



Emergency Operations Plan  
**BASIC PLAN**

# BASIC PLAN

## SECTION

# 1

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**PROMULGATION DOCUMENT**

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**ENDORSEMENT AND IMPLEMENTATION**

This plan supersedes the Loudoun County, Virginia Emergency Operation Plan adopted July 15, 2019. This plan has been endorsed by the Loudoun County Emergency Management Executive Committee on April 25, 2023 and promulgated by the Loudoun County Board of Supervisors on June 20, 2023.

My signature authorizes and acknowledges the use of this EOP and requires that the Office of Emergency Management revise and resubmit this document pursuant to Title 44 of the Code of Virginia within the subsequent 48 months or at my direction, whichever occurs first.

I direct the Coordinator of Emergency Management to provide a copy of this plan to the Virginia Department of Emergency Management and any additional entities as required by law.

I further direct the Coordinator of Emergency Management to make this plan available to the public with the exception of any section, chapter, appendix, or annex that is determined to be law enforcement sensitive or describes specific capabilities or vulnerabilities.

\_\_\_\_\_  
Tim Hemstreet  
Emergency Management Director

\_\_\_\_\_  
Date

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## RECORD OF CHANGES

Change #	Revision Date	Description of Change	Page #	Initials
1	2.20.19	Changed EOP Date to 2019	All	KM
2	2.20.19	Updated dates within Endorsement and Implementation Section	1-5	KM
3	3.4.19	Included Board of Supervisors Vision and OEM Mission and Vision	1-9	KM
4	3.4.19	Removed Record of Distribution Section	1-9	KM
5	3.6.19	Update Agency Names (Fire and Rescue, OEM, and Finance and Procurement)	All	KM
6	3.6.19	Removed CERT language	1-20	KM
7	3.6.19	Moved Disaster Declarations Section to follow Org and Response Section.	1-20	KM
8	3.6.19	Moved ESF Graphic	3-3	KM
9	3.6.19	Changed review “annually” to review “regularly”	1-26	KM
10	3.6.19	Updated Population and other County Stats	1-13	KM
11	4.5.19	Updated THIRA language to include 2017 results and NACo Award	1-14	KM
12	4.5.19	Added language to local emergency declaration regarding overwhelmed resources	1-22	KM
13	4.5.19	Update NIMS to new “Refresh” per NIMS Doctrine	1-25	KM
14	4.8.19	Created Mission and Assignment for Commodity Distribution in Supplies Unit in ESF-7	3-44	KM
15	4.8.19	Moved Transport Group to ESF-7 and created Mission and Assignment	3-45	KM
16	4.10.19	Remove FMO from ESF 3	3-15	KM
17	4.10.19	Added in National Preparedness Goal	1-23	KM
18	4.10.19	Updated ESF-7 Relevant Authorities Section	3-40	KM
19	4.15.19	Added Department of Human Resources as Support Agency to ESF-16	3-81	KM
20	4.10.19	Included Title 15.2 in Authorities Section regarding Non-Declared SMA Requests	2-2	KM
21	5.20.19	Added Victim Witness Services and Title 44 statue to ESF-13	3-69	KM
22	4.13.23	Department Title Updates	All	HM
23	3.9.23	Community Lifelines Language	All	HM
24	3.9.23	Update to include language from Virginia EOP on DEI		KM
25	3.9.23	Update to Mission and Vision	1-10	HM

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## MISSION AND VISION

### **Loudoun County Board of Supervisors' Vision:**

While appreciating and acknowledging our rich history, Loudoun County strives to be a prosperous, inclusive, equitable and sustainable community where residents feel free to live, work, learn and play.

### **Emergency Management Vision:**

To establish a culture of resiliency to improve the quality of life in Loudoun County.

### **Emergency Management Mission:**

To build resiliency and reduce the impacts of significant incidents affecting Loudoun County through partnerships and collaboration.

## PURPOSE

The Loudoun County Emergency Operations Plan (EOP) describes the roles, responsibilities, and actions necessary to provide an effective, efficient, and coordinated response to a significant event in Loudoun County, Virginia. The EOP provides a framework of direction to identified agencies in order to successfully prepare for, respond to, and begin the recovery process from a significant event that impacts the County.

In addition to meeting statutory obligations defined in Title 44 of the Code of Virginia, the EOP:

- ▶ Assigns responsibilities and identifies actions for organizations and individuals during a significant event;
- ▶ Establishes lines of authority and organizational relationships and demonstrates how missions and assignments are coordinated;
- ▶ Provides direction, control, and coordination of Loudoun County resources during a significant event;
- ▶ Describes the procedures and support requirements necessary for the activation and operation of the Emergency Operations Center (EOC);
- ▶ Promotes and outlines operational plans, policies, and procedures necessary for identified agencies to develop and implement in order to effectively respond during a significant event; and
- ▶ Describes the management and control, operations, planning, logistics, and finance and administration sections employed during an EOC activation.

## SCOPE

The EOP is an all-hazards, multi-discipline response plan designed to manage and coordinate Emergency Support Function (ESF) assignments. ESFs are comprised of agencies that perform tasks during an EOC activation that are similar to their day-to-day, normal operations.

The EOP also serves as a coordination guide used to execute operational plans, policies, and procedures utilized by ESFs to mitigate and resolve impacts of a significant event. ESFs are

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organized and managed using the nationally recognized Incident Command System (ICS). Following one of the tenets of ICS, this plan is flexible and scalable and is designed for use for any planned or no-notice event.

By statute, a declaration of local emergency triggers the activation of the EOP; however, this plan will be implemented during any significant event which requires multi-discipline collaboration even in the absence of a local declaration.

This plan applies to all primary and support agencies listed in the ESF Annex and any other department or agency deemed necessary by the Director of Emergency Management (Director). All agencies will employ a whole community, all-inclusive planning approach with private-sector partners and citizens of the community who play a large role in preparedness, response, recovery, and mitigation. This plan will be executed equitably to ensure that it meets the needs of minority and vulnerable communities during a significant event.

The EOP is constructed using a nationally recognized model found in the National Response Framework and the Commonwealth of Virginia Emergency Operations Plan. However, while this plan has been developed to be consistent with similar documents at the state and federal level, it is uniquely tailored to meet the specific needs of Loudoun County.

This plan does not:

- ▶ Dictate agency duties outside of what occurs in the EOC.
- ▶ Describe or identify tactical level objectives, requirements, and tasks associated with achieving strategic goals.
- ▶ Supersede any statute, law, or ordinance.

