</b>	Hampton Roads Emergency Management Committee	<b>PDRTF</b>	Peninsula Disaster Recovery Taskforce
<b>HRMMRS</b>	Hampton Roads Metropolitan Medical Response System	<b>PEMS</b>	Peninsula Emergency Medical Service
<b>HRPDC</b>	Hampton Roads Planning District Commission	<b>PHC</b>	Peninsula Health Center
<b>HRSD</b>	Hampton Roads Sanitary District	<b>PHF</b>	Newport News/Williamsburg Intl Airport
<b>HTW</b>	Hazardous Toxic Waste	<b>PHMP</b>	Peninsula Hazard Mitigation Plan
<b>IAP</b>	Incident Action Plan	<b>PIO</b>	Public Information Officer



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## EMERGENCY OPERATIONS PLAN

### BASIC PLAN

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#### I. PURPOSE

The purpose of the Emergency Operations Plan (EOP) is to establish the legal and organizational basis for emergency and disaster operations in the City of Newport News. It assigns broad responsibilities to local government agencies and support organizations for disaster prevention, mitigation, preparedness, response and recovery. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources. Supporting documents set forth the concepts and procedures whereby the City can effectively apply available resources to insure that casualties and property damage will be minimized following an emergency or disaster situation.

It is important to note that the EOP is the document approved by resolution of the Newport News City Council for overall coordination of City emergency management incidents. At the direction of the City Manager, the EOP may be amended as necessary to conform with any changes in federal, state, and local law, or in response to circumstances that fall within the scope of the EOP. The EOP is not intended to contain the specific procedures, but guidance used by individual departments and agencies to implement their assigned responsibilities.

#### II. SCOPE AND APPLICABILITY

Public safety is one of the primary functions of local government. It is the responsibility of the City of Newport News to protect life and property from the effects of emergency and disaster events as a function of public safety. Local government has the primary responsibility for emergency management activities, however, when the emergency exceeds the resources of local government to respond, assistance can be requested from the state or federal government as appropriate.

The City of Newport News participates in the Federal Flood Insurance Program and adopted the Virginia Statewide Building Code, which is based on the 2000 International Building Code.

The City of Newport News uses the National Incident Management System (NIMS) and the Incident Command System (ICS) to manage all levels of emergencies and disasters. For most incidents, an Incident Commander is designated to be in charge at the scene of an incident. The Emergency Operations Center (EOC) will be activated for major emergencies and disasters, as directed by the Emergency Management Director (City Manager), or as requested by responding agencies. The City emergency management staff, operating in the EOC, will coordinate emergency actions and determine priorities on a citywide basis. The Newport News On-Scene Commander will provide reports to, and coordinate with the Newport News EOC emergency management staff. The EOC staff will provide support to the On-Scene Commander and coordinate required support from other localities, state and federal agencies as needed in support of emergency operations.

Disasters and emergencies of various types, size, intensity and duration may occur with little warning in or near the jurisdictional boundaries of the City of Newport News. These disasters can affect the safety, health and welfare of the population, and cause damage or destruction to private and public property. This plan is developed to manage any kind of disaster no matter how significant.

A. Based on historical data and geographic features of this region, the primary ***natural hazards*** in Newport News include the following:

**1. Hurricanes/Tropical Storms**

Hurricanes and their destructive components pose a potential threat each year during the June-November hurricane season. A hurricane passes within 250 miles of the City an average of once per year, resulting in high winds and rainfall. The maritime geography of Hampton Roads, its limited evacuation routes, large at-risk communities, and variable tourist population further complicates the threat.

**2. Severe Thunderstorms**

Hampton Roads is susceptible to severe thunderstorms, with heavy rain, lightning, high winds, microburst, hail and flooding resulting in power outages, property damage, personal injury and loss of life.

### 3. Flooding and Flash Floods

Floods have caused extensive damage to property within the City. Coastal areas can experience flooding from the changing tides alone. Flooding has additional hazards caused by the power of moving water. Hurricanes can cause storm surges. The development of industries and residential properties in flood prone areas increases the possibility for greater damage from flooding in the future.

### 4. Winter Weather (Snow, Ice, Nor'easters)

During the winter months, extended periods of extreme cold weather with snow and ice storms can cause medical problems for special needs communities as well as transportation restrictions and severe outages of electrical power and other utilities.

### 5. Summer Weather (Heat Waves and Drought)

Extended periods of hot weather, possibly with extended periods of little or no rainfall can cause electrical outages, and water shortage conditions requiring activation of appropriate water conservation measures.

### 6. Tornadoes and Microburst

Although tornadoes in Hampton Roads are not as severe as in the Midwest or other parts of the country, microburst accompanied by tornado force winds and funnel cloud formations are a regular, seasonal threat.

### 7. Fire

Although fire prevention programs have been very successful in reducing this threat, the City is at risk for brush, residential, commercial and industrial chemical fires that could result in damage and injury.

### 8. Earthquake

Newport News is at a low risk for an earthquake event, although minor quakes have been experienced 300 miles southwest in the Blue Ridge Mountains. The damage from an earthquake in this region is negligible.

B. Based on various economic, industrial and military land-use activities, the potential exists for the following **man-made hazards**:

#### 1. Aircraft Accident (Newport News/Williamsburg Airport)

Growing commercial air traffic from *Newport News/Williamsburg International Airport* coupled with the volume of military aircraft over and around the City, primarily from *Langley Air Force Base*, create the possibility of a major aircraft accident involving large numbers of casualties.

#### 2. Dam Failure

There are natural dams and reservoirs in Newport News including the *Lee Hall Reservoir*. The failure of a major dam structure could cause extensive property damage, loss of life and disruption of water supply.

#### 3. Environmental/Hazardous Materials (Chemical and Oil spills)

All industries manufacturing or transporting hazardous materials are required to be in compliance with EPA SARA Title III legislation by completing Tier II reports for the City of Newport News and the Peninsula Local Emergency Planning Committee (PLEPC). Illegal dumping, landfill leaching and oil spills within city limits are harmful to the environment and restricted by federal regulations. The potential threat from hazardous materials to the City include the contamination of regional water systems, air pollution, and land areas posing a threat to public safety.

#### 4. Radiological Emergency

Military and industrial facilities handling or using radioactive materials within the proximity of the City include, *Surry Nuclear Power Station*, *Northrop Grumman Newport News Shipbuilding (NNSB)*, *Naval Station Norfolk*, *Norfolk Naval Shipyard* in Portsmouth, and the *Yorktown Naval Weapons Station* in York County. These facilities pose potential threats for a radiological emergency.

## 5. Pandemic Disease

The Spanish Flu of 1918 first arrived in Virginia through the ports of Norfolk and Newport News. Today's ports and terminals make our community vulnerable to disease outbreaks and pandemics. Pandemic Flu represents a severe threat to the health of our community, as well as the predicted loss of work force and productivity from sickness.

## 6. Transportation

The rail system, port facilities, and highways in and around the City are all potential sources for an incident that could threaten the safety and health of the local population. Incidents could arise from the material being transported, traffic congestion, or maintenance level of the fixed route.

C. Based on various political and social activities or international events overseas, the potential exists for the following ***intentional hazards***:

### 1. Civil Unrest

Civil unrest is a potential in any locality. Cities have experienced civil disorders and riots resulting in property damage, injury, and loss of life. The social, economic and political impact if civil unrest can cause long-term effects to the citizens of the affected community and surrounding localities.

### 2. Terrorism

The threat of terrorism has greatly increased in the past few years. The events of September 11<sup>th</sup> (2001) and the Oklahoma City bombings (1996) demonstrate the potential for terrorist attacks and sabotage activities that may affect the City. The bombing of the USS Cole (2000) demonstrates the ability for terrorist to target military installations and facilities. Newport News is home to several military and civilian targets of terrorism. Potential threats to the City include nuclear, chemical, and biological incidents as well as information systems and infrastructure destruction.

D. Based on various restraints on transportation and infrastructure, the potential exists for the following ***unintentional hazards***:

### 1. Special Events

The City has a number of special events that occur throughout the year, such as concerts, conventions, carnivals and parades. The large number of people, and the complex logistics involved in these events creates the potential for hazardous situations. This possibility demonstrates the need for planning and coordination.

### 2. Traffic/Congestion

General restraints on infrastructure during regular rush-hour traffic or during peak tourist seasons can create numerous traffic dilemmas within Newport News and other surrounding localities on Interstate I-64. Major traffic accidents and other disturbances are bound to occur; therefore, the swift mobilization of emergency resources is necessary.

The referenced hazards in and around the City of Newport News provide the basis for disaster response capabilities for this EOP.

