

2021

Town of Leesburg

Emergency Operations Plan



This page left intentionally blank

Contents

- Section 1 – Basic Plan..... 1
 - Introduction1
 - Forward..... 1
 - Vision..... 1
 - Mission..... 1
 - Core Values 1
 - Promulgation Document..... 2
 - Plan Development, Maintenance and Distribution 3
 - Authorities and Reference 3
 - Victim Services Reporting 4
 - Record of Changes 5
- Purpose.....6
- Scope6
- Situation Overview.....6
- Hazards.....9
- Planning Assumptions10
- Concept of Operations11
- Organization and Assignment of Responsibility15
 - Town Council..... 15
 - Director of Emergency Management 15
 - Emergency Management Coordinator 16
 - Town Government Departments..... 17
 - Emergency Support Functions (ESF) 17
 - Residents..... 18
 - Private Sector 18
- Direction, Control and Coordination.....19
 - EOC Operations..... 19
 - Emergency Declaration 22
- Information Collection, Analysis and Dissemination23
- Communications24
 - Internal..... 24
 - External 24
 - System Failure 25
- Resource Management.....26
 - Preparedness 26
 - During an Event..... 27
 - Mutual Aid..... 28

Training and Exercise	30
Improvement Planning.....	30
Section 2. Emergency Support Functions	31
Introduction	31
ESF 1 - Transportation.....	33
ESF 2 - Communications.....	35
ESF 3 – Damage & Debris	37
ESF 5 - Information and Planning	39
ESF 7 - Logistics	41
ESF 11 – Agriculture, Natural & Cultural Resources	43
ESF 12 - Utilities.....	45
ESF 13 - Law Enforcement.....	47
ESF 14 - Business Sector Support.....	49
ESF 15 – Public Information	50
Section 3. Support Annexes	52
Damage Assessment	53
Scope.....	53
Damage Assessment Team	53
Equipment.....	53
Damage Assessment Phases	53
Financial Management.....	56
Team Composition / Skill Sets.....	56
Pre-Disaster Activities	56
Initial Disaster Response and Recovery Activities	57
Longer-Term Post-Disaster Activities.....	57
Section 4. Incident Specific Annex	59

Section 1 – Basic Plan

Introduction

Forward

The Town of Leesburg Emergency Operations Plan (EOP) is a multi-discipline, all-hazards plan that establishes the single, comprehensive framework for the management of significant events, either planned or spontaneous, within the corporate limits of the Town. This version supersedes any previous plans and will remain in full effect until updated or rescinded.

The Town Manager will implement the EOP when a coordinated response must be undertaken to protect lives, property and infrastructure and to ensure the optimal allocation of Town resources. Successful implementation of this plan requires all departments and supporting organizations to be fully prepared for their assigned roles and apply specialized skills and resources in a collaborative manner to achieve success. Response to a significant event will bring together an ad-hoc group of departments, agencies and individuals, and this plan serves as the catalyst for coordination.

All Town departments and partner agencies with identified roles and responsibilities are expected to review the plan, conduct training and exercises frequently, and be prepared to respond when requested. That said, it is not the intent of this plan to establish rigid procedures. Rather, the intent is to provide guidelines to assist departments or agencies in developing successful operational plans for their area of responsibility.

Vision

To build a safer, less vulnerable community leveraging the knowledge, capacity and skills of all stakeholders to mitigate against, prepare for, respond to and recover from all hazards.

Mission

Protect Town residents, businesses, visitors and staff by creating a culture of preparedness that acknowledges all hazards, evaluates capabilities, responds collectively and recovers stronger.

Core Values

- **Awareness** – knowledge of past events and anticipation of future hazards
- **Coordination** – encourage supportive relationships and leverage the resulting wide-ranging skill sets to achieve unified goals
- **Flexibility** - use creative and innovative approaches to solve complex disaster challenges

The Town of
**Leesburg,
Virginia**

PRESENTED: September 14, 2021

RESOLUTION NO. 2021-139

ADOPTED: September 14, 2021

A RESOLUTION: ADOPTING THE 2021 TOWN OF LEESBURG EMERGENCY OPERATIONS PLAN

WHEREAS, the Town of Leesburg strives to protect the health and safety of persons, property, and the environment through a comprehensive emergency management program; and

WHEREAS, § 44-146.19 of the Code of Virginia requires all localities to develop and maintain a current emergency operations plan; and

WHEREAS, the emergency operations plan is reviewed annually, and formally adopted by the governing body every four years; and

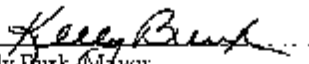
WHEREAS, over the past eighteen months, Town departments and key partner agencies have worked together to complete a comprehensive update of the existing emergency operations plan based on Federal Emergency Management Agency planning guidance; and

WHEREAS, the updated plan will serve as the framework to ensure coordinated and effective emergency preparedness, response, and recovery activities within the Town of Leesburg.