## BACKGROUND

### Description

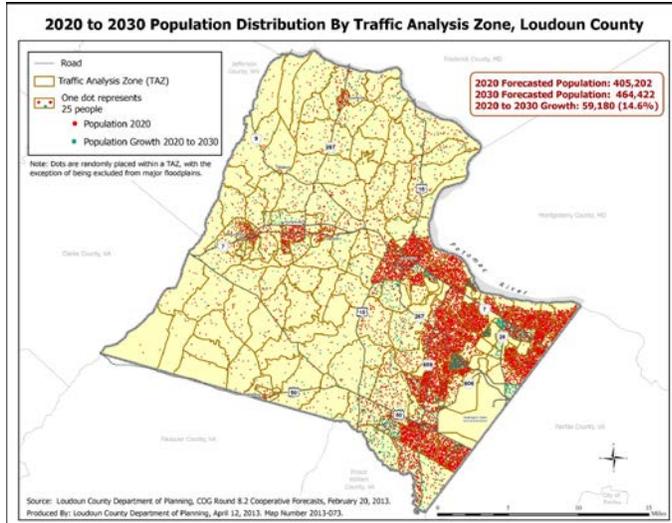
As the most populous County in the Commonwealth of Virginia, Loudoun County is a 520 square mile mixture of rural, suburban, and urban areas. Located 25 miles northwest of Washington D.C, the County is bordered to the west by the Blue Ridge Mountains and to the north by the Potomac River. There are eight election districts and seven incorporated towns, including historic Leesburg which has served continuously as the County seat since 1757. Eastern Loudoun County is primarily urban and suburban, dominated by Dulles International Airport, professional and technical service businesses, and residential communities. The area west of Leesburg remains rural and is home to a number of agricultural based businesses, small farms, and historic estates.

Known for its historic landmarks and events, scenic landscapes, and importance in the equestrian community, over the past three decades Loudoun has become synonymous with dynamic and rapid growth. At an estimated 434,362, the County's population



**Graphic 1-1: Loudoun County Towns & Communities**

has more than doubled since 2000. Between 2013 and 2014, Loudoun welcomed over 1,000 new residents per month. This vibrant expansion has resulted in the County being recognized as a growth leader nationally. As of 2016, Loudoun County is nationally ranked in the top 10 fastest growing jurisdictions with a population of 100,000. With the introduction of Metrorail service in 2022, population is forecast to grow to nearly 466,862 residents by 2025.



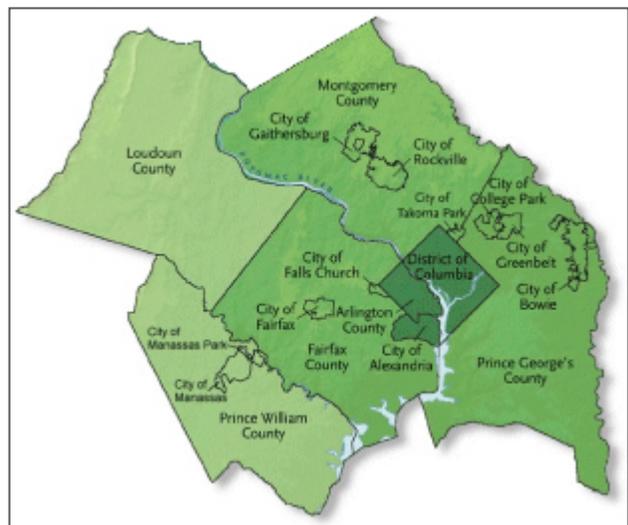
**Graphic 1-2: Population Growth Forecast**

There are over 142,000 housing units in the County of which 79% are owner-occupied. Loudoun is home to many young families. The median age of a resident is 36, 84% of households are classified as married, and 61% have children. With a median household income of nearly \$147,111, Loudoun has been ranked number 1 nationally for jurisdictions with greater than 65,000 residents since 2016.

Typical of a rapidly growing community, Loudoun County is home to 97 public school facilities, 7 colleges and universities, acute medical care facilities and many other public amenities. Loudoun

County Public School enrollment is 81,939 as of 2022. Information and communications technology is the largest industry cluster in the County employing over 23,000 people. Up to 70% of the world’s internet traffic passes through some of the 25 million square feet of data centers in Loudoun. Due to its proximity to the Nation’s Capital, the County is home to more than 900 federal government prime contractors. Another important industry sector is agriculture-based businesses. Favorable soil conditions and temperate climate are some of the factors that have contributed to Loudoun’s 40 wineries becoming Virginia’s “Wine Country.” Additionally, there are over 30 craft breweries and 5 distilleries making Loudoun County a prime destination for local tourists. The County is home to nearly 1,400 farms, totaling over 142,000 acres.

The County is a member of the Metropolitan Washington Council of Governments (MWCOC) and several other regional commissions and boards. MWCOC is an independent, non-profit association that brings together leaders from across the District of Columbia, Maryland and Virginia to work collaboratively to address major regional issues. Loudoun is one of the jurisdictions listed in the National Capital Planning Act of 1952 which defines the National Capital Region (NCR). The NCR is the beneficiary of several federal grant programs such as the Urban Areas Securities Initiative (UASI). Through collaboration and coordination, NCR member jurisdictions work as partners to ensure a safe and secure National Capital Region.



**Graphic 1-3: National Capital Region (NCR)**

### Threat and Hazard Identification and Risk Assessment

The Loudoun County Threat and Hazard Identification and Risk Assessment (THIRA) is a strategic analysis of hazards that pose a significant threat to the community. The THIRA is conducted every four years with the exception of the 2017 version. With a landscape that ranges from rural to suburban to urban, the County is vulnerable to a variety of direct impacts during a significant event. As part of the NCR, the County is also susceptible to indirect impacts resulting from an incident in a neighboring jurisdiction.

The THIRA evaluates and analyzes past experience, historical information, probability, projected impacts, and resource availability. By recognizing and understanding the risks that the community faces, Loudoun County places itself in a position to make better resource management decisions. The purpose of the THIRA is to:

- ▶ Determine plausible and significant community threats and hazards in order to assess risks through subject matter expertise;
- ▶ Provide a detailed analysis of resources that are available to the community and/or could be obtained through mutual aid, business processes, or procurement of new resources; and
- ▶ Evaluate Loudoun County’s resource capabilities across 5 mission areas: Prevention, Protection, Mitigation, Response, and Recovery.

The THIRA is composed of a four-step process that: identifies threats and hazards of concern, gives the threats and hazards context, establishes capability targets, and then applies the results. This process standardizes the risk analysis by helping the County map and link risks to the core capabilities identified by the National Preparedness System. The analysis generates desired outcomes, capability targets, and resources required to achieve capability targets.