1. The City of Newport News and its citizens should be prepared to bear the initial impact of a disaster and realize that assistance may not be available from local, state or federal government for a period of 3-5 days or longer.
2. City departments that provide emergency services on a daily basis normally operate without outside assistance or activation of mutual aid agreements with neighboring jurisdictions. A major emergency or disaster affecting most or all of the City or the Hampton Roads region would require assistance from multiple outside agencies along with the state and federal governments.
3. Specific levels of resources or capabilities are contained in the individual department or agency Standard Operating Procedures/Emergency Procedures, and are coordinated with the Office of Emergency Management (OEM).

### III. CONCEPT OF OPERATIONS

#### A. General Operations Policies

1. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency service organizations and operations will be structured around existing constitutional government. The City of Newport News Office of Emergency Management consists of existing government departments, nongovernmental, and private sector emergency response organizations. This is a requirement for funding through the Local Partnership and Performance Agreement (LPPA) with the Virginia Department of Emergency Management (VDEM).
2. The Director of Emergency Management, along with the EOC Executive Staff, and the Emergency Support Function (ESF) staff will exercise direction and control from the Emergency Operations Center (EOC). The EOC will be continually prepared for operations and may be partially or fully activated depending on the type and magnitude of the disaster.
3. An EOP and Standard Operating Procedures/Emergency Procedures are maintained as required by the Virginia Emergency Services and Disaster Laws of 2000, as amended.
4. The Office of Emergency Management (OEM) will coordinate with business and industry to ensure compatibility of emergency plans and procedures, especially where there is an acknowledged hazard that could spread off the business or industry site. All local forces and resources will be completely exhausted before requesting assistance from the State. Requests for assistance will be made through the Resource Management Emergency Support Function (ESF) to the VDEM. OEM must approve all requests prior to the request being made to VDEM.
5. Equipment, records, personnel rosters, training and informational data will be routinely updated to determine operational readiness. Each department or support agency assigned emergency tasks will prepare plans and standard operating procedures/emergency procedures for providing such personnel, materials, facilities, and services, as required to support this EOP.
6. All emergency and disaster-related expenditures will be documented to provide a basis for possible reimbursement, historical records, and to provide information for future improvements in emergency response.

#### B. Declaration of a Local Emergency

1. When an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated action to prevent or alleviate loss of life or property, the City of Newport News Council should declare an emergency to exist.
2. A local emergency may be declared by the local Director of Emergency Management (City Manager) with the consent of the governing body of the political subdivision. In the event the governing body cannot convene due to the disaster or other exigent circumstances, the Director, or in his absence, the Assistant Director (Assistant City Manager), or in the absence of both the Director and Assistant Director, any member of the Emergency Management Executive Staff may declare the existence of a local emergency, subject to confirmation by the City Council at its next regularly scheduled meeting or at a special meeting within fourteen days of the declaration, whichever occurs first. The Director of Emergency Management, when in his judgment all emergency actions have been taken, shall take appropriate action to end the declared emergency. Confirmation should be accomplished at either a special meeting of the City Council or during a regularly scheduled meeting that will occur within the 14-day period following a declaration. The declaration of local emergency must be in accordance with Section 44-146.21, Chapter 3.2, and Code of Virginia.
3. Preceding the declaration of a local emergency, the OEM Coordinator will immediately advise VDEM of the declaration, coordinate with the City Attorney in the development of the official declaration, and a copy will be sent to VDEM in the most expeditious means.

### C. Operational Phases

The following operational phases are included to assist in the development of operational procedures and to clarify when actions should be accomplished. Many situations will require that some phases be combined or omitted due to the nature of the emergency or disaster. Emergency procedures must provide flexibility for these situations.

#### 1. **NORMAL OPERATIONS**

Mitigation and Prevention: On a continuing basis, the OEM Coordinator and the directors of operating departments will consider mitigation steps that could be taken to reduce the harmful effects of disasters, and make appropriate recommendations to the Director of Planning to be included in the Peninsula Hazard Mitigation Plan. The Department of Planning, zoning and building officials will be encouraged to consider strategies to mitigate and prevent the effects of natural and man-made hazards.

Preparedness The EOP and department/agency Standard Operating Procedures (SOP's) and Emergency Procedures will be reviewed on a regular basis for preparedness and improvement of emergency operating capabilities. Training and exercises will be conducted on a regular basis.

#### 2. **ALERT STATUS**

The OEM Coordinator, in coordination with the Director of OEM, will initially notify all departments of a potential or actual disaster or major emergency. When an emergency or disaster threatens, all departments and agencies having emergency operation responsibilities will alert their personnel and take those actions necessary to maintain control and conduct emergency operations.

#### 3. **EMERGENCY MOBILIZATION PHASE**

As conditions continue to degrade and an emergency or disaster situation appears imminent, full-scale emergency actions are required.

The actual threat will determine whether this phase will focus on emergency response and/or protection of responders and Newport News citizens.

#### 4. **EMERGENCY RESPONSE PHASE**

When an emergency or disaster is probable, personnel with emergency operations responsibilities will be alerted, and necessary action to maintain control and conduct emergency operations will be taken.

As the emergency or disaster situation appears imminent, the OEM Coordinator will determine whether personnel will focus on emergency response or protection of responders and citizens depending on the actual threat. The EOC will go into full-scale emergency action and focus will be on protecting life and property.

The on-scene coordination of emergency response will be accomplished within the Incident Command System (ICS) framework, allowing for the incorporation of local, state and federal agencies and other responsible parties to work within one organization framework called the Unified Command.

#### 5. **RECOVERY PHASE**

Rapid assessment, situation assessment, and initial planning for recovery operations will be accomplished.

Officials having emergency responsibilities will coordinate to achieve maximum utilization of resources. Support given from outside the City will be assigned a mission and remain under control of the Emergency Support Function requesting the resource.

Following a disaster, the first priority will be life-safety and protection of property. Secondary will be recovery operations, damage assessment, restoration of essential facilities, economic stabilization, and utilization of resources.

#### **IV. DUTIES AND RESPONSIBILITIES**

The City of Newport News structure for emergency operations consists of City departments, agencies, and other non-City organizations such as the American Red Cross (ARC), the Salvation Army, the Amateur Radio Emergency Service (ARES), Community Services Board (CSB), Peninsula Volunteers Active in Disasters (PVOAD) and others.

The City Manager is designated as the Director of Emergency Management in accordance with City and State Code, and reports to the City Council. The Assistant City Managers are designated as Assistant Emergency Management Directors. The City Manager may designate an Assistant City Manager as Acting Emergency Management Director. The Emergency Management Coordinator reports to the Emergency Management Director and is responsible for providing guidance to the Director and City emergency response agencies. The Emergency Management Coordinator also maintains the EOP, monitors emergency response and recovery capabilities and coordinates actions with all departments and agencies including the Commonwealth of Virginia, federal agencies, local business and industry, and volunteer organizations. Other duties and assigned responsibilities for emergency operations will be in accordance with the EOP and City Code.

The EOC Executive Staff will consist of the OEM Coordinator, Police Chief, Fire Chief, Chief of Staff, Director of Planning, Director of Development, Director of The Communications Group, Emergency Public Information Officer, City Attorney, Director of Budget and Evaluation, Assistant Superintendent of Schools, Director of Social Services, Director of Engineering, Director of Public Works and the Director of Utilities.

The EOC staff will consist of Emergency Support Function staff, EOC Administrative Management support staff and other City or outside agencies deemed necessary to carry out disaster operations. Functional area staff and support staff report to the EOC Executive Staff, who report to the Emergency Management Director.

City Departments and organizations will participate in Emergency Support Functions (ESF) structure and/or as support agencies as required to support incident management activities, and will maintain Standard Operating Procedures/Emergency Procedures to implement their assigned responsibilities as listed in Appendix 4, and will coordinate these procedures with OEM.

City Departments and organizations assigned responsibilities as Primary or Support Agency (as listed in Appendix 3), will maintain and update the assigned portion of the EOP in coordination with OEM. The Primary Agency will also ensure that all applicable procedures are developed and preparedness activities are conducted in coordination with the Support Agencies and OEM. OEM will perform final review of all EOP revisions.

#### **V. TRAINING AND EXERCISE REQUIREMENTS**

The City of Newport News emergency organization consists of the EOC staff, on-scene Incident Command System (ICS), emergency responders, specialized response teams, and virtually all City employees during times of threatening disaster.

Emergency Management coordinates and conducts emergency management training with City departments and VDEM. Emergency Management also coordinates major disaster response exercises with City departments, local response agencies and state and federal government. VDEM provides federal and state approved training to meet most of the City's emergency response training needs. However, state training simply provides the basics of emergency response. City departments will build on this initial knowledge and tailor response to City needs and capabilities. Departments should identify personnel assigned to emergency response duties that require training in Emergency Management, and maintain documentation of the training received.