THEREFORE, RESOLVED, by the Council of the Town of Leesburg in Virginia as follows:

1. Adopts the 2021 Town of Leesburg Emergency Operations Plan.

PASSID this 14th day of September, 2021.



Kelly Burk, Mayor
Town of Leesburg

ATTEST:


Dileen Ross
Clerk of Council

Plan Development, Maintenance and Distribution

This plan was developed in accordance with the Town of Leesburg Code Part II, Chapter 12 (Emergency Management and Emergency Services) and the Code of Virginia § 44-146.19 (Emergency Services and Disaster Law). A collaborative planning process was utilized during plan development with active solicitation of input and feedback from departments and agencies with assigned roles and responsibilities.

The plan is a living document and will be reviewed annually, as well as after each use to include training, exercise, or significant event by the Emergency Management Coordinator. Re-adoption of the plan by Town Council will occur every four years, or earlier if significant changes are made. The plan is considered an essential record and will be maintained in accordance with the Town of Leesburg Record Retention Policy and the Town of Leesburg Record Emergency Action Plan.

The plan will be distributed to each department with an assigned role or responsibility in both a soft and hard copy format. The Office of Emergency Management will maintain a master hard copy. Additionally, the plan will be posted to the Town website for review by residents, organizations, business owners, and visitors.

Authorities and Reference

The following authorities and references constitute the statutory and operational basis for response to a significant event in the Town of Leesburg.

Authorities:

- Federal
 - Disaster Mitigation Act of 2000, Public Law 106-390
 - Homeland Security Act of 2002, 6 U.S.C. 101, et seq., as amended
 - Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003
 - Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
 - Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295
 - Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
- State
 - Code of Virginia, Title 44 Military and Emergency Laws, Chapter 3.2 Emergency Services and Disaster Law
- Local
 - Town Code of Leesburg Virginia, Part II, Chapter 12 Emergency Management and Emergency Services

References:

- Federal

- Homeland Security Exercise and Evaluation Program (HSEEP), January 2020
- National Incident Management System, Third Edition, October 2017
- National Preparedness Goal, Second Edition, September 2015
- National Response Framework, Fourth Edition, October 2019
- State
 - Commonwealth of Virginia Emergency Operations Plan (COVEOP)
- Local
 - Leesburg Executive Airport Emergency Plan
 - Loudoun County Emergency Operations Plan
 - Thomas Balch Library Disaster Plan
 - Town of Leesburg Drought Assessment and Emergency Water Supply Response Plan
 - Town of Leesburg Records Emergency Action Plan
 - Town of Leesburg Water System Emergency Response Plan

Victim Services Reporting

In accordance with the Code of Virginia § 44-146.19E, the Virginia Department of Criminal Justice Services (DCJS) and the Virginia Criminal Injuries Compensation Fund shall be contacted immediately to deploy assistance in the event of an emergency as defined in the emergency response plan when there are victims as defined in § 19.2-11.01. DCJS has developed an online reporting form that can be accessed at: <https://www.dcjs.virginia.gov/victims-services/report-campus-local-emergency>

Additional points of contact for DCJS / Virginia Victims Fund can be found below:

Department of Criminal Justice Services

Julia Fuller-Wilson

- During office hours: (804) 371-0386
- After hours: (804) 840-4276

Virginia Victims Fund (officially the Criminal Injuries Compensation Fund)

Kassandra Bullock, Director

- During office hours: (804) 367-1018

Leigh Snellings, Assistant Director

- During office hours: 1-800-552-4007

Record of Changes

When an update or change occurs, the Office of Emergency Management will prepare and distribute a notice of change. The notice will include the effective date, subject, summary of change(s) and action required by impacted departments and/or agencies. All changes will be documented in the Record of Change table below.