A whole community, all-inclusive planning approach is imperative in achieving a thorough analysis. Conducted in 2014, 2017, and 2022 County agencies, private-sector partners, and non-profit organizations were asked to participate in the THIRA process to provide subject matter expertise for each threat and hazard identified. Stakeholders were tasked with analyzing capabilities and providing potential resources to resolve planning and/or resource gaps.

*Graphic 1-4: Identified Threats and Hazards (2014, 2017, and 2022)*

NATURAL	TECHNOLOGICAL	HUMAN-CAUSED
<u>2014</u> Drought Earthquake Epidemic/Pandemic Flood Hurricane Tornado Wind Event Extreme Heat/Cold Event Wild/Mountain Fire Winter Storm  <u>2017</u> Ice Storm Hurricane Tornado	<u>2014</u> Airplane Crash Dam/Impoundment Structure Failure Urban Conflagration Traffic Gridlock  <u>2017</u> Water Utility Incident Technology Failure	<u>2014</u> Cyber Incident IED Attack Active Shooter Civil Disturbance  <u>2017</u> Complex Coordinated Attack Law Enforcement-Related Shooting  <u>2022</u> Act of Violence Cyber Attack

<u>2022</u> Hurricane Earthquake Flooding		
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In order to provide a comprehensive assessment, an array of resources was used to identify threats and hazards. Experience, historical reference, documentation from past incidents, likelihood of occurrence, and probable impacts were used to certify that potential threats and hazards would be identified and assessed.

The THIRA provided an in-depth analysis of threats and hazards unique to the County. The assessment produced a detailed examination of plausible and significant threats and hazards. It emphasized resource capabilities and areas of improvement. The results of the assessment were compared to and associated with the National Preparedness Goal’s Core Capabilities.

Collectively, the four-step THIRA process delivered 223 desired outcomes across 31 potential scenarios. By describing desired outcomes and developing capability targets, each ESF Group was able to assess their current resources compared to their desired resources.

In total, the 2014, 2017, and 2022 THIRAs have identified over 600 new multi-discipline plans; updates to existing multi-discipline plans; agency-specific plans, policies, procedures, or agreements; trainings or exercises; and equipment, personnel or other resources. Upon completion, these results will serve as tangible improvements to what are now day-to-day business practices, communications gaps, and limited long-term sustained operations and recovery efforts.

The THIRA process was developed using a whole community, all-inclusive planning approach. The Office of Emergency Management (OEM) and partner agencies will use this document to prioritize areas of improvement in order to achieve success. This assessment is the cornerstone of future planning initiatives designed to decrease the County’s vulnerability and increase community resilience. Additionally, Loudoun County received a 2018 National Association of Counties (NACo) Award in the category of Risk and Emergency Management for their local THIRA process, guide, and planning toolkit.

**CONCEPT OF OPERATIONS**

This portion of the EOP describes how Loudoun County will manage and coordinate an effective and efficient multi-discipline response to a significant event. It also defines local, state, and federal authority and interaction.

The Coordinator of Emergency Management (Coordinator) is responsible for the day-to-day administration of OEM and the County’s Emergency Management Program. The foundation of the program and ultimately its success relies on the ability to establish, maintain, and enhance relationships that foster efficient and effective collaboration with partners through all mission areas of emergency management.

In addition to other programmatic responsibilities, a primary mission of OEM is gathering, compiling, analyzing, and reporting situational awareness. Whether during normal day-to-day operations or in anticipation of a significant event, OEM personnel consistently monitor a number of trusted sources of information to ascertain updated intelligence regarding severe weather,

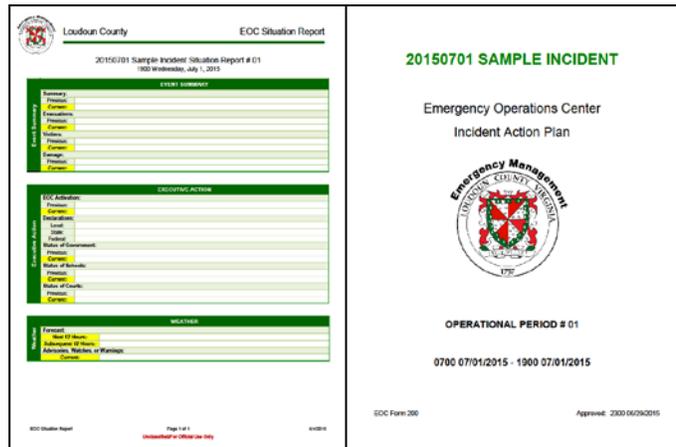
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special or high-profile events, large scale public safety emergencies, or potential threats. This situational awareness is regularly and frequently shared with the Director. When a significant event is imminent, OEM will generate an Informational Bulletin that describes the event, on-going actions, and anticipated actions. This document is distributed to County leadership, ESF personnel, and mission-critical partners.

When an event threatens to have significant impacts on the County, the Coordinator develops an operational plan based on the latest intelligence available. This plan includes the following elements:

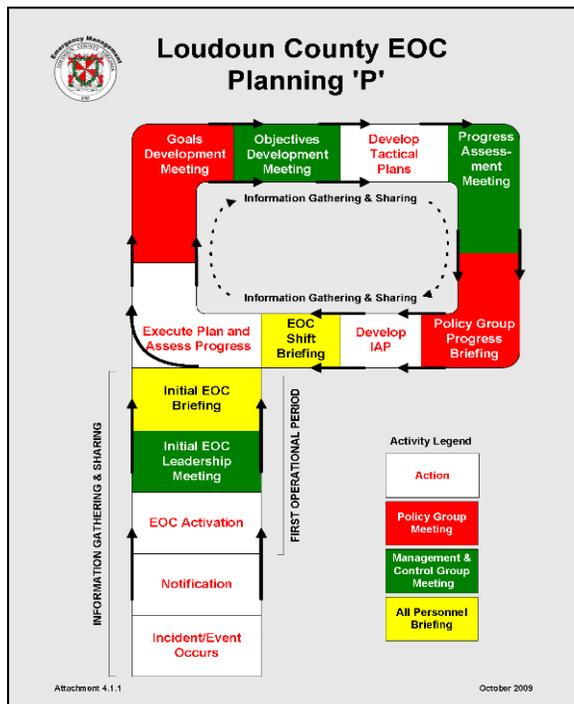
- ▶ Any emergency protective actions that may be required or indicated;
- ▶ A determination as to whether or not the EOC will be activated, and if so, at what level;
- ▶ If an EOC activation is indicated, what ESFs and EOC sections will be activated; and
- ▶ Any additional operational considerations.