City personnel tasked to respond to disaster situations require training on their emergency duties. In addition to departmental training, the following assignments will require specialized emergency response training either through formal classroom instruction, home study courses and/or through exercise participation:

- EOC Staff and Support Personnel
- Accident/Incident Emergency Responders
- Damage Assessment Teams
- Shelter/Evacuation Center Teams
- Hazardous Materials Monitoring and Decontamination Teams
- Disaster Project Management Teams
- Medical Personnel
- Radiological Officers
- Incident Commanders
- Hazard Mitigation Planners,
- Emergency Response Planners
- Recovery Planners
- Urban Search and Rescue Teams
- Exercise Evaluation Teams
- ARES/RACES Teams
- Applicant Agent
- Debris Management Teams
- Other assignments as necessary

Exercises need to be conducted to test adequacy of emergency response planning, evaluate training and to build emergency response knowledge and proficiency. As a minimum, the City of Newport News will conduct annual exercises as required by State and Federal directives, and as deemed necessary, to evaluate the adequacy of emergency response capabilities. Exercises should be designed to test the City's response to known potential hazards including man-made and natural disasters. Emergency Management will develop and coordinate a five-year exercise plan and City exercises. Departments will be encouraged to evaluate their Standard Operating Procedures (SOP) and evaluate the effectiveness of the City EOP through exercises.

**APPENDIX 1  
HAZARD ANALYSIS WORKSHEET**

<b>HAZARD</b>	<b>FREQUENCY</b>	<b>IMPACT</b>	<b>DAMAGE</b>	<b>WARNING</b>
<b>NATURAL</b>				
Hurricanes and Tropical Storms	Highly Likely	Catastrophic	Property damage, power outages, loss of life	24-72 Hrs
Severe Thunderstorms	Highly Likely	Critical	Property damage, power outages	24 Hrs
Flooding/ Flash Floods	Highly Likely	Critical	Property damage, power outages, loss of life	No Warning
Winter Weather (Ice, Snow, Nor' Easter)	Likely	Critical	Power outages, travel restrictions	24-48 Hrs
Summer Weather (Heat Wave)	Likely	Limited	Water shortage, power outages	24 Hrs
Tornadoes and Microburst	Likely	Limited	Property damage, personal injury	No Warning
Fire	Likely	Limited	Property damage, personal injury	No Warning
Drought	Possible	Limited	Water shortages, civil unrest	Long-Term
Earthquakes	Unlikely	Negligible	Property damage	No Warning
<b>TECHNOLOGICAL (MAN-MADE)</b>				
Airport/Aircraft Accident	Likely	Limited	Property damage, loss of life	No Warning
Environmental/ Hazardous Material Release	Likely	Limited	Water contamination, public safety	No Warning
Dam Failure	Possible	Limited	Property damage, water disruption, loss of life	No Warning
Radiological Incident	Possible	Limited	Water contamination, personal injury	No Warning
Pandemic Disease	Possible	Limited	Health, travel restrictions, reduced workforce	No Warning
<b>INTENTIONAL</b>				
Terrorism	Likely	Critical	Public safety, property damage, power outages, water contamination, loss of life	No warning
Civil Unrest	Possible	Limited	Property damage, personal injury, loss of life	24 Hour
Nuclear Warfare	Unlikely	Catastrophic	Total damage	6-12 Hour
<b>UNINTENTIONAL</b>				
Congestion	Highly Likely	Limited	Disruption of traffic	6-12 Hour
Major Traffic Accident	Likely	Limited	Disruption of traffic, public safety	No Warning
Special Events	Likely	Limited	Disruption of traffic, public safety	24 Hour

*Frequency and Impact Definitions in Appendix 2  
Primary and Support Agencies listed in Appendix 3*

**APPENDIX 2**

**HAZARD ANALYSIS MATRIX**

	HIGHLY LIKELY	LIKELY	POSSIBLE	UNLIKELY
CATASTROPHIC				
	HURRICANES AND TROPICAL STORMS			NUCLEAR WARFARE
CRITICAL	SEVERE THUNDER STORMS	TERRORISM		
	FLOODING/ FLASH FLOODS	WINTER WEATHER		
LIMITED	TRAFFIC CONGESTION	SUMMER WEATHER (HEAT WAVE)	AIRPORT/AIRCRAFT ACCIDENT	RADIOLOGICAL INCIDENT
		TORNADO AND MICROBURST	HAZARDOUS MATERIAL RELEASE	DAM FAILURE
		FIRE	MAJOR TRAFFIC ACCIDENT	DROUGHT
		SPECIAL EVENTS	PANDEMIC DISEASE	CIVIL UNREST RIOTS
NEGLECTIBLE				EARTHQUAKE

**Frequency**

*Highly Likely:* Near 100% probability in the next year.

*Likely:* Between 10%-100% probability in the next year.

*Possible:* 1%-10% Probability in the next year or at least one change in 100 years.

*Unlikely:* less than 1% probability in the next 100 years.

**Impact**

*Catastrophic:* multiple deaths, critical facilities shutdown for 1 month, more than 50% of property severely damaged.

*Critical:* injuries or illness and permanent disability, critical facilities shutdown for 2 weeks; 25 to 50% of property severely damaged.

*Limited:* temporary injuries; critical facilities shutdown for 1-2 weeks; 10% to 25% of property severely damaged.

*Negligible:* injuries treatable with first aid; critical facilities shutdown for 24 hours or less; less than 10% of property damaged.

**APPENDIX 3**  
**EOP EMERGENCY SUPPORT FUNCTIONS**

EMERGENCY SUPPORT FUNCTION	PRIMARY AGENCY	SUPPORT AGENCIES
1. Direction and Control	City Manager Office of Emergency Management (OEM)	EOC Executive Staff
2. Communication and Warning	Police Department	911 Center, Fire, Information Technology, OEM,
3. Emergency Public Information	CM Communications Group	Fire, Police
4. Information and Reporting	Planning Department	Libraries, OEM
5. Legal	City Attorney	Commonwealth Attorney
6. Law Enforcement	Police Department	Parks & Recreation, Sheriff Office
7. Mass Care	Social Services	Health, OEM, Parks and Recreation, Police, Purchasing, Schools, Sheriff's Office
8. Fire Services	Fire Department	Health, OEM, Parks and Recreations, Police
9. Health and Medical Services	Health Department	Fire
10. Information Technology	Information Technology	Public Utilities
11. Utilities	Public Utilities	Public Works
12. Public Restoration	Public Works	City Farm, Engineering, Parks and Recreation
13. Military Assistance	Office of Emergency Management (OEM)	City Manager
14. Search and Rescue	Fire and Police Departments	OEM, Parks and Recreation, Sheriff's Office
15. Volunteers & Donations Management	Social Services	Development, Human Resources, Purchasing
16. Resource Management	Purchasing	City Farm, Development, OEM
17. Fiscal Management	Budget and Evaluation	Finance, Internal Audit, OEM,
18. Evacuation	Police Department	Engineering, Fire, OEM, Parks and Recreation, Schools, Vehicle Services
19. Damage Assessment	Codes Compliance	Assessor, OEM, Self Insurance
20. Continuity and Recovery	City Manager, OEM	EOC Executive Staff, Human Resources

**Primary Agency:** The department assigned primary responsibility to coordinate a specific function, including review and update of the Functional Annex. Primary Agencies are designated on the basis of having the most authority, resources, capabilities, and/or expertise relative to the accomplishment of the specific function. Primary Agencies are responsible for overall planning and coordination of the specific function.

**Support Agency:** The department assigned to assist a specific function with available resources, capabilities, and/or expertise in support of a specific function, under the coordination of the Primary Agency.