Revision	Revision Date	Summary of Revision	Revised By
1	8/2021	Complete revision of all sections	J. Dame

Table 1: Record of changes

Purpose

The Town of Leesburg Emergency Operations Plan (EOP) serves as the framework guiding coordinated prevention, preparedness, mitigation, response, and recovery activities within the Town of Leesburg. Specifically, the plan:

- Aims to reduce the loss of life and property within the Town of Leesburg due to all hazards
- Guides the comprehensive emergency management program before, during and after a significant event
- Establishes the authority for direction and control of emergency response operations
- Assigns responsibilities and actions to Town of Leesburg departments
- Promotes visibility of both internal and external resources to support preparedness, response and recovery activities

Scope

The EOP is an all hazards, multi-discipline plan focused on ensuring a coordinated and effective response through the use of Emergency Support Function (ESF) teams. Town departments are assigned to an ESF based on the knowledge, skills, and abilities they possess in their day-to-day roles that extend to supporting emergency response. The plan adheres to the tenets of the National Response Framework (NRF) and the National Incident Management System (NIMS) to ensure horizontal and vertical integration during response efforts.

This plan may be enacted with or without a declared local emergency and applies to all ESF coordinators and support departments identified in the ESF Annex and any other partner agencies deemed necessary by the Director of Emergency Management.

Situation Overview

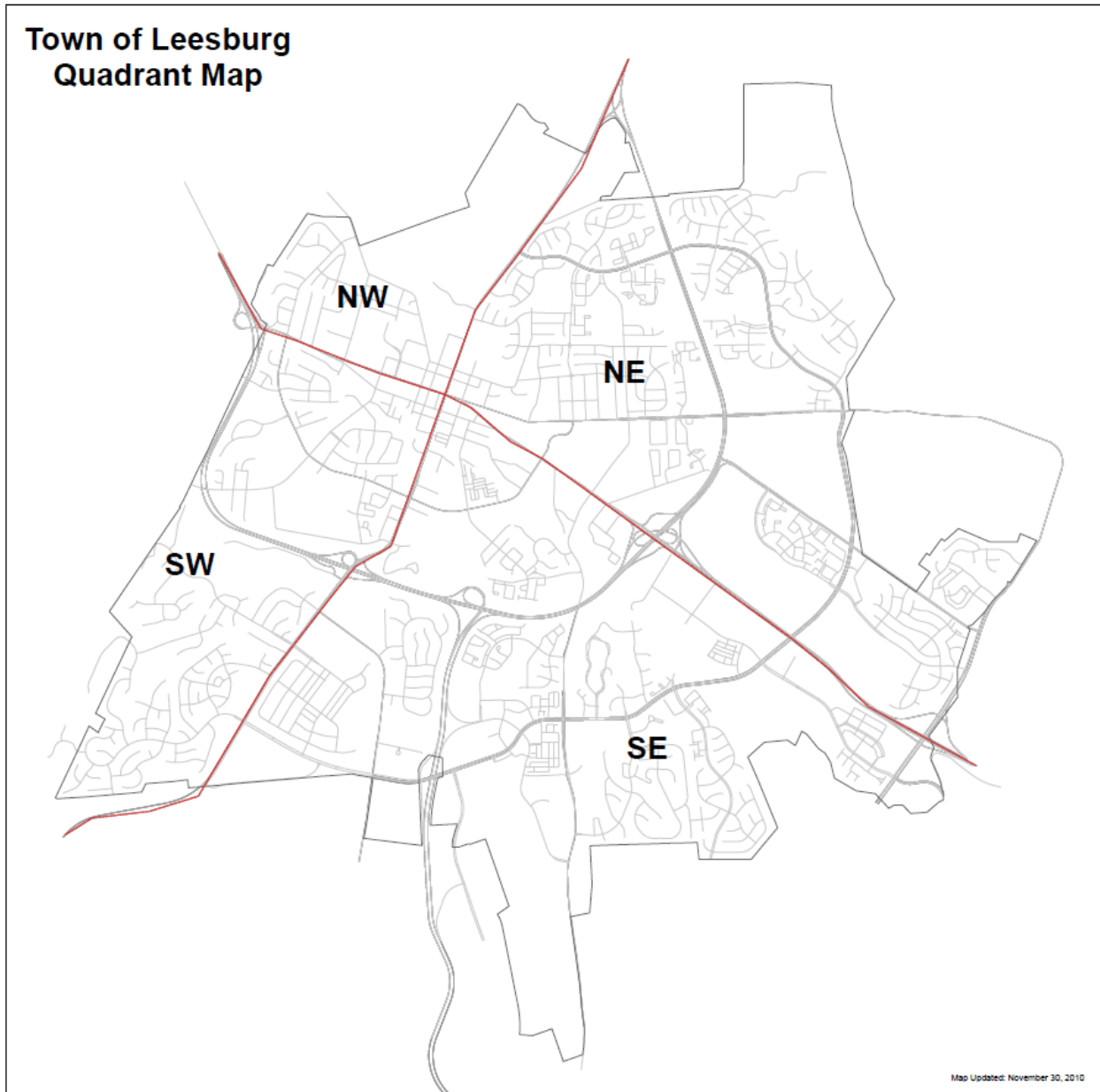
The Town of Leesburg is located in the Virginia Piedmont between the foothills of the Blue Ridge Mountains and the Potomac River, 35 miles northwest of Washington, D.C. The Town covers approximately 12 square miles. Established in 1758, Leesburg is the seat of government for Loudoun County and continues to serve as the center of government and commerce for Loudoun County. Leesburg's Old and Historic District was established by local ordinance in 1963, was placed on the National Registry of Historic Places in 1970, and is often cited as one of the best preserved and most picturesque downtowns in Virginia.

