

Emergency Operations Plan



Halifax County, VA

Adopted | March 7, 2022



County of Halifax, Virginia

Board of Supervisors

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Resolution of Adoption



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2022-5 RESOLUTION

ADOPTION OF REVISED 2022 HALIFAX COUNTY EMERGENCY OPERATIONS PLAN

WHEREAS, the Commonwealth of Virginia pursuant to §44-146 Code of Virginia requires each political subdivision within the Commonwealth to be responsible for local disaster preparedness, response, and recovery; and,

WHEREAS, each political subdivision shall maintain local emergency operations plans consistent with state disaster preparedness plans and programs; and,

WHEREAS, the County of Halifax has a responsibility to provide for the safety and well-being of its citizens and visitors; and,

WHEREAS, the Board of Supervisors wishes to establish an Emergency Operations Plan to be used to prepare for and to mitigate the impacts of natural or manmade disasters affecting Halifax County,


NOW, THEREFORE, BE IT RESOLVED, the Halifax County Emergency Operations Plan is approved, and shall serve as the Official Emergency Operations Plan for the County of Halifax; and,

BE IT FURTHER RESOLVED, the Emergency Services Coordinator is authorized and directed to revise and update this plan as warranted to reflect local emergency response resources and capabilities.

Adopted this 7th day of March, 2022.


Calvin R. Short, Chairman
Halifax County Board of Supervisors

ATTEST:


Scott R. Simpson, P.E., Clerk
Halifax County Board of Supervisors

Record of Changes

Changes to the Halifax County Emergency Operations Plan (EOP) are made during the annual plan review, following an After-Action Review and Lessons Learned from previous disasters, and/or training exercises. The EOP will be updated annually to ensure accuracy of capabilities and plan content. Suggested changes or recommendations to enhance the EOP should be submitted to the Emergency Services Coordinator.

All agencies who have responsibilities in the EOP should notify the Emergency Services Coordinator immediately if their capabilities change, regardless of benefit or detriment, thus ensuring the EOP does not make the agency responsible for capabilities that no longer exist and prevent the assignment of new responsibilities.

Date of Change	Section	Change	Made By
November 5, 2013	Appendix 9	Added signed copy of resolution	W. K. Saunders
November 5, 2013	Emergency Management Organizational Structure Chart	Added Town of South Boston	W. K. Saunders
January 30, 2014	Appendix 8	Added Town of South Boston NIMS Resolution	W. K. Saunders
March 7, 2022	Entire Plan	Complete Revision	Jason Johnson

Table of Contents

Resolution of Adoption

Record of Changes

Executive Summary	i
--------------------------------	----------

Basic Plan	1-1
Introduction	1-1
Purpose and Scope.....	1-1
Assumptions.....	1-2
Situation Overview.....	1-2
Roles and Responsibilities.....	1-5
Concept of Operations.....	1-8
Sequence of Actions.....	1-13
Finance and Administration	1-16
Plan Maintenance	1-17
Exercise and Training	1-17

Branches.....	2-1
----------------------	------------

Emergency Management.....	2-1
ESF 5 – Emergency Management	
ESF 7 – Resource Management	
ESF 14 – Long-Term Community Recovery and Mitigation	
ESF 15 – External Affairs/Public Affairs	
ESF 16 – Military Affairs	
Human Services.....	2-21
ESF 6 – Mass Care, Housing, and Human Services	
ESF 8 – Public Health and Medical Services	
ESF 17 – Donations Management	
Public Services.....	2-35
ESF 1 – Transportation	
ESF 3 – Public Works and Engineering	
ESF 12 - Energy	
Fire and EMS	2-45
ESF 4 – Firefighting	
ESF 10 – Oil and HAZMAT	
Communications	2-49
ESF 2 – Communications	
Law Enforcement	2-53
ESF 9 – Search and Rescue	
ESF 13 – Public Safety	
Agriculture and Natural Resources.....	2-59
ESF 11 – Agriculture and Natural Resources	

Appendices	3-1
-------------------------	------------

1. Matrix of Responsibilities	3-3
2. Glossary of Key Terms.....	3-5
3. List of Acronyms.....	3-9
4. Authorities and References	3-13

5. Succession of Authority	3-15
6. Essential Records	3-17
7. NIMS Resolution of Adoption	3-19
8. Local Declaration of Emergency	3-21
9. Distribution List.....	3-23

EXECUTIVE SUMMARY

The Commonwealth of Virginia Emergency Services and Disaster Laws of 2000 (Code of Virginia, § 44-146.13 et al) requires that each locality in the state develop and maintain a current Emergency Operations Plan (EOP) to be prepared for a variety of emergencies or hazards that may occur. This is based on the findings that planned-for and coordinated response on the part of local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services. The law further requires the EOP to be updated every four years.

Halifax County, like other localities in Virginia, is vulnerable to a variety of hazards, both natural and man-made. Such hazards include, but are not limited to: flooding, winter storms, hurricanes, tornadoes, hazardous materials incidents, and criminal acts.

The basic premise underlying the development of the Halifax County EOP is that local personnel possess the basic knowledge, skills, and abilities in their area of service to deliver acceptable services regardless of the nature of the event. Possibilities of shortfalls in response services during an event are a function of the size and scope of the event, which may be of such a scale that local resources, in terms of personnel and equipment, may be overwhelmed. County residents and businesses will be expected to use their own resources and be self-sufficient at least 72 hours following a significant event.

The Halifax County EOP is a capabilities-based, task-oriented, all-hazards plan. These characteristics make it possible to measure the County's readiness to deal with emergencies and disasters of any type or scope.

This revised EOP was prepared with guidance from provided by the Virginia Department of Emergency Management and through outreach efforts to each of the relevant County departments/agencies included this plan. The plan is an accurate and appropriate reflection of how Halifax County will address natural and man-made disasters and events as they occur based on current resources available at the local level. The EOP consists of a Basic Plan, Branches, Appendices, and Support Annexes.

The Basic Plan describes the concept of operations and assigns emergency service functions, duties, and responsibilities to County officials, departments, and agencies. It is designed to be compatible with the Commonwealth of Virginia Emergency Operations Plan (COVEOP) and the National Response Framework. It is modeled after these and other public domain documents and excerpts from relevant local, state, and federal authoritative sources.