**NOTE:** Emergency Management is responsible for coordination and final review of the EOP.

**APPENDIX 4**

**ORGANIZATIONAL RESPONSIBILITIES**

<b>CITY DEPARTMENTS</b>		<b>ESF RESPONSIBILITIES</b>
<b>1. DIRECTION AND CONTROL</b>		
<i>PRIMARY AGENCY</i>		
<b>CITY MANAGER</b>	Be the liaison to the Mayor and City Council on disaster operations.	
	Provide Emergency Management Director and Assistant Emergency Management Directors.	
	Direct citywide major disaster response and management activities.	
	Appoint a Coordinator of Emergency Management to manage the City's Office of Emergency Management and the citywide Emergency Management program.	
<b>OFFICE OF EMERGENCY MANAGEMENT (OEM)</b>	Coordinate and develop the Emergency Operations Plan (EOP).	
	Coordinate emergency operations with local organizations, business and industry.	
	Coordinate Local Emergency Planning Committee (LEPC) activities.	
	Coordinate on resource requests for state and federal assistance.	
	Coordinate Emergency Management related mutual aid agreements with the military, and other non-City agency assistance.	
	Monitor radiological detection and reporting.	
	Consolidate and forward other required emergency related records and reports as needed.	
	Coordinate emergency management training and exercises.	
Coordinate emergency power restoration priorities.		
<i>SUPPORT AGENCIES</i>		
<b>BUDGET AND EVALUATION</b>	Coordinate emergency fiscal management activities.	
<b>CITY ATTORNEY</b>	Prepare emergency and disaster incident legal documents, including the Declaration and Termination of Local Emergencies.	
	Ensure that actions taken during emergencies and disasters comply with the appropriate federal, state and local laws, regulations and policies.	
<b>CM COMMUNICATIONS GROUP</b>	Coordinate Emergency Information Officers for 24-hour operations.	
	Provide legislative liaison assistance to address disaster related issues needed in support of disaster management and operations.	
<b>DEVELOPMENT</b>	Coordinate activities with Emergency Management.	
	Coordinate emergency information with local business and industry.	
	Identify disaster assistance centers.	
<b>ENGINEERING</b>	Provide GIS and mapping support for situation damage assessment and EOC display.	
<b>FIRE</b>	Provide emergency firefighting and hazardous material response.	
	Immediately notify Emergency Management of potential or imminent threats to the City by procedure or as requested.	
	Provide trained personnel for EOC operations and field operation coordination.	
<b>LIBRARIES</b>	Assist with EOC emergency situation status display.	
<b>PLANNING</b>	Coordinate and evaluate rapid and situation assessment information during EOC activations.	
	Coordinate and develop initial and daily Situation Assessment reports during EOC activations.	
	Provide EOC emergency situation status display.	
<b>POLICE</b>	Implement mass evacuations	
	Provide law enforcement	
	Immediately notify Emergency Management of potential or imminent threats to the City by procedure or as requested.	

	Provide trained personnel for 24-hour communications services, including EOC and field operations.
<b>PUBLIC WORKS</b>	Coordinate Citywide debris management.
	Provide emergency road repair in coordination with Engineering.
	Provide emergency solid waste sewage and waste water services.
<b>SCHOOLS</b>	Provide emergency shelter facilities.
	Coordinate activities with Emergency Management.
<b>2. COMMUNICATIONS AND WARNING</b>	
<i>PRIMARY AGENCY</i>	
<b>POLICE</b>	Alert the public of pending or actual emergencies requiring area evacuation or sheltering in place.
	Develop, maintain and educate staff on Public Safety Radio Failure Procedures.
	Develop relay procedures for Simplex Operations and coordinate with Police and Emergency Management.
<i>SUPPORT AGENCIES</i>	
<b>911 CENTER</b>	Operate the City's 24-hour/day warning and alert center.
	Develop, maintain and educate staff on Public Safety Radio Failure Procedures.
	Operate Emergency Communications Center.
	Coordinate with the City Emergency Information Center (EIC) on emergency information and non-life threatening requests as needed.
<b>FIRE</b>	Develop, maintain and educate staff on Public Safety Radio Failure Procedures.
	Develop relay procedures for Simplex Operations and coordinate with Fire and Emergency Management.
	Coordinate and assist Police with area evacuations.
<b>INFORMATION TECHNOLOGY</b>	Supervise and maintain City-owned communications systems.
	Coordinate, establish and maintain emergency communication equipment and Citywide emergency communications procedures.
	Prescribe standards and requirements for Emergency Communications System.
	Assist City agencies, amateur radio, volunteer and private communications operators in organizing, maintaining, and operating in support of city emergency operations.
<b>OEM</b>	Activate and staff the EOC Emergency Information Center.
<b>3. EMERGENCY PUBLIC INFORMATION</b>	
<i>PRIMARY AGENCY</i>	
<b>CM COMMUNICATIONS GROUP</b>	Coordinate with City departments and agencies to providing public news releases.
	Coordinate Emergency Information Officers for 24-hour operations.
	Coordinate legislative liaison for all elected officials.
	Provide Newport News City employees with information on City closings and/or delays due to inclement weather conditions via selected television and radio stations.
<i>SUPPORT AGENCIES</i>	
<b>FIRE</b>	Assist in warning dissemination.
<b>POLICE</b>	Provide emergency and disaster warning using police vehicles equipped with public address speakers.

<b>4. INFORMATION AND REPORTING</b>	
<i>PRIMARY AGENCY</i>	
<b>PLANNING</b>	Coordinate and evaluate rapid and situation assessment information during EOC activations and provide Situation Assessment reports.
	Provide EOC emergency situation display.
<i>SUPPORT AGENCIES</i>	
<b>LIBRARIES</b>	Assist with Information and Reporting activities, including Situation Assessment reports.
<b>OEM</b>	Consolidate and forward other required emergency-related records and reports as needed.
<b>5. LEGAL</b>	
<b>CITY ATTORNEY</b>	Provide City staff proper and timely legal advice and guidance during emergency and disaster situations.
	Prepare emergency and disaster incident legal documents, including the Declaration and Termination of Local Emergencies.
	Review all actions taken during emergencies and disasters such that they comply with the appropriate federal, state and local laws, regulations and policies.
<b>COMMONWEALTH ATTORNEY</b>	Coordinate legal activities with The Commonwealth of Virginia and the City Attorney.
<b>6. LAW ENFORCEMENT</b>	
<i>PRIMARY AGENCY</i>	
<b>POLICE</b>	Operate the City public safety communications center, Public Safety Answering Point (PSAP), and the 24-hour alert and warning center to provide rapid, secure, and reliable communications.
	Provide trained personnel for 24-hour communications services, including EOC and field operations.
	Immediately notify Emergency Management of potential or imminent threats to the City by procedure or as requested.
	Notify designated officials by police procedure or as requested by appropriate City authority.
	Coordinate law enforcement activities, including civil disorder, terrorism, sabotage, missing persons, and search and rescue.
	Enforce emergency laws and regulations.
	Evacuate the public from any threatened area and assist in evacuation planning by providing traffic control and evacuation direction within the City.
	Provide emergency and disaster warning using police vehicles equipped with public address speakers.
	Assist in the physical evacuation of nursing home occupants.
	Assist Emergency Management in technical rescue and urban SAR operations.
	Provide law enforcement personnel to maintain security and control of emergency shelters, evacuated areas, restricted access facilities and areas affected by the disaster.
	During radiological emergencies, allow only authorized individuals possessing a dosimeter and film badge entrance into contaminated areas. Ensure entry control point personnel are equipped and trained in the use of dosimeters and film badges.
<i>SUPPORT AGENCIES</i>	
<b>PARKS AND RECREATION</b>	Assist in emergency shelter security and other law enforcement activities.
<b>SHERIFF'S OFFICE</b>	Provide law enforcement assistance.

<b>7. MASS CARE</b>	
<i>PRIMARY AGENCY</i>	
<b>SOCIAL SERVICES</b>	Provide City Shelter Management, and coordinate shelter activities with the Hampton Roads American Red Cross, Newport News Community Service Board.
	Provide for shelter registration and inquiry.
	Coordinate emergency food and water distribution for shelters.
	Provide for the emergency issue of food stamps.
<i>SUPPORT AGENCIES</i>	
<b>HEALTH</b>	Coordinate emergency shelter medical support, including special needs requirements.
	Provide emergency medical guidance to the City staff and the public on all potential medical hazards.
<b>OEM</b>	Determine when to open shelters and what facilities will serve as shelters in coordination with Social Services and Newport News Public Schools.
<b>PARKS AND RECREATION</b>	Assist in emergency shelter security and other law enforcement activities.
	Provide recreational activities in long term shelters
<b>POLICE</b>	Provide law enforcement personnel to maintain security and control of emergency shelters, evacuated areas, restricted access facilities, and areas affected by the disaster.
<b>PURCHASING</b>	Provide for emergency procurement of supplies.
<b>SCHOOLS</b>	Assist in providing emergency shelters for evacuees and other welfare services, including nursing home evacuees and their nursing staff.
	Assist in providing a Restricted Emergency Shelter, when required, during a radiological accident or hazardous materials accident.
	Assist in providing emergency transportation.
<b>SHERIFF'S OFFICE</b>	Assist in providing shelter security
<b>8. FIRE SERVICES</b>	
<i>PRIMARY AGENCY</i>	
<b>FIRE</b>	Provide fire prevention and suppression, and coordinate firefighting activities.
	Provide the Hazardous Materials Officer for the City, and provide guidance for hazardous materials operations.
	Provide Radiological Officers.
	Provide on-scene hazardous material incident command and control, and post-incident evaluation and disposition.
	Assist with environmental incident evaluation and disposition.
	Assume primary responsibility for radiological monitoring and reporting.
	Provide technical rescue services.
	Provide waterborne firefighting capability.
	Conduct urban search and rescue operations and assist in search and rescue operations.
	Assist in warning dissemination.
	Assist in evacuation of nursing home occupants, special needs individuals, and other activities as needed.
	Provide monitoring and guidance to Vehicle and Equipment Services for City vehicle and equipment decontamination.
	Provide emergency medical services, including medical care and transport.
	Establish necessary emergency medical supply exchange with local hospitals and medical facilities to ensure emergency vehicles have adequate supplies on board during an emergency.
Coordinate mass casualty/mass fatality operations with emergency responders, local hospitals and other pre-hospital providers.	