The Town has experienced rapid growth since the early 2000's. According to U.S. Census data, the population was 42,643 in 2010 and now stands at 54,488 residents according to the 2020 annual population estimates, marking a nearly 28% increase and making Leesburg the most populated town in the Commonwealth of Virginia. Population per square mile has increased from 2,440 to 3,440. There are 17,456 households with approximately 3 persons in each household. The median home price is \$413,400 and median gross rent of \$1,545 per month.

Based on 2019 American Community Survey 5-year estimates, the Town's population is 63.8% white, 17.2% Hispanic or Latino, 8.0% Asian, 7.5% Black and 4.4% bi-racial. Nearly 22% of

residents are foreign born persons and 27.5% report speaking a language other than English at home.

Topographically, the Town ranges in elevation from 275 feet to 425 feet above sea level. The Town is divided into four quadrants: Northeast, Northwest, Southeast and Southwest as depicted by the graphic below. These quadrants are commonly referred to when describing general locations within Town limits.



Graphic 1: Quadrants in the Town

There are a number of major transportation routes in and around the Town including:

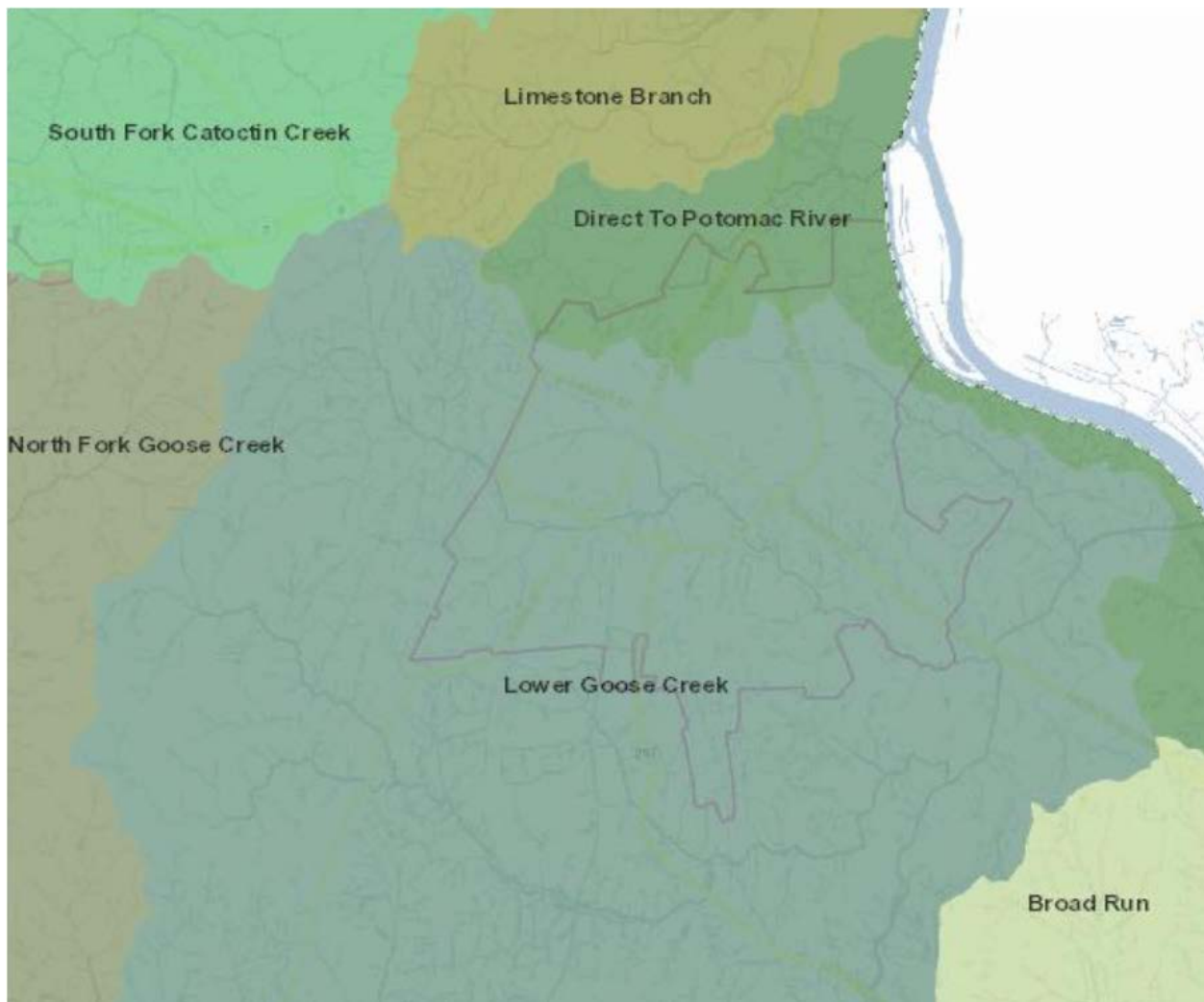
- US Route 15 a prominent North-South roadway
- Virginia Route 7 an East-West roadway

- Leesburg bypass funneling traffic around the historic downtown area
- Dulles Greenway providing toll access to all points east and terminating in Leesburg

There are two watersheds located within Town limits:

- Lower Goose Creek
- Direct to Potomac River