A briefing is prepared for the Director who will consider the recommendations made by the Coordinator and provide input and endorse the plan. The Coordinator will ensure that all ESF personnel impacted by the activation are notified. OEM staff will typically develop an EOC Incident Action Plan (IAP) for the first operational period.



A Situation Report is generated at the end of each Operational Period and describes conditions and actions through the current period. An EOC IAP is forward-looking and is distributed at the beginning of each Operational Period and addresses future goals and objectives.

*Graphic 1-5: Sample Situation Report and EOC IAP*



*Graphic 1-6: EOC Planning Process*

EOC operations are divided into two twelve-hour shifts referred to as operational periods. Activities are coordinated and directed by the Loudoun County Emergency Operations Center Policies and Procedures Guide and this EOP. The EOC Manager will ensure that the Virginia EOC (VEOC) is notified of the local activation by submitting a Virginia Department of Emergency Management (VDEM) Situation Report (Sit-Rep). Throughout each operational period, personnel will follow the planning process as described in the EOC Policies and Procedures Guide. This includes the development of an EOC IAP and distribution of a local Sit-Rep.

While maintaining updated situational awareness regarding the incident, strategic goals are developed and prioritized by the Director and Policy Group. Operational objectives and tasks are generated by EOC personnel necessary to achieve these goals. ESF personnel develop tactical and operational plans that accomplish the

objectives. This process continues and repeats itself until the significant event is resolved. As the event begins to de-escalate, personnel within the EOC will develop demobilization plans that will address on-going actions, unmet needs, and what specific conditions will trigger the closure of the EOC.

ESF personnel will use guidance suggested by the FEMA Community Lifelines construct to provide updates on critical infrastructure and significant impacts to the community. This guidance identifies fundamental community services that enable all other aspects of society to function and provides assessment criteria to evaluate the status of these Lifelines. The Lifelines utilized by Loudoun County are:

- ▶ Safety and Security
- ▶ Food, Water, and Shelter
- ▶ Health and Medical
- ▶ Energy
- ▶ Communications
- ▶ Transportation

Restoration of essential services is a primary focus during an EOC activation. If unmet needs still exist following restoration, the focus transitions to that of community recovery. Prior to the full demobilization of the EOC, community recovery actions will be initiated. These actions may include: identification and prioritization of recovery issues; development and execution of long-term community recovery plans; and authorization and establishment of recovery work-groups who will lead the recovery effort following the closure of the EOC.

OEM will produce an After-Action Report (AAR) following a Partial or Full Activation of the EOC or as requested by the Director. This report will serve as a retrospective analysis of the event and includes a detailed timeline and narrative. The AAR also includes areas for improvement and strengths that were demonstrated during the event in an effort to improve future responses and continue successful practices. The resulting areas for improvement are captured and assigned in a corrective action document that ensures identified enhancements are completed.

All agencies identified in the ESF Annex will participate in various activities during all mission areas of emergency management (Prevention, Protection, Mitigation, Response, and Recovery). These activities may include: development of Countywide and agency-specific plans, policies, and procedures that directly support the execution of the EOP; actively participate in training and exercises that enhance the emergency management program; and engage the community at-large by providing preparedness outreach and education.

All agencies identified in the EOP will apply an equity lens to ensure that the County's response is proactive in identifying impacts and resource gaps to marginalized and at-risk individuals and communities. Additionally, agencies will ensure that access and functional needs are addressed before, during, and after a significant incident.

## SYSTEM STATUS AND ACTIVATION LEVEL

OEM determines and reports any change in status of the emergency management system or EOC activation level.

### Emergency Management System Status:

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The Emergency Management System refers to the posture of the emergency management program and its primary partners. The status is an indication of the level of activity associated with a significant event:

- ▶ **Steady State:** The Emergency Management System is operating in a normal, day-to-day capacity. Incidents or events are handled by existing resources without impacting normal operations.
- ▶ **Increased Readiness:** This is a pre-event status indicating a significant event is imminent. Programmatic focus is on gathering, compiling, analyzing, and reporting situational awareness and incident intelligence.
- ▶ **Operational:** A significant event has occurred. Operational activities may include on-scene liaison support, impact area assessments, and/or the activation of the EOC.

### EOC Activation Levels:

- ▶ **Not Activated:** Normal situational awareness monitoring conducted by OEM staff.
- ▶ **Monitoring:** Increased monitoring capability for a specific incident or event. This will typically involve emergency management staff and representatives from key response agencies.
- ▶ **Partial Activation:** Select activation of ESFs that may be engaged in a significant event.
- ▶ **Full Activation:** Activation with more than half of ESFs engaged in a significant event.

## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

This section identifies individuals and groups who have functional and/or operational responsibilities before, during, or immediately following a significant event. The Director may engage any County department and assign specific tasks or missions even if the department is not pre-identified in this EOP. Expanded guidance related to assignment of responsibilities resides within the ESF Annex.

### Elected Officials

Loudoun County is governed by a nine-member Board of Supervisors. The Chairman of the Board of Supervisors is an at-large seat and elected by a County-wide vote. Supervisors are elected from each of the eight election districts in the County. During an emergency, the Board of Supervisors:

- ▶ Actively participates in the delivery of public information messaging as provided by the Public Information Officer;
- ▶ Endorses a declaration of local emergency pursuant to the process described in Title 44 of the Code of Virginia; and
- ▶ Communicates with the Government Liaison Officer to share incident information and to provide input regarding the current situation.

Prior to a significant event, preparedness activities conducted by the Board of Supervisors include, but are not limited to:

- ▶ Endorses the Coordinator of Emergency Management as recommended by the Director of Emergency Management;
- ▶ Adopts and promulgates the EOP pursuant to the process described in Title 44 of the Code of Virginia; and
- ▶ Supports and promotes the Emergency Management Program and its mission to build resiliency and reduce the impacts of significant incidents affecting Loudoun County through partnerships and collaboration.

Each of the seven incorporated towns within Loudoun County elects a Mayor and Town Council from among their citizens. During a significant event, these elected officials:

- ▶ Actively participate in the delivery of public information messaging as provided by the Public Information Officer; and
- ▶ Communicate with the Government Liaison Officer to share incident information and to provide input regarding the current situation.



*Graphic 1-7: Guide for Board of Supervisors during an Emergency*

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There are five Constitutional Officers elected by the citizens of Loudoun County. The unique powers and authorities assigned to each seat are described in the Code of Virginia. For the purpose of this document, each of the following Constitutional Officers not already identified in the ESF Annex, may be asked by the Director to engage directly in the operation. This engagement may be in the form of resources, personnel, facilities, or guidance.