	Assist the Health Department in providing emergency medical support in shelters and in coordination of public health activities.
<i>SUPPORT AGENCIES</i>	
<b>HEALTH</b>	Coordinate mass casualty/mass fatality operations with emergency responders, local hospitals and other pre-hospital providers.
	Coordinate and provide emergency medical coordination and guidance as needed in support of all types of emergency operations.
<b>OEM</b>	Coordinate fire response efforts from the Emergency Operations Center.
<b>PARKS AND RECREATION</b>	Evacuate and secure Newport News Park during fire and radiological emergencies.
<b>POLICE</b>	Provide law enforcement personnel to maintain security and control of emergency shelters, evacuated areas, restricted access facilities, and areas affected by the disaster.
	During radiological emergencies, allow only authorized individuals possessing a dosimeter and film badge entrance into contaminated areas
<b>9. HEALTH AND MEDICAL SERVICES</b>	
<i>PRIMARY AGENCY</i>	
<b>HEALTH</b>	Coordinate emergency public health activities with area hospitals, nursing homes, medical facilities, and pre-hospital providers.
	Coordinate emergency shelter medical support, including special needs requirements.
	Coordinate special medical support, including supplies and equipment, for nursing home evacuees.
	Ensure an adequate supply of medical and health items.
	Provide emergency mortuary and internment coordination.
	Issue health advisories.
	Provide epidemic control measures and insect and rodent control.
	Establish inspection of food, milk and water supply.
Provide inoculations for prevention of disease.	
<i>SUPPORT AGENCY</i>	
<b>FIRE</b>	Provide emergency medical support on an as needed basis.
	Assist in radiological monitoring. Evaluate radioactive material reports for potential emergency situations.
	Provide potassium iodide to emergency workers when required and ordered by the Health Director.
<b>10. INFORMATION TECHNOLOGY</b>	
<i>PRIMARY AGENCY</i>	
<b>INFORMATION TECHNOLOGY</b>	Coordinate emergency communications, and provide radio, telephone and automated communications, and technical support.
	Coordinate data recovery contingency plans for all City organizations, including alternate data processing capabilities.
	Maintain contact with state communications officials regarding communications requirements.
	Identify and maintain contact with community amateur radio emergency service organizations.
	Provide training for the use of radio, telephone, and computer communications equipment.
	Provide coordination of radio frequencies and call signs for City communications systems with City and non-City organizations.
	Coordinate situation reporting of public access communications, including telephones and cellular communications.
	Maintain necessary large-scale, uninterruptible power supply systems.

	Conduct damage assessment operations for all communications facilities.
<b>PUBLIC UTILITIES</b>	Coordinate telecommunication status reports with other utilities.
<b>11. UTILITIES</b>	
<i>PRIMARY AGENCY</i>	
<b>PUBLIC UTILITIES</b>	Maintain, within capabilities, an adequate supply of water to meet the drinking, sanitary, and fire suppression needs of the Peninsula during an emergency.
	Maintain, within capabilities, continuous operation of raw water pumping stations and reservoirs, water treatment facilities, water distribution pipelines, fire hydrants, and treated water storage facilities.
	Coordinate alternate potable water supplies (for limited periods of time).
	Coordinate response and recovery operations with responding Hazardous Materials Team In the event of a hazardous materials spill into a water supply.
	Coordinate of situation reporting from partner utilities, including electric, gas, and wastewater.
	Provide EOC administrative support.
	Develop and maintain the City Dam Safety Program.
<i>SUPPORT AGENCY</i>	
<b>PUBLIC WORKS</b>	Assist public utilities with Virginia Dominion Power (VDP),and Virginia Natural Gas (VNG) coordination, and coordinate support efforts with the Hampton Roads Sanitary District (HRSD).
<b>12. PUBLIC RESTORATION</b>	
<i>PRIMARY AGENCY</i>	
<b>PUBLIC WORKS</b>	Coordinate all public restoration activities.
	Implement the Debris Removal Plan.
<i>SUPPORT AGENCIES</i>	
<b>CITY FARM</b>	Provide support and labor for the Debris Removal Plan and other emergency operations as needed.
<b>ENGINEERING</b>	Provide support in the restoration of essential and critical City facilities.
<b>PARKS AND RECREATION</b>	Provide support and labor for the Debris Removal Plan.
<b>13. MILITARY ASSISTANCE</b>	
<i>PRIMARY AGENCY</i>	
<b>OEM</b>	Coordinate requests for military, state, and federal assistance
<i>SUPPORT AGENCY</i>	
<b>CITY MANAGER</b>	Assist with coordination of military assistance to civil authorities during emergency operations.
<b>14. SEARCH AND RESCUE</b>	
<i>PRIMARY AGENCY</i>	
<b>FIRE</b>	Direct Search and Rescue (SAR) operations for any collapsed facilities.
<b>POLICE</b>	Provide the mission commander for missing person SAR operations
<i>SUPPORT AGENCIES</i>	
<b>OEM</b>	Provide coordinator for urban search and rescue incidents.
<b>PARKS AND RECREATION</b>	Provide SAR trained personnel, and coordinate SAR management activities with Police and OEM.
<b>SHERIFF'S OFFICE</b>	Provide available personnel for missing persons operations on an as needed basis.

<b>15. VOLUNTEERS AND DONATIONS MANAGEMENT</b>	
<i>PRIMARY AGENCY</i>	
<b>SOCIAL SERVICES</b>	Coordinate volunteer and donation emergency support function.
	Coordinate donations management activities, including clothing, goods, and services.
<i>SUPPORT AGENCIES</i>	
<b>DEVELOPMENT</b>	Coordinate with local business and industry to develop a list of potential storage and distribution sites for donated goods, state and federal provided resources, state and federal disaster assistance centers, and disaster volunteer housing.
<b>HUMAN RESOURCES</b>	Coordinate recruitment of EIC and EOC Administrative Management Support personnel.
<b>PURCHASING</b>	Coordinate emergency resource management activities, including assistance with donations management.
<b>16. RESOURCE MANAGEMENT</b>	
<i>PRIMARY AGENCY</i>	
<b>PURCHASING</b>	Coordinate emergency resource management activities, including assistance with donations management.
	Provide for emergency procurement of services, supplies, and equipment.
	Provide material controls and assist with emergency fiscal activities
<i>SUPPORT AGENCIES</i>	
<b>CITY FARM</b>	Prepare meals to City emergency response crews during disaster operations in coordination with Resource Management ESF and department needs.
<b>DEVELOPMENT</b>	Assist with Resource Management ESF activities and responsibilities.
	Coordinate with private industry on disaster response and recovery operations.
<b>OEM</b>	Coordinate on Resource Management ESF requests for state and federal assistance.
<b>17. FISCAL MANAGEMENT</b>	
<i>PRIMARY AGENCY</i>	
<b>BUDGET AND EVALUATION</b>	Coordinate emergency fiscal management activities.
	Identify event cost codes for personnel, services, supplies, and equipment to be used by all departments.
	Serve as the official Applicant Agent and point-of-contact for obtaining state and federal financial assistance outlined under the <b>Robert T. Stafford Disaster Assistance and Emergency Relief Act, as Amended, 42 U.S.C. 5121, et seq.</b>
<i>SUPPORT AGENCIES</i>	
<b>FINANCE</b>	Provides the official City Applicant Agent in seeking and tracking state and federal disaster grants and reimbursements requests.
	Provide guidance to City departments on the federal and state process for submission of claims and reimbursement requests.
	Represent the City at all state and federal applicant agent briefings associated with a disaster event.
	Coordinate with City departments in the validation, submission and tracking of all federal disaster projects.
<b>INTERNAL AUDIT</b>	Coordinate with Budget and Evaluation and Finance on providing and validating necessary audit trails for all disaster grants and reimbursements.
<b>OEM</b>	Coordinate with Fiscal Management on disaster- related expenditure reports.
<b>18. EVACUATION</b>	
<i>PRIMARY AGENCY</i>	
<b>POLICE</b>	Coordinate with Emergency Management to implement the evacuation.
	Provide law enforcement personnel to maintain security and control of emergency shelters, evacuated areas, restricted access facilities, and areas affected by the disaster.