The Lower Goose Creek is the primary watershed in the Town and contains the Cattail Branch, Dry Mill Branch, Town Branch, and Tuscarora Creek waterways. Each of these waterways flow to the east and eventually meet the Goose Creek, which empties into the Potomac River east of Town limits. In the Direct to Potomac River Watershed, the Big Spring Creek and Limestone Branch flow into the Potomac River north of Town limits. The graphic below depicts the two watersheds within the Town.



Graphic 2: Watersheds in the Town

Hazards

The Town participates in the regional development of the Northern Virginia Hazard Mitigation Plan. The plan is currently being updated with an expected completion in 2022. The last update was in 2017 and the Town Council adopted the update in February 2018. This plan meets statutory requirements of the Disaster Mitigation Act of 2000 and emphasizes reducing or eliminating long-term risks to people and property from hazards and their effects. The following hazards ranks were identified in the 2017 plan update.

High	Medium-High	Medium	Medium-Low
Flood Wind Tornado Winter Weather Drought	Landslide	Earthquake	Wildfire Karst

Table 2: Hazards identified in the 2017 Northern Virginia Hazard Mitigation Plan

Since 2014, the Town has participated in the Loudoun County Threat and Hazard Risk Assessment (THIRA). The THIRA is a strategic analysis of hazards that pose a significant threat to the community and is conducted every four years. 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
- Evaluate resource capabilities across 5 mission areas: Prevention, Protection, Mitigation, Response, and Recovery

In addition to the hazards identified in the Northern Virginia Hazard Mitigation Plan, the additional hazards listed in the table below have been identified through participation in the THIRA process.