- ▶ Clerk of the Circuit Court
- ▶ Commissioner of the Revenue
- ▶ Commonwealth's Attorney
- ▶ Sheriff
- ▶ Treasurer

### **Director of Emergency Management**

As stipulated in the Code of Virginia, the Director is the final authority during all significant events. As such, the Director declares local emergencies, authorizes emergency protective actions, manages and controls certain commodities and services, requests resources from other localities, authorizes the use of County facilities for alternative functions, and amends or suspends certain human resources policies. In addition, the Director performs the following duties during a significant event:

- ▶ Designates a qualified individual to serve as the Government Liaison Officer;
- ▶ Determines the need to convene the Policy Group; and
- ▶ Develops and communicates strategic goals relevant to the successful resolution of the significant event.

Prior to a significant event, preparedness activities conducted by the Director include but are not limited to:

- ▶ Appoints the Coordinator of Emergency Management and seeks endorsement from the Board of Supervisors;
- ▶ Chairs the Emergency Management Executive Committee and provides strategic direction for the Emergency Management Program including the endorsement of planning initiatives, consideration for grant procurements, and input associated with multi-discipline operational incidents; and
- ▶ Supports and promotes the Emergency Management Program and its mission to build resiliency and reduce the impacts of significant incidents affecting Loudoun County through partnerships and collaboration.

### **Emergency Management Executive Committee (EMEC)**

Members of EMEC serve as the Policy Group during EOC activations. The group is comprised of leadership from the following agencies:

- ▶ Office of the County Administrator
- ▶ Department of Animal Services
- ▶ Department of Family Services
- ▶ Department of Finance and Procurement
- ▶ Department of Fire and Rescue
- ▶ Department of General Services
- ▶ Department of Information Technology

- ▶ Department of Parks, Recreation, and Community Services
- ▶ Loudoun County Health Department
- ▶ Loudoun County Public Schools
- ▶ Office of Emergency Management
- ▶ Public Affairs and Communications
- ▶ Loudoun County Sheriff's Office

During a significant event, the Policy Group:

- ▶ Provides discipline-specific subject matter expertise to assist the Director during strategic goal development process; and
- ▶ Formulates policy guidance and recommendations for the Director regarding emergency policy decisions.

Prior to a significant event, preparedness activities conducted by the EMEC include but are not limited to:

- ▶ Provides strategic direction for the Emergency Management Program including the endorsement of planning initiatives, consideration for grant procurements, and input associated with multi-discipline operational incidents; and
- ▶ Supports and promotes the Emergency Management Program and its mission to build resiliency and reduce the impacts of significant incidents affecting Loudoun County through partnerships and collaboration.

### **Coordinator of Emergency Management**

The Coordinator of Emergency Management (Coordinator) manages the day-to-day operation of the Emergency Management Program. During a significant event, the Coordinator serves as the EOC Manager and performs the following duties:

- ▶ Presents emergency protective action recommendations to the Director;
- ▶ Assigns qualified staff to Management and Control positions based on size, scope, and complexity of the significant event;
- ▶ Facilitates development of Strategic Goals with the Director and Policy Group;
- ▶ Serves as the conduit for guidance and direction from the Policy Group to the Management and Control Group;
- ▶ Directs the Management and Control Group and ensures that all EOC staff and processes are managed effectively and efficiently; and
- ▶ Authorizes and approves all key plans and documents;

Prior to a significant event, preparedness activities conducted by the Coordinator include but are not limited to:

- ▶ Ensures the Emergency Operations Center is in a constant state of readiness;
- ▶ Executes strategic direction from the Director and EMEC including the development of planning initiatives, management of grant procurements, and coordination associated with multi-discipline operational incidents; and
- ▶ Supports and promotes the Emergency Management Program and its mission to build resiliency and reduce the impacts of significant incidents affecting Loudoun County through partnerships and collaboration.

### Emergency Support Functions (ESFs)

ESFs are a nationally recognized organizational model utilized by all-hazards jurisdictions. They represent the actions the County expects to perform in response to a significant event. ESFs are comprised of personnel from County departments, agencies, and offices; external government partners; and non-government organizations. The ESF Annex provides guidance and direction related to missions and tasks for each of the 16 ESFs identified in Loudoun County. During a significant event, each ESF:

- ▶ Develops and executes detailed plans and procedures necessary in order to respond to, recover from, and mitigate significant events;
- ▶ Supports the EOP by achieving missions and assignments identified in the ESF Annex;
- ▶ Assesses and provides status updates on assigned Community Lifeline(s) and their essential elements of information;
- ▶ Tracks all ESF resources assigned, prioritizes their utilization, and forecasts additional requirements; and
- ▶ Maintains all relevant event documentation including costs, resource utilization, and employee workforce information.

Prior to a significant event, preparedness activities conducted by each ESF include but are not limited to:

- ▶ Develops, maintains, and exercises plans and procedures requisite to support the functional requirement;
- ▶ Identifies necessary resources; and
- ▶ Negotiates and maintains any mutual aid agreements that may be necessary to successfully achieve missions and assignments.

Emergency Support Function	Primary Agency
ESF-1 Transportation	Department of General Services– <i>Transit and Commuter Services</i>
ESF-2 Communications	Department of Information Technology
ESF-3 Public Works and Engineering	Department of General Services
ESF-4 Firefighting	Department of Fire and Rescue
ESF-5 Emergency Management	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-6 Mass Care, Emergency Assistance, Housing and Human Services	Department of Family Services
ESF-7 Logistics Management and Resource Support	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-8 Public Health and Medical Services	Loudoun County Health Department
ESF-9 Search and Rescue	Department of Fire and Rescue and Loudoun County Sheriff’s Office
ESF-10 Hazardous Materials Response	Department of Fire and Rescue
ESF-11 Agriculture and Natural Resources	Loudoun Cooperative Extension
ESF-12 Energy	Office of the County Administrator- <i>Office of Emergency Management</i>
ESF-13 Law Enforcement	Loudoun County Sheriff’s Office
ESF-14 Community Recovery	Office of the County Administrator- <i>Office of Emergency Management</i>

ESF-15 External Affairs	Office of the County Administrator - <i>Public Affairs and Communications Division</i>
ESF-16 Finance and Administration	Department of Finance and

*Graphic 1-8: ESFs and Primary Agencies*

### Private Sector and Non-Government Organizations

Private Sector entities and Non-Government Organizations (NGOs) serve as critical community partners. They provide integral services and are a restoration priority. In order to successfully respond to and recover from a significant event, each private sector entity and NGO:

- ▶ Develops and maintains emergency preparedness plans and procedures; and
- ▶ Maintains knowledge of local emergency operation plans.