<i>SUPPORT AGENCIES</i>	
<b>ENGINEERING</b>	Coordinate traffic management and evacuation control within the City.
	Provide and establish barricades and signs for traffic control.
	Ensure traffic signal and traffic regulatory device restoration.
	Provide and coordinate environmental engineering services, including control, evaluation, and disposition.
	Provide GIS and mapping support for situation and damage assessment and EOC display.
	Identify Citywide evacuation routes for major disasters.
<b>FIRE</b>	Assist police in the implement of the evacuation.
	Provide additional drivers for School Buses during evacuation as needed.
<b>OEM</b>	The Director of Emergency Management is responsible for ordering an evacuation.
<b>PARKS AND RECREATION</b>	Secure and order the evacuation of all City campgrounds and other park and recreation properties and facilities.
<b>SCHOOLS</b>	Provide emergency transportation service for evacuees.
	Provide transportation of personnel, supplies, and materials from departments involved in emergency operations.
<b>VEHICLE SERVICES</b>	Assist Police in removal, storage or disposal of stranded or abandoned vehicles.
	Maintain vehicles and equipment for organizations to perform 24-hour operations.
	Maintain and provide necessary heavy equipment for departments to perform 24-hour operations in the clearing of streets, and restoring sanitation facilities.
	Implement the City Vehicle and Equipment Decontamination Team in coordination with the Fire Department and Public Works Department.
<b>19. DAMAGE ASSESSMENT</b>	
<i>PRIMARY AGENCY</i>	
<b>CODES COMPLIANCE</b>	Provide a Damage Assessment Coordinator.
	Coordinate Initial Damage Assessment and Preliminary Damage Assessments and necessary reports.
	Coordinate Public Damage Assessment with Office of Self Insurance.
	Coordinate with Assessor's Office for Private Damage Assessments.
<i>SUPPORT AGENCIES</i>	
<b>ASSESSOR</b>	Provide and conduct Private Damage Assessments and coordinate reports with Damage Assessment Coordinator.
	Provide safety guidance for City emergency staff and disaster volunteers.
	Coordinate public property damage assessments with City departments.
	Coordinate public property damage assessment reports with the Damage Assessment Coordinator.
	Coordinate and track public property, state, and federal restoration projects.
	Ensure necessary insurance is obtained for all City facilities, property, and equipment required by state and federal disaster regulations and laws.
<b>OEM</b>	Complete all Damage Assessment forms and submit all necessary materials to the Virginia Department of Emergency Management.
<b>SELF INSURANCE</b>	Provide safety guidance for City emergency staff and disaster volunteers.
	Coordinate public property damage assessments with City departments, The Newport News Housing Authority, and the Airport Commission.
	Coordinate public property damage assessment reports with the Damage Assessment Coordinator.
	Coordinate and track public property state and federal restoration projects.
	Ensure necessary insurance is obtained for all City facilities, property, and equipment required by state and federal disaster regulations and laws.
<b>ALL CITY DEPARTMENTS</b>	Manage public facility damage assessment in coordination with Office of Self Insurance and appoint project officers for all department claims.

<b>20. CONTINUITY AND RECOVERY</b>	
<i>PRIMARY AGENCY</i>	
<b>CITY MANAGER</b>	Appoint a Continuity and Recovery Coordinator.
	Determine appropriate delegation of authority during the emergency.
	Maintain communications with local elected officials.
	Maintain communications with state and federal officials.
	Assist Continuity and Recovery Team to determine restoration priorities.
<b>OEM</b>	Manage all continuity and recovery management activities.
	Coordinate with Continuity and Recovery management activities.
	Provide direction and control for relief and recovery operations
<i>SUPPORT AGENCIES</i>	
<b>EOC EXECUTIVE STAFF</b>	Maintain Emergency Support Function activities.
	Determine service restoration priorities as the Continuity and Recovery Team.
	Coordinate with the Department of Human Resources regarding assignments of essential and non-essential personnel to recovery operations.
<b>HUMAN RESOURCES</b>	Develop Citywide procedures for operations using minimal staff and/or essential personnel.
	Notify City Employees of Emergency status, and make bulletins for essential and non-essential report status.

NON-CITY AGENCIES	RESPONSIBILITIES
<b>AMERICAN RED CROSS (ARC)</b>	The American Red Cross is authorized to provide assistance in accordance with the Statement of Understanding between the Commonwealth of Virginia and the National American Red Cross. The ARC will assist with emergency and disaster mass care, and volunteer and donations management activities.
	The Hampton Roads Chapter of the American Red Cross will carry out assignments referenced above, and shall assist the City of Newport News Public Schools with sheltering activities as contained in the Letter of Agreement between the School Board of the City of Newport News and the Hampton Roads Chapter of the American Red Cross.
<b>AMATEUR RADIO EMERGENCY SERVICE/RADIO AMATEUR CIVIL EMERGENCY SERVICE (ARES/RACES)</b>	The ARES/RACES program will provide backup voice and packet emergency communications for the City EOC to the State EOC, and voice communications with shelters and critical facilities as agreed to with the OEM Coordinator, within organizational capabilities as outlined in the ARES/RACES/City MOU.  ARES/RACES will provide emergency messaging with all City designated and supported locations, and the State EOC during disaster events.
<b>COMMUNITY SERVICE BOARD</b>	The Newport-News/Hampton Community Services Board will provide crisis counseling for disaster victims in Emergency Shelters.
<b>NATIONAL WEATHER SERVICE (NWS)</b>	The Wakefield office of the NWS provides weather information to local and state agencies. The National Weather Service in Wakefield also provides advice and evaluation regarding local weather conditions.
<b>LIVING INTERFAITH NETWORK (LINK)</b>	The Living Interfaith Network (LINK) will provide emergency winter sheltering and feeding for the homeless through the PORT program, and provide general emergency sheltering for the homeless population during severe weather incidents.
<b>PENINSULA AGENCY ON AGING (PAA)</b>	The Peninsula Agency on Aging (PAA) will coordinate with Emergency Management and Schools for transportation to assist in evacuation of the aged, and provide representatives in shelters to assist in providing special needs and services for the aged.
<b>SALVATION ARMY</b>	The Salvation Army is authorized to assist state and local governments, and as such is permitted to operate in emergency and disaster situations in accordance with the Statement of Understanding between the Salvation Army and the Commonwealth of Virginia. The Salvation Army can provide services to disaster workers; spiritual ministry; mass feeding; individual feeding; emergency shelter; distribution of clothing, food, furniture, and household supplies; and registration and identification.
<b>VIRGINIA ORGANIZATIONS ACTIVE IN DISASTER (VOAD)</b>	The Virginia Organizations Active in Disaster functions in times of natural or man-made emergencies in order to foster more effective service to people affected by disaster.
<b>VIRGINIA DEPARTMENT OF EMERGENCY MANAGEMENT (VDEM)</b>	VDEM will operate the State Warning Point, transmit information via the Virginia Criminal Information Network (VCIN), receive requests for assistance, coordinate state actions, and coordinate for assistance from federal agencies. In addition, the VDEM Regional Coordinator will act as liaison officer between local emergency management and the State Coordinator. VDEM will also provide the Regional Hazardous Materials Officer.
<b>VIRGINIA DEPARTMENT OF TRANSPORTATION (VDOT)</b>	VDOT will establish and maintain the Hurricane Evacuation Transportation Plan, establish the Traffic Control Center, and coordinate emergency evacuation procedures.
<b>VIRGINIA MARINE RESOURCES COMMISSION (VMRC)</b>	VMRC will assist in search and rescue in tidal waters, in damage assessment of marine resources, and in water transportation of individuals
<b>VIRGINIA STATE POLICE (VSP)</b>	VSP will provide traffic control on state highways, assist in evacuation procedures, and provide law enforcement support.
<b>U.S. COAST GUARD (USCG)</b>	USCG will provide warning to ships and boats in affected coastal areas, assist in coastal evacuation upon request, and are primarily responsible for coastal waterway emergency response.
<b>OTHER NON-CITY ORGANIZATIONS</b>	Perform emergency functions, as required, in support of City response during emergency and disaster operations.