The Branches explain in general terms how the County will organize and conduct emergency response operations in the event of a disaster. These annexes organize County agencies and support organizations into job specific support branches that address the emergency support functions (ESFs) to be compatible with the COVEOP.

The Appendices and Support Annexes provide information and guidance that supplement the Basic Plan and Branches.

Section 1

BASIC PLAN

INTRODUCTION

The *Commonwealth of Virginia Emergency Services and Disaster Law of 2000* (§ 44.146.13 et al, Code of Virginia) requires that each locality in the state develop and maintain a current Emergency Operations Plan to be prepared for a variety of emergencies or hazards that may occur. To respond effectively to any emergency of a size or complexity beyond a routine response, it is critical that all Halifax County public officials, departments, agencies, non-governmental emergency organizations, and the public understand their roles and responsibilities. These non-routine responsibilities begin as the incident is recognized, a response initiated, and becomes particularly important as command organizes beyond the initial response of the County's first responders.

The basis for the coordinated response is established through the Halifax County Emergency Operations Plan (EOP). This Plan was prepared in accordance with guidance provided by the Virginia Department of Emergency Management (VDEM) and identifies the departments and agencies that are responsible for providing command and coordination for large-scale or non-routine events. A planned and coordinated response by local officials in support of first responders can save lives, protect property, and more quickly restore essential services.

PURPOSE AND SCOPE

The purpose of the Basic Plan is to establish the legal and organizational basis for operations in Halifax County to effectively respond to and recover from all-hazards disasters and/or emergency situations. It assigns broad responsibilities to local government departments, agencies, and support organizations for disaster prevention, preparedness, response, and recovery operations. These responsibilities are generally extensions of normal day-to-day functions involving the same personnel and material resources.

The EOP employs a multi-agency operational structure based upon the principles of the National Incident Management System (NIMS)/Incident Command System (ICS) to manage, coordinate, and direct resources committed to an incident. Halifax County is a practitioner of NIMS and is committed to insuring that required trainings are provided to all persons with direct responsibility for implementing the plan and critical functions within the plan. Supporting plans for all-hazards disasters set forth the concepts and procedures whereby Halifax County can effectively apply available resources to ensure that casualties and property damage will be minimized, and those essential services will be restored as soon as possible following an emergency or disaster situation.

The EOP identifies a range of disasters that could possibly occur in or near this County. The EOP works to anticipate the needs that the jurisdiction might experience during an incident and provides guidance across County/Town departments, agencies, and response organizations by describing:

1. How County/Town departments and agencies will be organized during response to an event, including command authorities;
2. Critical actions and interfaces during response and recovery;
3. How the interaction between the jurisdiction and regional, state, and federal authorities is managed;
4. How the interaction between the jurisdictions and its private partner organizations (hospitals, non-governmental emergency organizations and others) is managed during emergencies; and
5. How to handle and manage needs with resources available.

This EOP is applicable to all local agencies that may be requested to provide support. The plan has taken into consideration the local comprehensive plans adopted by Halifax County and the incorporated towns. This plan is to be applied equitably and ensure the needs of minority and vulnerable communities are met during emergencies.

The EOP will become activated when: 1) a natural or man-made disaster occurs or is imminent and a declaration of an emergency has been issued for the County, or 2) when conditions warrant the implementation of the EOP.

ASSUMPTIONS

Halifax County's Emergency Operations Plan is based on an all-hazards principle that most emergency response functions are similar regardless of the hazard.

1. Emergencies can happen with little or no warning, causing significant loss of life, property damage, and environmental and economic impact;
2. The Emergency Services Coordinator will mobilize resources and personnel as required by the situation to save lives, protect property, restore critical infrastructure, ensure continuity of government, and facilitate recovery of individuals, families, businesses, and the environment;
3. Incidents are managed at the local level;
4. Halifax County will use existing Memorandums of Understanding (MOUs) and/or the Virginia Department of Emergency Management's Statewide Mutual Aid Compact (SMAC) to make mutual aid requests for assistance (RFA) from neighboring jurisdictions;
5. Special facilities (schools, nursing homes, adult day care and childcare facilities) are required to develop emergency plans, and the Emergency Services Coordinator may request the facility to furnish a copy for review as applicable by the Code of Virginia; and
6. Regulated facilities (Superfund Amendments and Re-authorization Act sites) posing a specific hazard will develop, coordinate, and furnish plans and procedures to local, county, and state departments and agencies as applicable and required by codes, laws, and regulations or requirements.
7. County residents and businesses will be expected to use their own resources and be self-sufficient at least 72 hours following a significant event.

SITUATION OVERVIEW

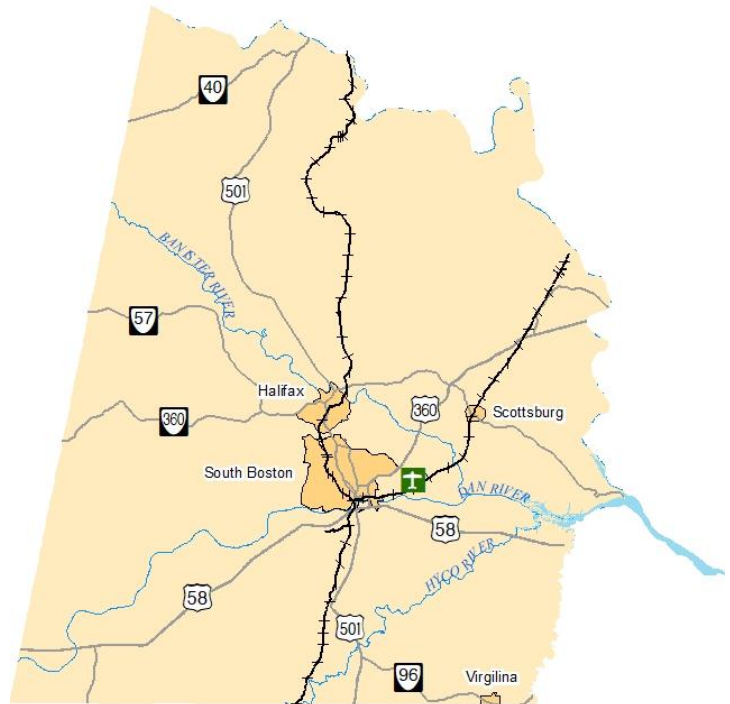
Government and Organization

1. Halifax County is structured and organized for delivering services as established by the State Constitution and Code of Virginia.
2. The County has an eight-member Board of Supervisors.