### Citizens

Citizens are the foundation of the County's response to, recovery from, and preparation for a significant event. Each action taken is done so with the citizen's welfare and safety as the focus. Success is governed by the level of participation at the citizen level. A true partnership between the County and its community are necessary for an effective response and recovery. To enhance the opportunity for success, each citizen:

- ▶ Develops, maintains, and exercises personal and family preparedness plans;
- ▶ Participates in affiliated voluntary programs that provide assistance during response and recovery such as Medical Reserve Corps (MRC), Neighborhood Watch, and Volunteers in Police Service (VIPS); and
- ▶ Serves as a good neighbor by checking on those who are vulnerable or who have unmet needs.

## DISASTER DECLARATIONS

A disaster declaration falls into one of three specific categories. Each has unique characteristics and provides enhanced support and additional authority during the declaration period:

### ▶ Local Emergency Declaration

A declaration of local emergency is recommended when the severity of the event warrants coordinated actions of the local government to combat such threatened or actual disaster, protect the health and safety of persons and property, and provide emergency assistance to the victims of such an event. Activation of the EOC and execution of the EOP may be warranted even when a local emergency is not declared. If local resources become overwhelmed, a State Wide Mutual Aid request may be warranted.

Loudoun County will adhere to all declaration processes and procedures defined in Title 44 of the Code of Virginia. A local emergency may be declared by the Director of Emergency Management or designee. All declarations must be confirmed by the local elected body (Board of Supervisors) pursuant to timelines identified in the Code.

## EMERGENCY OPERATIONS PLAN: BASIC PLAN

A local emergency declaration empowers the County to respond in a nimble and efficient manner. As defined in Title 44 of the Code of Virginia, during a local emergency, the County may:

- Control, restrict, allocate, or regulate the use, sale, production, or distribution of food, fuel, clothing and other commodities;
- Enter into contracts and incur obligations without regard to time-consuming procedures and formalities prescribed by law.

### ▶ State Declaration

A State of Emergency is declared by the Governor when the safety and welfare of the people of the Commonwealth require the exercise of emergency measures due to a threatened or actual disaster. This declaration provides the County access to resources and assistance from the departments and agencies of the Commonwealth. These requests are coordinated through the VEOC.

### ▶ Federal (Presidential) Declarations

Pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act, a Federal Declaration of Emergency or Major Disaster is authorized by the President of the United States at the request of the Governor of the Commonwealth of Virginia. The request from the Governor should illustrate that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the state and local governments. Assistance programs that are available through a Federal Emergency or Major Disaster Declaration include:

- Individual Assistance consisting of financial assistance, direct assistance and disaster loans;
- Public Assistance for state and local governments and certain non-profit organizations; and
- Hazard Mitigation grant program to help communities implement mitigation measures following a Presidential Major Disaster Declaration.

## DIRECTION, CONTROL, AND COORDINATION

This section describes the manner in which direction and control of personnel and resources are managed and how multi-jurisdictional coordination is achieved. Expanded guidance related to direction, control and coordination resides within the ESF Annex.

Each department or organization identified in the ESF Annex as a primary or support agency will identify and provide sufficient personnel to staff the ESF throughout the EOC activation. These representatives will report to the EOC upon notification and be prepared to manage and coordinate all assigned missions and tasks. EOC personnel will meet minimum training requirements pursuant to National Incident Management System (NIMS) compliance and as identified in the Loudoun County Emergency Operations Center Policies and Procedures Guide. In addition, it is implied that at least one representative per operational period will be authorized to act on behalf of the department, specifically, to make decisions related to the deployment of departmental personnel and resources.

ESFs will exercise direction and control over resources and personnel supplied by the primary and support agencies. However, overall coordination and tracking of these resources will be

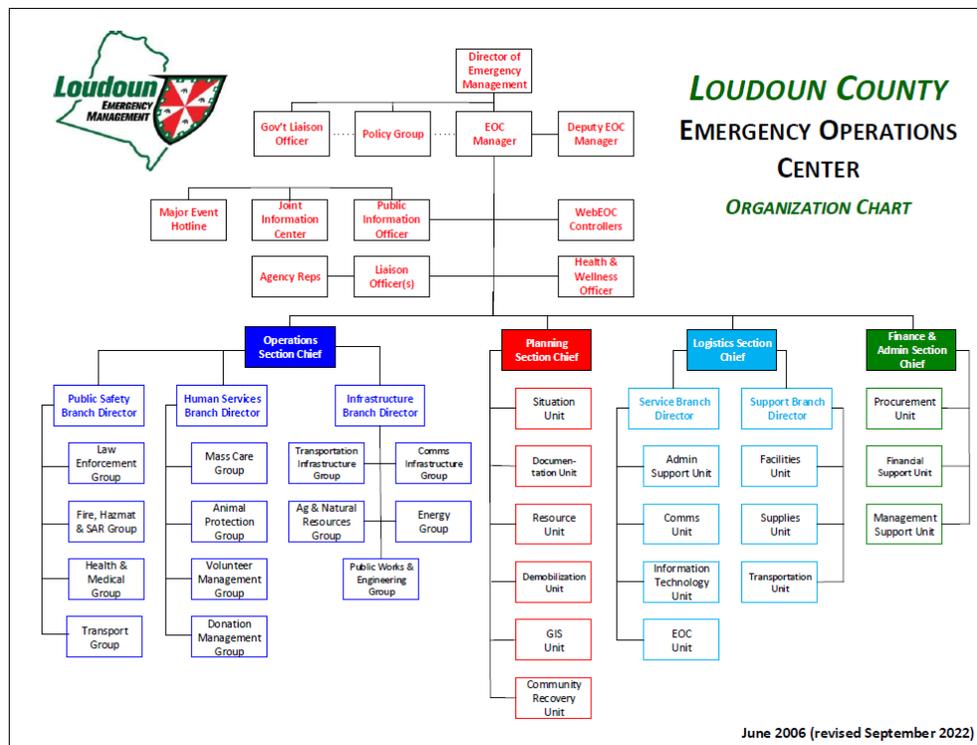
administered by the Management and Control Group and the Planning Section. For the purpose of this document, resources and personnel obtained through mutual aid will be considered resources of the primary agency. All resources provided in response to a mutual aid request from another jurisdiction will be supplied by the primary or support agencies but tracked and coordinated by the Management and Control Group.

During EOC activations, primary and support agencies will develop and execute plans, policies, and procedures under the direction of the ESF Coordinator in order to achieve ESF missions and assignments. In addition, all agencies that comprise an ESF will participate in the preparation, maintenance, and exercising of operational plans that have been identified as an overarching responsibility of the ESF. Certain operational plans that address significant, multi-discipline issues will be incorporated into this EOP as a functional, support, or incident annex.

**INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

This section describes the type of information collected, the analysis performed, and dissemination methods. Expanded guidance related to information resides within ESF-5 Emergency Management.

Graphic 1-9: EOC Organization Chart



Situational awareness information and incident intelligence is gathered, compiled, and analyzed by EOC personnel. The primary tool to capture and document the information is WebEOC. Sources of incident information vary and may include: trusted agents (National Weather Service, local utilities, etc.); field personnel; public safety communications; regional information-sharing tools; and other verified sources.

## **EMERGENCY OPERATIONS PLAN: BASIC PLAN**

The information collected is analyzed to identify current hazards requiring action, situational trends, and unmet needs that will be the focus of on-going planning initiatives. Additionally, this information is vetted by EOC leadership and critical data is shared internally and with surrounding jurisdictions when there is a regional impact.

During each operational period two documents are generated based on the compilation of analyzed information. The Sit-Rep provides a detailed description of the event at a specified point in time. It serves as a snapshot of conditions and provides a summary of actions taken to date. The EOC IAP is a planning tool that is developed for each operational period. The IAP is a forward-looking plan that identifies goals and objectives that should be achieved during the subsequent operational period. When completed, these two official-use-only documents are shared with a pre-determined distribution list managed by OEM.

### **COMMUNICATIONS**

This section describes communications methods utilized internally and externally during a significant incident. Expanded guidance related to communications resides within the ESF Annex.

Internally, a robust public safety network comprised of digital two-way voice and data systems allows for interoperable communications both within the County and with regional partners. Additional, redundant systems are provided through partnerships with the local amateur radio emergency services (ARES) group.

Externally, the focus is on delivery of emergency public information. Through various plans, policies, and procedures, it is the goal of the County to provide coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods. These messages are designed to effectively relay information regarding any threat or hazard, recommended protective actions and assistance that is available. In addition to traditional methods, including social media, this process may also utilize the Integrated Public Alert and Warning System (IPAWS) and Alert Loudoun, a notification system developed to send citizens emergency information, traffic information, and weather alerts.

### **ADMINISTRATIVE GUIDANCE**

This section defines administrative standards that support emergency operations during a significant event. Standards addressed include mutual aid, staff augmentation, and general administration. Expanded guidance for certain standards resides within the ESF Annex.

#### **National Preparedness Goal**

Presidential Policy Directive/PPD-8 is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats and hazards that pose the greatest risk to the security of the nation, including acts of terrorism, cyber-attacks, pandemics, and catastrophic natural disasters. This document supports the National Preparedness Goal, directed by PPD-8, to create a secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and

hazards that pose the greatest risk. Using the 32 core capabilities across all five mission areas: Prevention, Protection, Mitigation, Response, and Recovery, the National Preparedness Goal is achieved.

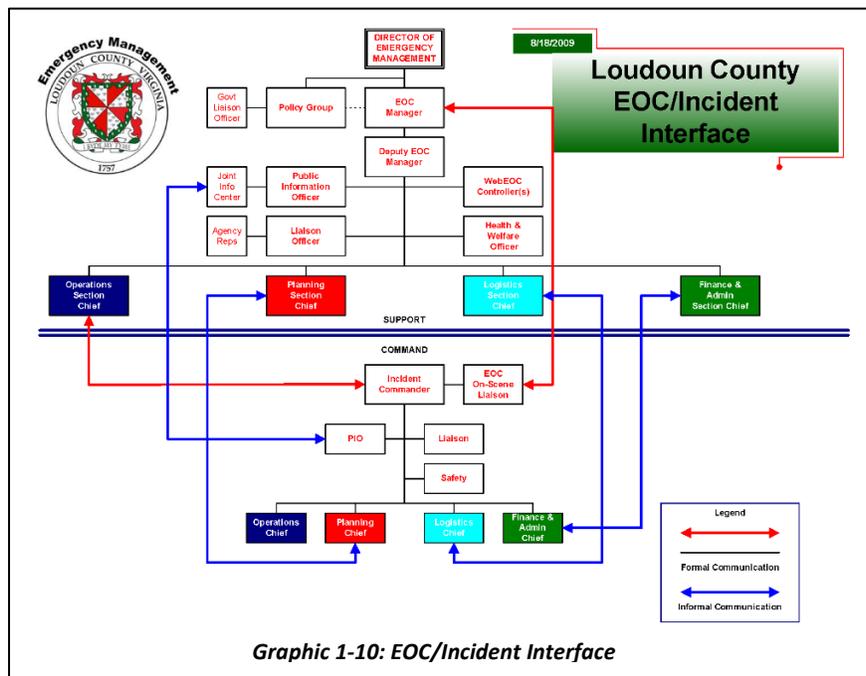
### National Incident Management System

In February of 2003, Homeland Security Presidential Directive-5 (HSPD-5) Management of Domestic Incidents called for the establishment of a “National Incident Management System” (NIMS). This system developed a comprehensive, nation-wide systematic approach to incident management. The components of NIMS include:

- ▶ Resources Management;
- ▶ Command and Coordination; and
- ▶ Communications and Information Management

The Loudoun County Board of Supervisors adopted NIMS on October 18, 2005 and reports compliance on an annual basis. As a compliant jurisdiction, all defined resources are typed per

Tier I and Tier II standards. Personnel acquire and maintain education, training, and required certifications necessary to respond in a safe and efficient manner during a significant event. In accordance with ICS, the local incident command structures are responsible for directing on-scene emergency operations and maintaining command and control of incident operations. A process has been developed to foster effective communication between the incident and the EOC.