**APPENDIX 5  
EMERGENCY SUPPORT FUNCTION MATRIX**

<b>City Departments</b>	1. DIRECTION AND CONTROL	2. COMMUN. AND WARNING	3. EMERGENCY PUB. INFO ESF	4. INFO AND REPORTING ESF	5. LEGAL ESF	6. LAW ENFORCEMENT ESF	7. MASS CARE ESF	8. FIRE SERVICES ESF	9. HEALTH AND MEDICAL ESF	10. INFO. TECHNOLOGY ESF	11. UTILITIES ESF	12. PUBLIC RESTORATION ESF	13. MILITARY ASSISTANCE ESF	14. SEARCH AND RESCUE ESF	15. VOL. & DONATIONS ESF	16. RESOURCE MGMT. ESF	17. FISCAL MANAGEMENT ESF	18. EVACUATION ESF	19. DAMAGE ASSESSMENT ESF	20. CONT. & RECOVERY ESF
911 CENTER		S																		
ASSESSOR																			S	
BUDGET AND EVALUATION	S																P			S
CITY ATTORNEY	S				P															S
CITY FARM												S				S				
CITY MANAGER	P												S							P
CODES COMPLIANCE																			P	
COMMONWEALTH ATTORNEY					S															
CM COMMUNICATIONS GROUP	S		P																	S
DEVELOPMENT	S														S	S				S
ENGINEERING	S											S							S	S
FINANCE																		S		
FIRE	S	S	S					P	S					P				S		S
HEALTH DEPARTMENT							S	S	P											
HUMAN RESOURCES															S					
SOCIAL SERVICES							P								P					
INFO. TECHNOLOGY		S								P										
INTERNAL AUDIT																		S		
LIBRARIES AND INFO SVS.	S			S																S
OFFICE OF EMERGENCY MANAGEMENT (OEM)	P	S		S		S	S						P	S		S	S	S	S	P
PARKS, REC. AND TOURISM						S	S	S				S		S				S		
PLANNING	S			P																S
POLICE	S	P	S			P	S	S						P				P		S
PUBLIC UTILITIES										S	P									
PUBLIC WORKS	S										S	P								S
PURCHASING							S								S	P				
SCHOOLS	S						S												S	S
SELF-INSURANCE																			S	
SHERIFF						S	S							S						
VEHICLE SERVICES																			S	

P – Primary Responsibility

S - Support

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## APPENDIX 6

### INCIDENT COMMAND SYSTEM

#### Incident Command System

The Incident Command System (ICS) is the management unit that directly leads the incident response, and defines the scope of what is the “incident” within Newport News. The Incident Commander or Unified Command Team and appropriate Command and General Staff positions are assigned to the incident. The Incident Command Team provides guidance to responders in Field Operations, and to the support agencies by establishing incident-specific goals and objectives, and oversees the development of incident strategy and overall tactics. The incident operations chief develops specific tactics. Operational supervisors of departments and agencies that have direct incident responsibilities accomplish the management of “Field Operations”. Each responding department and/or agency may have its own “on-scene” officials for direct supervision of staff.

In the event of an emergency that includes multiple jurisdictions in the Hampton Roads Area, Newport News may be asked to participate in an Area Unified Command. This would, in most instances, entail a senior representative from the primary agency being designated to sit on the Area Unified Command Team. Unified command methodology brings these various disciplines together during an incident to share information and to allow appropriate input into the development of a defined set of incident objectives for the Newport News response. Each organization is integrated into the emergency response operation for the City. At the same time, each discipline maintains its jurisdictional authority for its own individual assets and responsibilities.

#### Unified Incident Command

When multiple response agencies or organizations have major management roles in response to a complex incident, collective management and coordination of response services is most effectively achieved through unified incident command. Unified Command occurs through joint decision-making that establishes common incident objectives or “management by objectives”. For an incident, clearly delineated objectives and strategies are agreed upon and documented in a formal fashion. This document forms the basis of the Newport News Incident Action Plan (IAP). Unified Command provides relatively equal management participation by the departments involved, but it is recognized that a primary agency must be the final arbiter within the Unified Command Team (i.e., one of the represented agency managers is recognized as having the final say in all matters). This “primary agency” authority is determined by the specific incident type and circumstances and is clearly defined at the outset of the incident command process. The decision support tool for determining the designated “primary agency” authority or each type of hazard event is described in the upcoming table. To accomplish this common operating system in a Newport News response, unified command includes:

- A single integrated incident organization.
- Shared or co-located command facilities.
- Single planning process and incident action plan (a single set of strategic goals and objectives)
- An operations section leadership that replicates the organizational make-up of the incident’s unified command, with the primary agency’s representative designated as the Operations Chief. A similar organizational composition may be established for the Logistics, Planning, and Finance/Administration sections.
- Coordinated process for resource ordering and management.

For Newport News, the response organizations that may be included in a Unified Incident Command are:

- |                                       |   |
|---------------------------------------|---|
| 1. Newport News Fire Department       | 5. Newport News Department of Public Health |
| 2. Newport News Police Department     | 6. Newport News Social Services             |
| 3. Newport News Emergency Management. | 7. Newport News Public Works                |
| 4. Newport News Public Utilities      | 8. All other necessary City Departments     |
|                                       | 9. All other necessary Non-City Agencies    |

**INCIDENT COMMAND RESPONSE STRUCTURE**

In response to an event, the following primary agencies will assume incident command and coordinate a unified response to specific hazard types.

<b>HAZARD TYPE</b>	<b>PRIMARY INCIDENT AGENCY</b>
Hurricane and Tropical Storm	Director, Emergency Management
Severe Thunderstorms	Director, Emergency Management
Flooding/Flash Floods	Fire Department
Winter Weather (Nor' Easter)	Director, Emergency Management
Summer Weather (Heat Wave)	Director, Emergency Management
Tornadoes and Microburst	Director, Emergency Management
Fire Emergency	Fire Department
Drought	Public Utilities
Earthquakes	Fire Department/Emergency Management
Airport/Aircraft Accident	Fire Department
Hazardous Material Release	Fire Department
Dam Failure	Public Utilities Police Department/Fire Department
Radiological Incident	Fire Department
Pandemic Disease	Health Department
Terrorism	Police Department Fire Department
Civil Unrest	Police Department
Nuclear Warfare	Fire Department
Traffic Congestion	Police Department
Major Traffic Accident	Police Department
Special Events	Police Department

**Transfer of Incident Authority**

During a response, event parameters may change such that the focus and objectives in the response may change. A significant change could transfer the primary responsibility for primary agency in unified command to a different agency. In this case, Unified Command Team Members make this determination, using the incident planning process, and document the transition of primary agency status. Continued assessment of each discipline in the Unified Command Team as to the need for their participation is a component of the planning process throughout the duration of the event. For instance, public health may not require continuous participation in the management of all events, but should still have a presence overseeing issues directly related to its responsibilities.

## Incident Command Team Staff Positions

### *Liaison Officers (LNOs)*

The liaison officer is a position at the command level that establishes and maintains liaison services with non-Newport News response entities that are directly involved in incident command and operations, but acting outside the Newport News' incident command system. They may be adjacent jurisdictions or federal entities operating in the area, but with a focus distinct from the City response, or others. The Incident Command our Unified Command will determine the specific person(s) designated as liaison to entities according to the event type and the agencies involved. Assignments may vary from incident to incident, but there is one liaison established in every event to the Hampton Roads regional command process. It is important that the information obtained by the Incident Command Team liaisons be documented and available for consideration during the Incident Command Team planning process and for informing each Emergency Support Function.

### *Public Information Officer (PIO)*

This position is designated as an official Newport News spokesperson(s) during a response, **speaking specifically to the incident itself**, and does not usurp the responsibility of the PIO's from the Newport News Emergency Operations Center or City Manager's office that would closely coordinate their efforts through the Emergency Operations Center. This designation may vary from incident to incident according to incident circumstances. Assigned individuals from other City response agencies will assist the PIO(s) as required.

### *Safety Officer*

The Safety Officer function oversees responder safety for all aspects of the incident response and support that falls under the authority of the Incident Command Team. Multiple aspects of safety must be addressed: scene "workplace" safety, personnel health and safety, and security. The agency that has primary authority in Unified Command is responsible for staffing this position and has the authority to provide high level input into the command process as related to health and safety concerns. Assistance is provided to this individual, as needed, by any of the participating Incident Command Team partner agencies.

### *Advisors*

Advisors are experts appointed by the incident manager or members of the Unified Incident Command to provide technical advice for strategic decisions that the Incident Command Team must address. Advisors may be individuals or small groups, and some are entities developed expressly for this purpose.

## Incident Command Team General Staff positions

### *Operations Section Chief*

Operations encompass all functions that are directly responsible for accomplishing the strategic goals and objectives set by Management. To do this, tactics are established to achieve the incident objectives. The Operations Section Chief is responsible for the organization of the Operations Section and the development and execution of its specific tactics.

### *Support Sections*

Support functions provide assets and services, **internal to the Incident Command System**, that maintain the capabilities of management and operations throughout the incident. The support functional area (Logistics, Planning, Finance/Administration) therefore, encompasses activities that support Incident Command and Incident Operations in the Newport News response.

- **Logistics Section Chief:** manages activities that provide logistical support through equipment and supplies, transportation, personnel maintenance, processing of volunteers, and technical activities that maintain function of operational facilities. Logistics assets are utilized when individual incident assets and functions are unable to meet their logistical needs through their own internal resources.

- **Planning Section Chief:** manages all activities that support Command and Operations in the processing of incident information and in the development of plans for the incident. This includes setting the time and agenda (subject to Incident Command approval) of management and planning meetings for the Incident Command Team, and operational briefings for each operational period. The Planning Chief is also the facilitator/moderator for these meetings.
- **Finance/Administration Section Chief:** manages this functional area, which encompasses all activities that support Command and Operations in incident administrative issues and in the tracking and processing of incident expenses. The Finance and Administration Section is responsible for providing essential documentation for the After Action Report (AAR) and essential payroll and reimbursement paperwork. The chiefs of the Operations, Logistics, Planning and Finance/Administration sections are drawn from pre-selected and trained personnel. Together they form the "General Staff" in the Incident Command Team structure.