3. The Chairman of the Board of Supervisors serves as the County's Director of Emergency Management.
4. Some County governmental services are totally within the authority of the locality. Personnel are County employees and thus subject to the policies established by the Board.
5. Other County services are provided by the five elected Constitutional Officers, which include: Clerk of Court, Commissioner of Revenue, Commonwealth Attorney, Sheriff, and Treasurer. While state law requires the Board to provide facilities, equipment, and some financial support, the Board has no supervisory authority over them.
6. The County's first responders are mostly provided by volunteer agencies, with the notable exception of law enforcement.

Geography and Location

1. Halifax County is located in the Southern Piedmont region of Virginia, on the Virginia/North Carolina border. The county seat, the Town of Halifax, is 115 miles southwest of Richmond and 85 miles northwest of Raleigh.
2. The County encompasses approximately 818 square miles of land and 12 square miles of water features.
3. Halifax County consists of generally flat or gently rolling land. Elevations range from 150 to 815 feet above sea level. Outside of the towns, the County includes large agricultural tracts and dense stands of deciduous forests.
4. Drainage is provided by the Banister, Roanoke (Staunton), Dan, and Hyco rivers and their tributaries.
5. Halifax County has four incorporated towns: Halifax, Scottsburg, South Boston, and Virgilina. The County is bordered by Pittsylvania County (west), Campbell County (north), Charlotte and Mecklenburg County (east), and the North Carolina counties of Caswell, Granville, and Person (south).
6. The Town of Halifax has an average temperature of 56.8° F and annually averages 45" of precipitation.



Map of Halifax County

Population, Housing, and Demographics

1. Population Totals and Estimates

HALIFAX COUNTY									
Total*	Ages 0-4	0-4 %	Ages 5-19	5-19 %	Ages 20-64	20-64 %	Ages 65+	65+ %	Median Age
34,022	1,875	5.4%	6,095	17.3%	18,912	53.8%	7,951	23.4%	46.5

*US Census Bureau. 2020: DEC Redistricting Data (PL 94-171)

US Census Bureau. 2015-2019 ACS 5-Year Estimates Data Profiles: Demographic and Housing Estimates, Table ID: DP05.

2. Housing, Vacancies, and Access to Vehicle Estimates

HALIFAX COUNTY					
Total Housing Units	Avg. Household Size	Total Mobile Home Units %	Total Housing Vacancy %	Seasonal/ Recreational Homes	No Access to Vehicles %
18,212	2.44	18.6%	22.3%	852	8.0%

US Census Bureau. 2015-2019 ACS 5-Year Estimates Data Profiles: Comparative Housing Characteristics, Table ID: CP04; Vacancy Status, Table ID: B25004.

Historic and Culturally Significant Places

The County of Halifax has a total of 38 places listed on the National Register of Historic Places and 40 places listed on the Virginia Landmarks Register, including: Berry Hill, Staunton River State Park Historic District, and the Halifax County Courthouse.

Building and Fire Code Provisions

1. Building construction is regulated by the Halifax County Building Code Enforcement Office using the Uniform Statewide Building Code of Virginia (2015).
2. The Fire Code is enforced in the County by the State Fire Marshal's Office located in Richmond.

Transportation Infrastructure

1. The major roadways in Halifax County are US 58, US 360, US 501, SR 40, SR 49, SR 57, SR 344, and SR 360.
2. VDOT maintains the primary and secondary roads throughout the County, except that the Town of South Boston maintains secondary roads within their jurisdiction.
3. There is a Norfolk-Southern rail line running from Brookneal, through South Boston, and into North Carolina, with a spur of this line running to the Clover Cogeneration Facility.
4. There is no commercial airport in Halifax County; however, there is one general aviation airport (William M. Tuck Airport).

Utilities, Services, Food, and Medical Facilities

A list of utilities, services, food, and medical facilities can be found in the Resource List maintained by the Emergency Management Coordinator.

Hazard Identification and Risk Assessment

This plan considers the increasing risks related to man-made hazards, identified through hazardous materials reporting required by the Superfund Amendments and Reauthorization Act of 1986, and natural hazards, identified through the *Regional Hazard Mitigation Plan* that was adopted by Halifax County on November 2, 2020.

The chief natural hazard risks occurring in Halifax County are drought, flooding, hail, hurricanes, severe wind, and winter weather events. Flooding seems to be among the prevalent. Between 1989 and 2019, the gauge on the Dan River in South Boston recorded 99 total flood events, an average of over 3 flood per year. Repetitive Loss Properties are profiled in the table following this paragraph. Additional details, analysis, and rankings for all natural hazards can be found in the *Regional Hazard Mitigation Plan*.

Jurisdiction	Number of Repetitive Loss Structures			Total Number of Losses	Total Building Payment	Total Contents Payment	Total Payment
	Residential	Non-Residential	Total				
Halifax County	5	13	18	61	\$256,083.34	\$136,278.92	\$392,362.26
South Boston	1	4	5	21	\$211,130.50	\$90,435.29	\$301,565.79
Total	6	17	23	82	\$467,213.84	\$226,714.21	\$693,928.05

Data current through January 31, 2019.

*SPDC staff discovered several repetitive loss properties appear to be erroneously listed in Halifax County when they are actually located within the Town of South Boston.

According to information from the Virginia Department of Conservation and Recreation there are 72 dams located in Halifax County. Only the Banister Dam is identified as a High Hazard Potential Dam. This means that failure of the dam “will cause probable loss of life or serious economic damage (to residences, businesses buildings, facilities, other occupied structures, public utilities, major roadways, railroads, etc.)”

Halifax County also has two gas pipelines running through it. One is the Williams gas pipeline, and the other is the Colonial pipeline.

ROLES AND RESPONSIBILITIES

The *Commonwealth of Virginia Emergency Services and Disaster Law of 2000*, as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. Section 44.1-146.19 of the Code of Virginia establishes the powers and duties of political subdivisions.

Halifax County’s Emergency Management program involves local government officials, agencies, private sector, non-profit organizations, and the public.