Graphic 1-10: EOC/Incident Interface

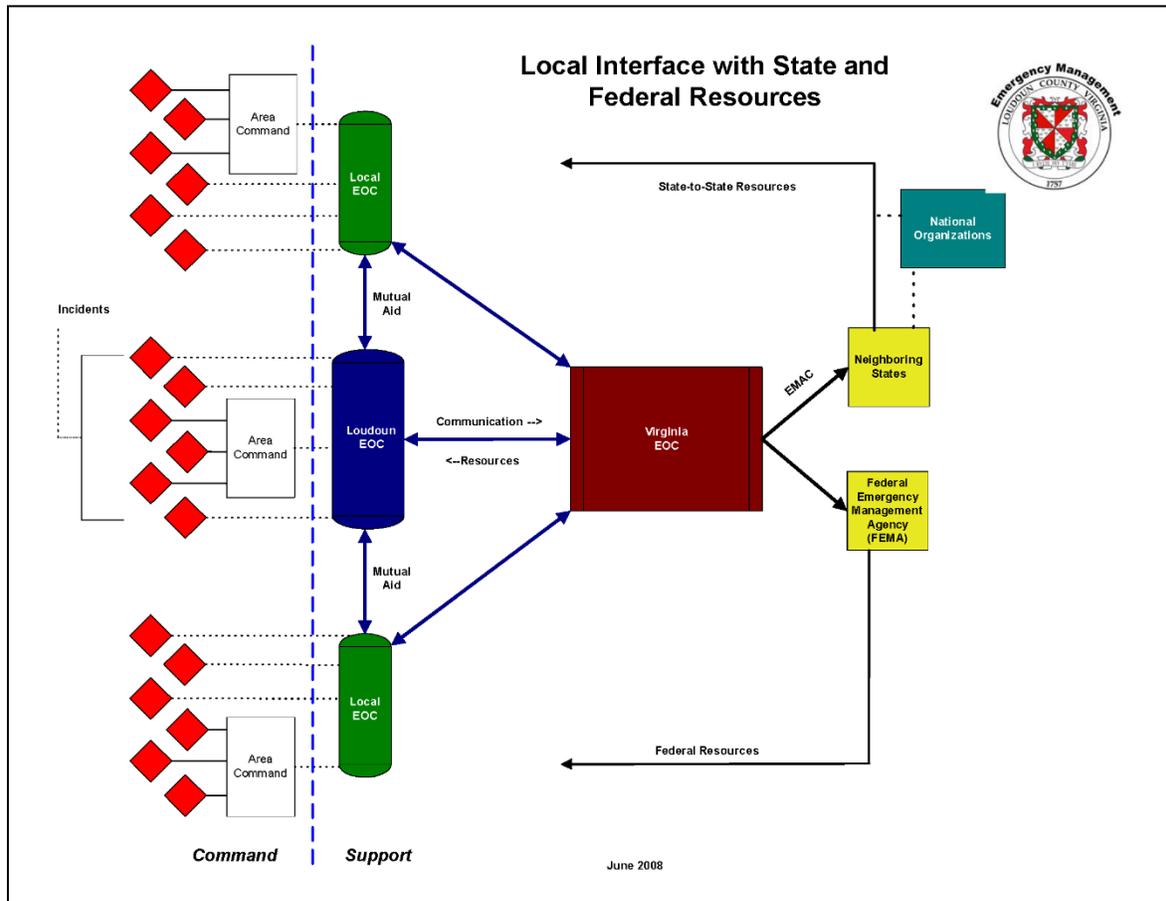
### Mutual Aid

When Loudoun County’s resources are overwhelmed or insufficient to adequately respond to the significant event, a request for assistance may be generated. Assistance may be obtained from local jurisdictions or the Commonwealth of Virginia.

Requests for assistance through established and adopted Mutual or Automatic Aid Agreements are generally communicated and managed within the department affected by the agreement. If the need exceeds the resources available through such agreements, EOC leadership will either create and disseminate a Statewide Mutual Aid (SMA) request or submit a Request for Assistance to the VEOC. Both of these requests must be authorized by the Director and must include all relevant and associated approval and cost estimate forms. A request for assistance to the VEOC may result in resources supplied by other states via the Emergency Management Assistance Compact (EMAC) program.

## EMERGENCY OPERATIONS PLAN: BASIC PLAN

Any request for assistance or resources from other jurisdictions, whether through SMA or EMAC, will be evaluated by EOC leadership to determine if the County is able to provide the requested assistance or resource(s). Any recommended response must be authorized by the Director prior to deployment.



**Graphic 1-11: Local Interface with State and Federal Resources**

### Staff Augmentation

The Loudoun County Human Resources Handbook authorizes the Director to deploy non-mission critical County staff to support functions deemed critical during a declared local emergency.

Any solicitation of unaffiliated volunteers must be authorized by the Director. Additional information regarding the utilization of emergent volunteers can be found in the Management of Volunteer Resources Annex.

### Continuity of Government

The Loudoun County Continuity of Operations Plan (COOP) outlines how the County will operate when faced with diminished resources. The plan identifies the provision of county services during a significant event, lines of succession, and re-establishment of operations.

## General Administration

All agencies involved in the response to a significant event share responsibility for documenting all relevant information, actions taken, and costs incurred. OEM ensures that this documentation, both soft (electronic) and hard (paper) copies are captured and stored permanently following the resolution of the event. This documentation may be used for potential reimbursement, development of an AAR, and/or to assist in long-term community recovery.

Detailed information regarding incident related procurements and acquisitions, monitoring and tracking costs, and workforce matters resides within ESF-16 Finance and Administration.

## PLAN DEVELOPMENT AND MAINTENANCE

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

Not all procedures, notification lists, and checklists will be distributed to all plan holders. This plan is a public document and is available on the Loudoun County website. Certain annexes that describe capabilities or other sensitive response information have been removed from the public document and are identified as “For Official Use Only.”

## PLANNING ASSUMPTIONS

This section identifies global, overarching planning assumptions that require consideration when executing the EOP. Unique and individual planning assumptions are addressed in each ESF, as applicable.

### ▶ Coordination

- Information coordination will be limited at the onset of an incident.
- Initial actions to mitigate the effects of a significant event will be performed as soon as possible by the local government.
- Federal and State disaster assistance, if provided, will supplement, not substitute for, relief provided by Loudoun County.

### ▶ Situational Awareness

- EOC personnel will maintain local, regional, or national situational awareness through all available forms of information sharing.
- All ESFs will report any injuries sustained by staff or damage to equipment both in the EOC and in the field.
- All ESFs will assess the condition of their respective facilities, including those deemed mission critical, report the status of those facilities, and coordinate repair and restoration.

▶ **Impacts**

- A significant event may occur at any time of the day or night, weekend, or holiday, with little or no warning.
- The local transportation infrastructure will likely sustain damage and may diminish the effectiveness and efficiency of response and recovery.
- A Rapid Needs assessment will assist in the determination of response priorities and demands.
- The capability to produce or disseminate emergency public information may be restricted or non-existent due to widespread damage to the communications network and critical infrastructure.
- The immediate use of communications systems for emergency operational activities may exceed local capabilities, requiring assistance from neighboring jurisdictions or state agencies.

▶ **Administration**

- All requests for assistance will be managed through the EOC utilizing approved methods as described in the *Loudoun County Emergency Operations Center Policies and Procedures Guide*.
- Personnel will maintain accurate logs pertaining to time, finances, and other pertinent information.
- Each department and/or agency is responsible for creating policies and procedures specific to their ESF in order to achieve missions and assignments.