## Incident Recognition

An incident or event requiring resources beyond the single agency Incident Command System required in day-to-day operations may rapidly develop or slowly evolve. In an urgent situation, the senior authority from the designated primary agency involved in the hazard evaluation makes the determination. In a less obvious situation, a senior level manager from the Unified Command agencies may request (through the Emergency Communications Center) a rapid conference call of all Incident Command Team representatives to discuss the incident or event. A decision is then made concerning activation of the Emergency Operations Plan, and the level of initial Emergency Operations Plan mobilization. If circumstances meet the qualifications for an emergency declaration, the recommendation is made to the Newport News City Manager, who then promulgates the official emergency declaration.

## Incident Notification

Initial notification occurs through two primary methods:

- The Emergency Communications Center Emergency Call Procedure is used to notify the Duty Officer of all response agencies, and to notify the Coordinator of the Office of Emergency Management.
- Involved agencies, departments, and nongovernmental emergency organizations notify their personnel and support agencies through their pre-established individual emergency call procedures.
- The Dialogic Alert System is an important component in emergency notification and it is incumbent of all employees to keep their contact information up to date.

## Mobilization

This stage involves response assets with Incident Command Team responsibility transitioning from baseline operations to response operations as designated in the incident notification. Mobilization procedures establish the capability and capacity for the primary agency to conduct incident command at the designated Incident Command Post.

## Response

The initial mobilization and reactive phase of the response is governed by the guidance in the Emergency Operations Plan and individual agency annexes, and by reacting to incident circumstances. Initial incident command is established at an on-scene Incident Command Post if a scene exists, and primary incident command is designated. Throughout the incident response, incident command is tasked with problem solving for issues not resolved at lower decision-making levels in the incident command system. As incident information is accumulated and appropriate interventions accomplished, a transitional management meeting is scheduled and all major organizations involved in the incident response are notified.

### Transitional Management Meeting

This meeting marks the transition of an incident response from reactive management to a proactive phase. The transitional meeting brings together the leadership of key response elements, defines the primary Incident Command Team (the Command and General Staff), and allows incident managers to be briefed on incident parameters, as they are known at that time. If the authorized incident command determines that formal incident planning is warranted, the command sets initial incident objectives and the planning cycle process begins. Designated representatives to the Unified Command Team meet and determine the primary authority, or re-confirm if established earlier in the response. If command authority is not clear in an incident or event, primary authority in the Incident Command Team will be resolved by the City Manager. Newport News may be asked to participate in a regional Unified Command Team. In this instance, there remains a requirement for a City Incident Command Team. For example, during a wide spread disease outbreak involving multiple jurisdictions across the state, state public health authorities might assume the incident command function that coordinates the incident response across the affected local jurisdictions. The Newport News Unified Command Team remains the primary authority for managing the incident in Newport News. Other actions in the transitional management meeting include:

- Unified Incident Command Team assessment of situation: initial information on the event may be incomplete and pertinent information should be shared with all members of the Unified Incident Command Team.
- Establishing the operational cycle: if the event appears to warrant more than a brief (12 hour) response, the parameters of the operational cycle should be established. An operational cycle is defined as a time period governed by the Incident Action Plan, with the establishment of new incident objectives or reaffirmation of objectives for the follow-on cycle (typical operational cycles are 12 hours or 24 hours in duration).
- Initiating the Incident Command Team Planning Cycle to correspond with the operational cycles.
- Critical action planning tasks during the transitional management meeting include:
  - Establishing the parameters of the incident response; defining incident objectives and strategies;
  - Establishing criteria to evaluate the success of incident interventions.

### Follow-up Actions for the Incident Command Team Planning Cycle

The following actions in the planning cycle include:

1. **Planning meeting:** Using incident objectives set during the transitional or subsequent management meetings, the command team, with leaders of key functional areas under incident command, set strategies and general tactics. These are then documented as a central component of the Incident Action Plan. This provides a means for coordinating between multiple locations, resources, and levels of government. The addition of supportive plans completes the Incident Action Plan for the upcoming operational period.
2. **Operational briefing:** All components of the response system are 'briefed' on the developed objectives, strategies and tactics. In traditional descriptions of ICS, this occurs in person, but for Newport News, this may occur through electronic means so that the Emergency Operations Center, Emergency Policy Team, and the City Manager may participate. A defined briefing process imposes discipline for the operational briefings, so time constraints are met, distractions are limited, and questions are kept at a minimum. The purpose of the operational briefing is to impart information and to raise emergent issues, not to discuss alternative plans; debate choices made in the planning process, or undertake extensive problem solving.
3. **Management meeting:** This meeting marks the onset of the next planning cycle. Incident managers re-evaluate incident objectives and progress made in meeting the set objectives, based upon information collected throughout the operational period. Objectives are revised and new ones are established as appropriate.

Additionally, the Incident Management System (IMS) Plans/Information Section provides support for the planning cycle. Contents of the Incident Action Plan (IAP) include:

- Overall incident objectives and priorities
- Primary strategies for achieving objectives (with alternatives listed)
- General tactics for selected strategies
- Types and quantities of resources assigned
- Tactical organization (can be organized geographically and/or functionally)
- Organization of supporting elements
- Communications plan
- Safety message (reflecting the overall safety plan)
- Supporting documentation (for example):
  - i. Maps of impacted areas
  - ii. Time line of events
  - iii. Time line of meetings
  - iv. Traffic plans
  - v. Weather reports

**Incident Command Team Demobilization**

Incident Command Team demobilization follows the same planning process as mobilization and response – as assets meet their objectives, or objectives change and the assets are no longer needed, incident command implements demobilization strategies that were conceived through the efforts of the designated component of the Incident Command Team Plans branch. The planning process, including contingency planning, long-range planning, and demobilization planning delineates possible demobilization tactics. The demobilization process is executed by operations with the support of logistics and finance/administration.

The **Incident Action Plan** will typically contain a number of components as shown below:

Common Components:	Normally Prepared By:
1. Incident Objective	Incident Commander
2. Organization Chart/List	Resources Unit
3. Assignment List	Resources Unit
4. Communications Plan	Communications Unit
5. Logistics Plan	Logistics Unit
6. Responder Medical Plan	Medical Unit
7. Incident Map	Situation Unit
8. Health and Safety Plan	Safety Officer
Other Potential Components (Depending on Scenario)	Prepared By:
1. Air Operations Summary	Air Operations
2. Incident Site Traffic Plan	Ground Support Unit
3. Decontamination Plan	Technical Specialist
4. Waste Management/Disposal Plan	Technical Specialist
5. Demobilization Plan	Demobilization Unit
6. Operational Medical Plan	Technical Specialist
7. Evacuation Plan	Technical Specialist
8. Site Security Plan	Law Enforcement Specialist
9. Investigative Plan	Law Enforcement Specialist
10. Evidence Recovery Plan	As Indicated
11. Others	

**Transition to Recovery**

When the Incident Command Team determines that the response objectives have been achieved, the response transitions into a recovery phase. The unified incident command architecture persists into the recovery phase, until the Emergency Operations Center, or everyday jurisdictional processes and assets reduce tasks to activities that can be effectively managed. An after-action incident review is conducted as soon as is possible by the Incident Command Team participants, under the supervision of the Coordinator of Emergency Management. This process identifies issues for improvement as well as processes/assets/etc. that worked well and should be preserved or enhanced. Further detail is provided in the VDEM Recovery Plan. Incident-related expenditures information from participating departments, non-governmental emergency organizations and recruited assets is collected by the Incident Command Team Finance Section. The Finance Section tracks it for appropriate reimbursement from City, State or Federal government, or private entities as appropriate. When the Incident Command Team Finance Section is demobilized, this function is transferred to the Emergency Operations Center Finance Section or to another capable asset as directed by the Emergency Operations Team. Health and well-being of Newport News responders is evaluated and monitored through the pre-established plans of participating departments, agencies, and non-governmental emergency organizations. Within the City government, overall responsibility for these efforts will rest with the Employee Assistance Program (EAP).

**APPENDIX 7**  
**AUTHORITIES AND REFERENCES**

Code of Federal Regulations, Title 44, Emergency Management and Assistance.

Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Title 44, Chapter 3.2, Section 44-146.13 through 44-146.28, Code of Virginia, as amended.

Commonwealth of Virginia Emergency Operations Plan:

1. Volume I, Basic Plan, September 2002.
2. Volume II, Peacetime Disaster Plan, July 1988, as amended.
3. Oil and Hazardous Materials Emergency Response Plan, December 1993 (Annex I-U to Volume II).
4. Hazard Mitigation Management Plan, September 1984 (Annex I-BB to Volume II), as amended.
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