A. Board of Supervisors

Members of the Halifax County Board of Supervisors are responsible for:

1. Declaring a “Local State of Emergency”, if necessary
2. Protecting the lives and property of County citizens;
3. Understanding and implement laws and regulations that support emergency management and response;
4. Establishing the local emergency management program;
5. Appointing the local Director of Emergency Management, Deputy Director of Emergency Management, and Coordinator of Emergency Management; and
6. Adopting and promulgating the Halifax County Emergency Operations Plan (EOP).

B. Director of Emergency Management

The Director of Emergency Management for Halifax County shall be a member of the Board of Supervisors (typically the Chairperson) and shall be responsible for:

1. Determining the need to evacuate endangered areas;
2. Exercising direction and control from the EOC during disaster operations; and
3. Overall responsibility for maintaining and updating the plan.

C. County Administrator/Deputy Director of Emergency Management

Appointed by the Board of Supervisors, the County Administrator shall be the Deputy Director of Emergency Management and is responsible for:

1. Declaring a "Local State of Emergency", in accordance with § 44-146.21 of the code of Virginia.
2. Coordinating local resources to address the incident;
3. Determining the need to evacuate endangered areas;
4. Establishing a curfew, if needed;
5. In coordinating with the District Health Director, ordering a quarantine;
6. Providing leadership;
7. Communicating information to the public; and
8. Assuming certain duties in the absence of the Director of Emergency Management.

D. Emergency Services Coordinator/Coordinator of Emergency Management

Appointed by the Board of Supervisors, the Emergency Services Coordinator shall be the Coordinator of Emergency Management and has the following responsibilities:

1. Assessing the availability and readiness of local resources most likely required during an incident;
2. Development of mutual aid agreements to support the response to an incident;
3. Coordinating damage assessment during an incident;
4. Advising local officials about emergency management activities during an incident;
5. Developing and implementing public awareness and education programs;
6. Conducting exercises to test plans and systems and obtain lessons learned;
7. Involving the private sector and non-governmental organizations in planning, training, and exercises;
8. Developing and maintaining the EOP, ensuring the plan takes into account the needs of the jurisdiction, including persons, property, structures, individuals with special needs, and household pets;
9. Assuming certain duties in the absence of the Deputy Director of Emergency Management; and
10. Ensuring that the EOP is reviewed, revised, and adopted every four years.

E. Constitutional Officers and Local Government Agencies

Constitutional Officers and local department and agency heads collaborate with the emergency manager during the development of the EOP and provide key response resources. They participate in the planning process to ensure that specific capabilities (law enforcement, public works, finance and administration, mass care) are integrated into the EOP. They also participate in interagency training to develop and maintain their capabilities. Constitutional Offices and local departments can participate in the Emergency Support Function (ESF) structure as coordinators, primary response agencies and/or support agencies, as required by supporting response activities, such as:

1. Develop and maintain detailed plans and standard operating procedures (SOPs);
2. Identify sources of emergency supplies, equipment, and transportation;
3. Negotiate and maintain mutual aid agreements which are identified in the plan;
4. Maintain records of disaster related expenditures and appropriate documentation;
5. Protect and preserve records essential for the continuity of government; and
6. Establish and maintain a line of succession of key personnel.

E. Emergency Support Functions (ESFs)

An ESF is a grouping of government and private sector capabilities into an organization structure to provide support, resources, program implementation and emergency services that are most likely to be needed during incidents. Operating agencies and local departments participate in the ESF structure

as coordinators, primary response agencies, support agencies, and/or as required to support incident management activities. Halifax County identifies the primary agencies on the basis of authorities, resources and capabilities. Support agencies are assigned based on the resources and capabilities in a given functional area. (See Appendix I - Matrix of Responsibilities) Note that not all incidents result in the activation of the ESFs. It is possible an incident may be addressed without activating ESFs. ESFs are responsible for:

1. Developing and maintaining detailed plans and Standard Operating Procedures (SOPs) or guidelines to support their functional requirements;
2. Identifying sources of emergency supplies, equipment, and transportation;
3. Maintaining accurate records of disaster-related expenditures and documentation;
4. Protecting and preserving records essential for the continuity of government; and
5. Establishing a line of succession of key emergency personnel.

F. Non-Governmental and Volunteer Organizations

Non-governmental organizations (NGOs) collaborate with first responders, government at all levels and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress and promote recovery of disaster victims when assistance is not available from other sources. These resources, when available, will be integrated into County operations and will be incorporated into an ESF to support critical functions as best suited by their skill set.

The Local Disaster Recovery Task Force will be established to provide for individuals, families, and businesses who have applied for available state and federal assistance but who may still have unmet needs.

G. Private Sector

Private sector organizations play a key role before, during, and after an incident. They must provide for the welfare and protection of their employees in the workplace. The Emergency Services Coordinator must work with businesses that provide water, power, communications, transportation, medical care, security, and numerous other services upon which both response and recovery are dependent. Primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from, disasters.

The roles, responsibilities, and participation of the private sector during a disaster vary based on the nature of the organization and the type and impact of the disaster. The four distinct roles of the private sector organizations are summarized in the following table.

Type of Organization	Role
Impacted Organization or Infrastructure	Private sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private sector organizations that are significant to local economic recovery. Examples of privately owned infrastructure include: transportation, telecommunications, private utilities, financial institutions, and hospitals.
Response Resources	Private sector organizations provide response resources (donated or compensated) during an incident – including specialized teams, equipment, and advanced technologies – through local public-private emergency plans, mutual aid agreements, or incident specific requests from local government,

	Virginia EOC, and private sector volunteered initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring and responding to an incident once it occurs.
Local Emergency Organization Member	Private sector organizations may serve as an active partner in local emergency preparedness and response organizations and activities, such as membership on the Local Emergency Planning Committee.

Private sector organizations support emergency management by sharing information with the County, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangements or purchases to assist in response and recovery activities. These organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum of incidents and emergencies. Halifax County maintains ongoing interaction with those responsible for critical infrastructure and key resources and industries to provide coordination of prevention, preparedness, response, and recovery activities. Private sector representatives should be included in planning and exercises.

H. Individuals and Households

Although not formally a part of emergency management operations, individuals and households play a critically important role in the County's overall emergency management strategy. Community members can contribute by:

1. Reducing hazards around their homes, such as raising utilities above flood level;
2. Preparing an emergency supply kit and household emergency plan, including supplies for house pets and service animals;
3. Monitoring emergency communications carefully to reduce their risk of injury, keep emergency routes open, and reduce demands on landline and cellular communications;
4. Volunteering with an established organization to become a part of the emergency management system and ensure efforts are directed where they are needed most; and
5. Enrolling in emergency response training courses to educate them to take initial response actions required to take care of themselves and their households. For example, participation in the Community Emergency Response Team (CERT) program.

CONCEPT OF OPERATIONS

General

This section describes the local coordinating structures, processes, and protocols employed to manage incidents. These coordinating structures and processes are designed to enable execution of the responsibilities of local government through the appropriate departments and agencies, and to integrate State, Federal non-governmental organizations, and private sector efforts into a comprehensive approach to incident management.

1. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. The County's and Town's organizations for emergency operations consist of existing government departments and non-governmental and private sector emergency response organizations.

2. The Director of Emergency Services is the Chairman of the Board of Supervisors for Halifax County. The day-to-day activities of the emergency preparedness program have been delegated to the Emergency Services Coordinator. The Director, in conjunction with the Deputy Director, and the Emergency Services Coordinator, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness. The EOC Public Information Officer in conjunction with the County Administrator, Town Managers, and Emergency Services Coordinator will be responsible for emergency public information.
3. The Emergency Services Coordinator, assisted by department heads, will develop and maintain a primary Emergency Operations Center (EOC) from which to direct operations in time of emergency. The primary EOC is located at the Halifax County E-911 Communications Center. Alternatively, Halifax County is capable of operating a virtual EOC as conditions warrant.
4. The day-to-day activities of the emergency management program, for which the Coordinator of Emergency Services is responsible, include developing and maintaining an Emergency Operations Plan, and other responsibilities as outlined in local and state regulation.
5. The Director of Emergency Services, or in their absence the Deputy Director or Coordinator of Emergency Services, will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. Local law enforcement will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident, the district Fire Chief or his representative on the scene should implement immediate protective action to include evacuation as appropriate; the 911 center will notify the Coordinator of Emergency Services/Hazmat Coordinator or Deputy Coordinator. They will notify the Virginia Emergency Operations Center to notify the Region 3 Hazmat Officer. If necessary, a VDEM Regional Hazmat Team will be activated.
6. Succession to the Director of Emergency Services will be the Vice-Chairperson of the Halifax County Board of Supervisors, the County Administrator, and the Coordinator of Emergency Services, respectively.
7. The heads of operating agencies will maintain plans and procedures to be prepared to effectively accomplish their assigned responsibilities.
8. The Coordinator of Emergency Services will assure compatibility between the locality's Emergency Operations Plan and the plans and procedures of key facilities and private organizations within the county as appropriate.

In the event an incident exceeds local emergency response capabilities, outside assistance is available, either through nearby jurisdictions and volunteer emergency organizations or, through the Virginia Emergency Operations Center (VEOC). A local emergency must be declared, and local resources must be fully committed, before state and federal assistance is requested.

Concurrent Implementation of Other Plans

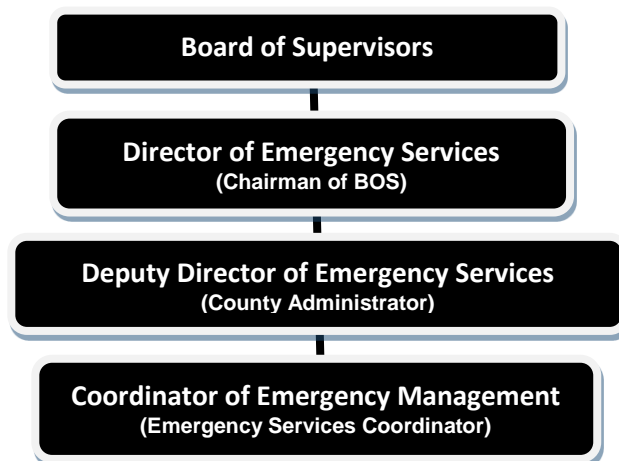
The Emergency Operations Plan (EOP) is the core plan for managing incidents and details the local coordinating structures and processes used during incidents. Other supplemental agency and interagency plans provide details on the authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wild land fires, etc.). In many cases these local agencies manage incidents under these plans using their authorities. These supplemental agency or interagency plans may be implemented concurrently with the EOP, but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the EOP.

Organizational Structure

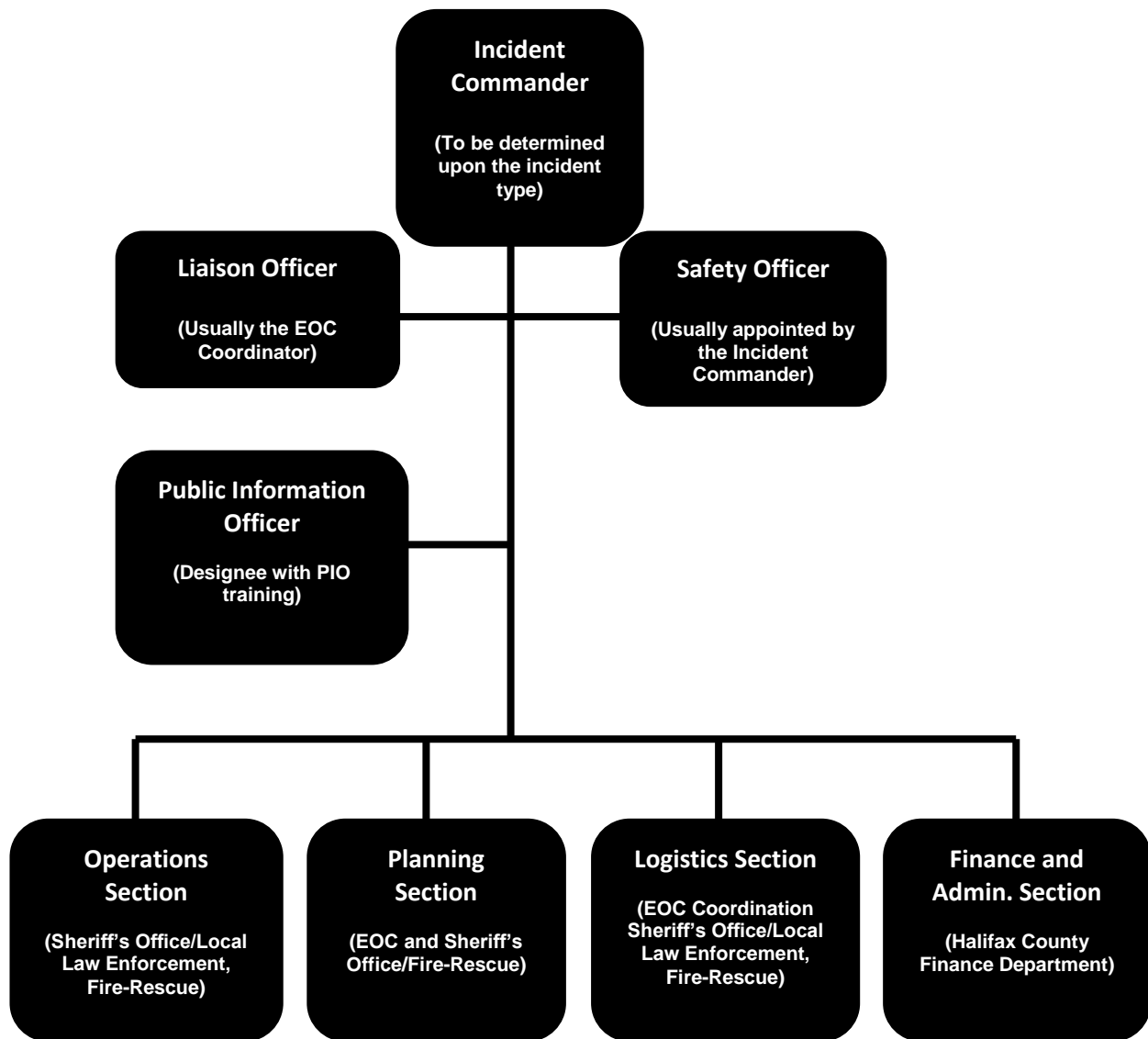
In accordance with the National Incident Management System (NIMS) process, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level. Reflecting the NIMS construct and in alignment with the National Response Framework (NRF), the EOP includes the following command and coordination structures:

- Incident Command Post, on-scene using the Incident Command System;
- Incident Commander
- Area Command (if needed)
- Emergency Operations Centers;
- Emergency Support Functions;
- Joint Field Office (JFO), which is responsible for coordinating Federal assistance supporting incident management activities locally;
- Local Department of Emergency Services;
- Director of Emergency Services;
- Coordinator of Emergency Services; and
- Incident Commander

Halifax County Emergency Management Organizational Structure



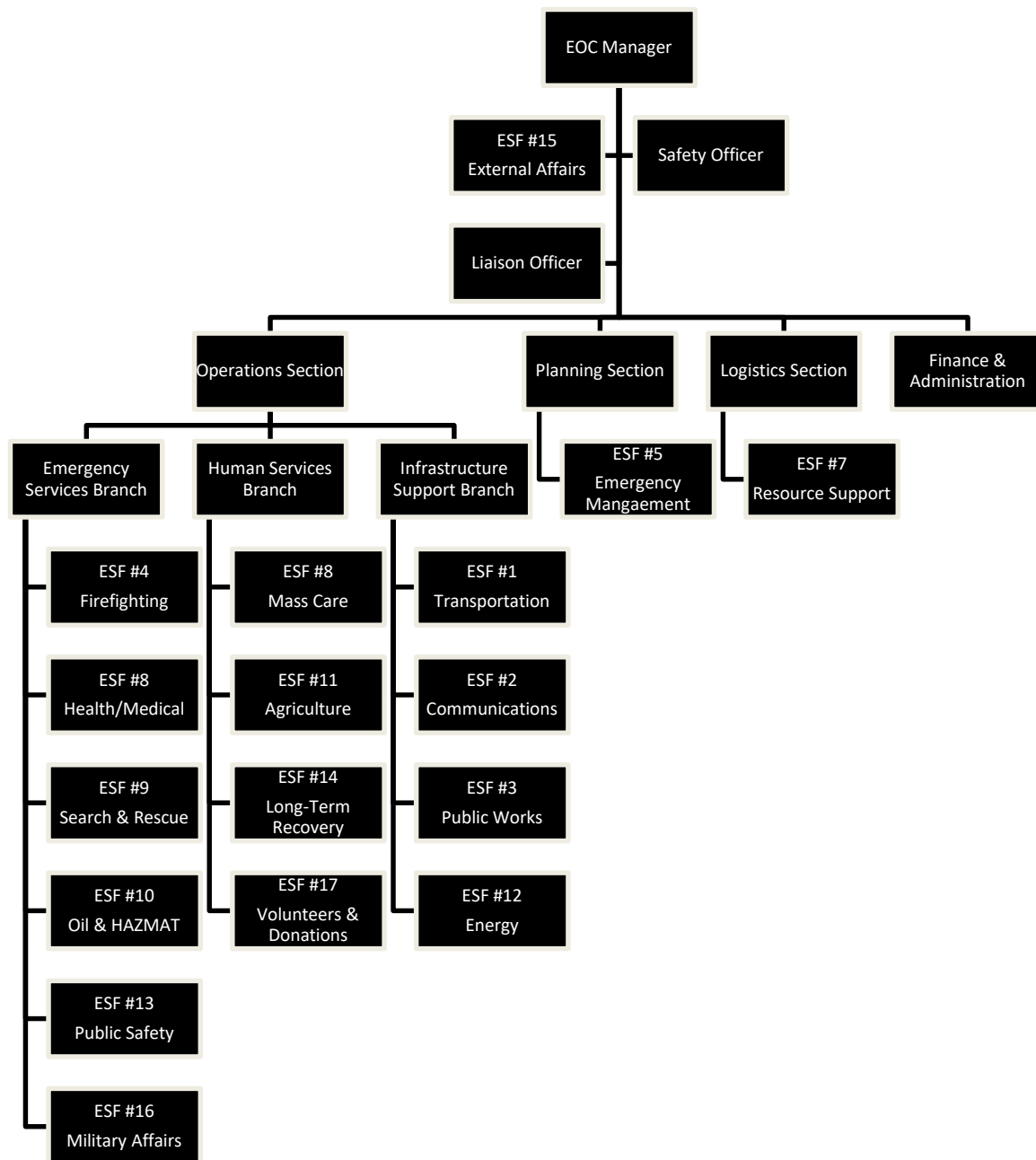
Halifax County Incident Command System Structure



Emergency Operations Center

When the Emergency Operations Center (EOC) is activated, the Emergency Services Coordinator will coordinate with the incident commander to ensure a consistent response:

- EOC follows the Incident Command System (ICS) structure and
- The Emergency Support Functions (ESFs) are aligned with ICS staff.



The Incident Command System ensures:

- Manageable span of control (3 to 7 staff; 5 is optimal);
- Personnel accountability (each person reports to only one person in the chain of command); and
- Functional positions staffed only when needed (responsibilities for any positions that are not staffed remain with the next higher filled position)

Joint Field Office (JFO)

The Joint Field Office (JFO) is responsible for coordinating Federal assistance supporting incident management activities locally. Activities at the JFO primarily focus on recovery operations; however, a JFO may be operating simultaneously with a local EOC during response operations.

SEQUENCE OF ACTIONS

This section describes incident management actions ranging from initial threat notification, to early coordination efforts to assess and disrupt the threat, to preparatory activation of the ESF structure, to deployment of resources in support of incident response and recovery operations. These actions do not necessarily occur in sequential order; many may be undertaken concurrently in response to single or multiple threats or incidents.

Non-Emergency/Normal Operations

These are actions that are implemented during non-emergency or disaster periods that will prepare Halifax County, and the Town of South Boston, for potential emergency response if necessary:

1. Public information and educational materials will be provided to the public via brochures, publications, municipal websites, and other media;
2. Develop, review, and exercise emergency operations plans, and standard operating procedures;
3. Assure the viability and accuracy of emergency contact lists, resource lists, and emergency contracts, and
4. Conduct response and incident management training.

Pre-Incident Actions

These are actions that are implemented if Emergency Management receives notice of a potential emergency from the federal Homeland Security Advisory System, National Weather Service, the Virginia Department of Emergency Management, or other reliable sources. Some issues to consider at this point in the incident are:

1. Communication alert & warning;
2. Brief the local governing body, as time permits without endangering the citizens, of the impending situation;
3. Public health and safety;
4. Responder health and safety;
5. Property protection;
6. Possible partial activation of the local EOC;
7. Alert emergency response personnel and develop a staffing pattern;
8. Coordinate with external agencies (i.e. Health Department, Red Cross, etc.); and
9. Determine any protective measures that need to be implemented in preparation for the situation.

Response Actions

These are actions are taken to preserve life, property, and the environment, and the social, economic, and political structure of the community. Some issues to consider at this point in the incident are:

1. Law enforcement;
2. Protection of responder health and safety;
3. Fire;
4. Emergency Medical Services;
5. Evacuations;
6. Dissemination of public information;
7. Actions to minimize additional damage;
8. Search and Rescue,
9. Health and medical services,
10. Distribution of emergency supplies,
11. Debris clearance;
12. Protection and restoration of critical infrastructure;
13. Daily functions of the government that do not contribute directly to the emergency operation may be suspended for the duration of the emergency response;
14. Efforts and resources may be redirected to accomplish an emergency task;
15. Implement evacuation orders as needed;
16. Open and staff emergency shelters as needed;
17. Submit Situation Reports to the Virginia Emergency Operations Center (VEOC).

Once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation.

Recovery Actions

These are actions occur after the initial response has been implemented. These actions should assist individuals and communities in returning to normal as much as feasible. During the recovery period, some of the issues that will need to be address are:

1. Preliminary damage assessment – within 72 hours of impact, or when safe to do so, complete and submit an Initial Damage Assessment (IDA) to the Virginia Department of Emergency Management;
2. Assess local infrastructure and determine viability for re-entry of residents;
3. Assess long-term recovery needs;
4. Assess needs of citizens for outside or from State resources and set up the Distribution Center to be located at the County Fairgrounds;
5. Begin cleanup and restoration of public facilities, businesses, and residences;
6. Re-establishment of habitats and prevention of subsequent damage to natural resources; and
7. Protection of cultural or archeological (historical) sites during other recovery operations.

A Joint Field Office (JFO) may open to assist those impacted by the disaster in the event of a federal disaster declaration. The JFO is the central coordination point among Federal, State, and Local agencies and voluntary organizations for delivering recovery assistance programs.

Mitigation Actions

These actions are completed to reduce or eliminate long-term risk to people and property from hazards and their side effects. During the mitigation process, these issues will need to be addressed:

1. Review the All-Hazard Mitigation Plan and update as necessary any mitigation actions that could be of assistance in preventing similar impacts for future disaster.
2. Work with the Virginia Department of Emergency Management Mitigation Program to develop mitigation grant projects to assist in the most at risk areas.
3. Grant programs for loss reduction using building-science expertise;
4. Coordination of Federal Flood Insurance operations and integration of mitigation with other program efforts;
5. Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs;
6. Predictive modeling to protect critical assets;
7. Early documentation of losses avoided due to previous hazard mitigation measures; and
8. Community education and outreach necessary to foster loss reduction.
9. Implement mitigation measures in the rebuilding of infrastructure damaged in the event.

Declaration of a Local Emergency

The Board of Supervisors shall declare by resolution an emergency to exist whenever the threat or actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to require significant expenditure and a coordinated response in order to prevent or alleviate damage, loss, hardship, or suffering. The Director of Emergency Services with the consent of the local governing board may declare a local emergency. If the governing body cannot convene due to the disaster or other exigent circumstances, the director or in his absence the Deputy Director shall declare the existence of an emergency, subject to the confirmation by the governing board at the within 45 days of the declaration.

Activation of the Emergency Operations Center (EOC)

The Emergency Services Coordinator may activate the EOC if the following conditions exist:

1. There is a significant imminent threat to public safety or health;
2. An extensive multiagency/jurisdiction response and coordination will be required to resolve or recover from the emergency or disaster event;
3. The disaster affects multiple political subdivisions within counties that rely on the same resources to resolve major emergency events; and/or
4. The local emergency ordinances are implemented to control the major emergency or disaster event.

Availability of staff and operational needs may allow or require positions to be combined, or positions to not be filled (responsibilities held by the next higher position).

The primary EOC location will maintain the capability to be activated immediately. The EOC is equipped with computers, printers, status boards, communications equipment (phone, fax, radio, and cell phones) and general office equipment. Should primary communications thru Halifax County E-911 center be disrupted, calls will be re-routed through Mecklenburg County E-911.

Communications, alerts, and warnings will be provided to the public via the Emergency Alert System (EAS) and shall be issued by the Halifax County EOC or the Halifax County Sheriff's Office, as specified under

Title 44-146 of the Virginia Code. Additional systems such as social media networks will be used as available.

FINANCE AND ADMINISTRATION

The Finance Department ensures the necessary management controls, budget authorities, and accounting procedures are in place to provide the necessary funding in a timely manner to conduct emergency operations, document expenditures, and maximize state and federal assistance following the disaster.

The Director of Emergency Services, Deputy Director, or Emergency Services Coordinator must notify the Finance Director or designee that a local emergency or disaster has been declared in accordance with the provision set forth in Section 44-146.21 of the Emergency Services and Disaster Law of 2000, as amended.

Concept of Operations

- A. In an emergency situation, as defined by the Emergency Operations Plan (EOP), the Finance Director or designee will be responsible for expediting the process of purchasing necessary capital items. Verbal approval will replace the usual supplemental appropriation request process; however, the supplemental appropriation must be documented at a later time. The Director of Emergency Services or designee must request verbal approval of funding.
- B. The Finance Director or designee will permit over-spending emergency expenditures in particular line items (e.g., overtime, materials, and supplies) under emergency circumstances as defined in the EOP. A year-end adjustment accounting can be made if required.
- C. The Finance Department will staff the Emergency Operations Center's Finance and Administration Section during emergency operations. This section will work with the Emergency Support Functions (ESF) to facilitate needed purchases and expenditures.
- D. The Director of Emergency Services or designee must define disaster related expenditures and anticipated time period of the event for the Finance Section. The appropriate length of time these disaster-related expenditures will be incurred will likely be concurrent with the declaration of a state of emergency and or recovery period. All disaster related expenditures must be documented in order to be eligible for post-disaster reimbursement from the Commonwealth of Virginia or federal government (if applicable). The Finance Department will implement record keeping of incurred expenses throughout the emergency/disaster period. The office will also assist in compilation of information for the "Report of Disaster-Related Expenditures" as required.
- E. The Finance Department will work with ESF #7 – Resource Management – to track resource needs, purchases, equipment, and personnel, utilizing electronic software to the extent possible.
- F. Employees must complete time sheets, to include overtime hours worked, during disaster response and recovery operations. Copies of employee time sheets must be signed by their immediate supervisor, as appropriate.
- G. The County Administrator and/or Town Manager may re-assign local government employees, as needed, to maintain continuity of government during disaster response and recover operations.
- H. Halifax County has mutual aid agreements in place with local volunteer and non- governmental agencies for use of facilities, food, equipment, etc. during disaster response and recovery operations. Halifax County also participates in the Statewide Mutual Aid (SMA) Agreement, which provides for requesting goods, services, personnel, and equipment through the Virginia Emergency Operations Center. Mutual Aid Agreements are referenced in ESF #7.

Actions

1. Develop, maintain, and disseminate budget and management procedures to ensure the prompt and efficient disbursement and accounting of funds to conduct emergency operations, as well as support and maximize expedite claims of financial assistance for cost recovery from state and federal governments;
2. Provide training to familiarize staff with state and federal disaster assistance requirements and forms;
3. Instruct all departments to maintain a continuous inventory of supplies on hand at all times;
4. Prepared to make emergency purchases of goods and services;
5. Inform departments of the procedures to be followed in documenting and reporting disaster related expenditures;
6. Implement emergency budget and financial management procedures to expedite the necessary purchases of goods and services to effectively address the situation;
7. Track and compile accurate cost records from data submitted by departments and ESFs;
8. Prepared and submit disaster assistance applications for reimbursement;
9. Assist in the preparation and submission of government insurance claims;
10. Work with the County Treasurer to ensure reimbursements are received and reconciled; and
11. Update and revise, as necessary, human resource policies, and procedures.

PLAN MAINTENANCE

Coordination

The Emergency Services Coordinator will update the Emergency Operations Plan annually. The Coordinator will coordinate interact with each emergency resource organizations and assure the development and maintenance of an appropriate emergency response capability.

The planning team may include the Emergency Services Coordinator, Law Enforcement, Public Works, other political subdivisions, and representatives from internal agencies such as Finance, Human Resources, etc. External group representatives may include Emergency Medical Services (EMS), Fire, Law Enforcement, Hospitals, Red Cross, Health Department, and others as appropriate.

Halifax County will conduct a comprehensive plan review and revision of its EOP every four years, followed by adoption from the Board of Supervisors to ensure the plan remains current. Such review shall also be certified in writing by the Virginia Department of Emergency Management (VDEM). It is the responsibility of the Coordinator to assure the plan is tested and exercised on a scheduled basis.

EXERCISE AND TRAINING

Trained and knowledgeable personnel are essential for the prompt and proper execution of the Halifax County/Town of South Boston Emergency Operations Plan (EOP). The Director of Emergency Services will ensure all response personnel have a thorough understanding of their assigned responsibilities in a disaster or emergency situation, as well as how their role and responsibilities interface with the other response components of the EOP. All personnel will be provided with the necessary training to execute those responsibilities in an effective and responsible manner.

The Emergency Services Coordinator is responsible for the development, administration, and maintenance of a comprehensive training and exercise program customized to the needs of Halifax County. This program will be designed to attain an acceptable level of emergency preparedness.

Training will be based on federal and state guidance. Instructors may be selected from Halifax County governmental officials and staff, state and federal governments, private industry, the military, and volunteer groups training in emergency management. All training and exercises will be documented. Training needs will be identified, and records maintained, for all personnel assigned emergency response duties in a disaster.

The Emergency Services Coordinator will develop, plan, and conduct tabletop, functional and/or full-scale exercises annually. These exercises will be designed to not only test the Halifax County/Town of South Boston EOP, but to train all appropriate officials and personnel, and to improve the overall emergency response organization and capability of the County and Town. Quasi-public and volunteer groups and/or agencies will be encouraged to participate. Exercises will be conducted in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP). Halifax County and South Boston may also participate in regional HSEEP exercises, as appropriate.

The Emergency Services Coordinator will maintain the training and exercises schedule and assure that the appropriate resources are available to complete these activities. Following each exercise or actual event, a hot-wash, and After-Action Review (AAR) will take place. Strengths and areas for improvement will be identified, addressed, and incorporated into an update of the EOP.