Natural	Technological	Human Caused
Epidemic/Pandemic Extreme Heat/Cold Hurricane/Tropical Storm	Airplane Crash Dam Failure Traffic Gridlock Infrastructure Failure (Water, Communications) Hazardous Material Incident	Active Violence Cyber attack Civil Disturbance Complex Coordinated Attack

Table 3: Additional hazards identified in the Loudoun County THIRA process

Planning Assumptions

- Nothing in this EOP alters or impedes the ability of federal, state, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives
- The Town will commit all available resources to save lives, minimize property and environmental damage, and conduct emergency response and recovery operations, while working to establish and maintain direction and control through the Town Emergency Operations Center, when activated
- An emergency situation may escalate quickly and require the rapid mobilization and reallocation of available resources. The situation may even overwhelm the local resources and capabilities requiring mutual aid assistance from outside agencies and organizations
- Emergencies of various types, sizes, intensities, and durations may occur within or near the jurisdictional boundaries of the Town of Leesburg with or without warning. These emergencies can develop into disasters that affect the safety, health, and welfare of the population and cause damage or destruction to private and public property as well as the environment
- This plan has been developed to address all hazards that threaten the Town of Leesburg by providing the response framework and guidance for any emergency or disaster situation that occurs. The organization and concept of operations allows flexibility and discretion through command and control of the incident, using the concepts of the Incident Command System (ICS). Emergency operations will be managed in accordance with the National Incident Management System (NIMS)
- The Town government must continue to function throughout a disaster or emergency situation. Depending upon the scope and magnitude of the incident, concurrent implementation of Continuity of Operations Plan (COOP)/Continuity of Government (COG) operations may be necessary. All Town departments will maintain current COOPs
- Town departments may be required to respond on short notice and at any time of the day or night to provide effective and timely assistance. It is the responsibility of each department to ensure staff and assets are trained, prepared, and available to respond
- During emergency situations, capabilities to respond to collateral and unrelated emergency situations must be maintained, further impacting availability of resources for the emergency incident
- Preparedness activities are a critical component of emergency management. Achieving and maintaining effective citizen and community preparedness reduces the immediate demands on response organizations. Community preparedness requires the Town to engage in continual and ongoing public awareness and education programs to ensure residents and businesses will take appropriate advance actions to reduce their vulnerability and increase their readiness for emergency situations
- Emergency preparedness is everyone's responsibility. Residents, business owners and government staff should all understand their personal preparedness responsibilities and be educated on how to appropriately prepare for maintaining self-sufficiency in an emergency situation

Concept of Operations

The Emergency Operations Plan is the framework by which the Town will respond to events of high complexity or significant impact. The Emergency Management Coordinator is responsible for maintaining comprehensive situational awareness of all incidents that may increase in complexity/impact. Below a framework of incident complexity (which was adapted from the Federal Emergency Management Agency Incident Complexity Guide) is provided for reference, beginning with the least complex incident, a Type 5 incident.

	Incident Indicators	Examples
Type 5	<ul style="list-style-type: none"> • Incident shows no resistance to stabilization or mitigation • Incident objectives typically met within one or two hours once resources arrive on scene • Minimal effects to population immediately surrounding the incident; few or no evacuations needed during mitigation • No adverse impact on critical infrastructure and key resources (CIKR) • Elected/appointed governing officials and stakeholder groups require little or no interaction and may not need notification • Conditions or actions that caused the original incident do not persist; as a result, there is no probability of a cascading event or exacerbation of the current incident 	<p>Type 5 incidents and exercises can include a vehicle fire, a medical response to an injured/sick person, or a high-risk felony traffic stop.</p> <p>Planned events can include a 5K or 10K road race.</p>
Type 4	<ul style="list-style-type: none"> • Incident shows little resistance to stabilization or mitigation • Incident objectives typically met within several hours once resources arrive on scene • Incident may extend from several hours to 24 hours • Limited effects to population surrounding incident; few or no evacuations necessary during mitigation • Incident threatens, damages, or destroys a minimal number of residential, commercial, cultural or environmental properties • CIKR may suffer adverse impacts, but mitigation measures are uncomplicated and can be implemented within 24 hours • Elected/appointed governing officials and stakeholder groups require little or no interaction, but they may need to be notified • Conditions or actions that caused the original incident do not persist; as a result, there is little to no probability of a cascading event or exacerbation of the current incident 	<p>Type 4 incidents and exercises can include a barricaded suspect, a hazardous materials (HAZMAT) spill on a roadway or waterway, a large commercial fire, or a localized flooding event affecting a neighborhood or subdivision.</p> <p>Planned events include single day events with a smaller attendance and limited resources deployed.</p>

	Incident Indicators	Examples
Type 3	<ul style="list-style-type: none"> • Incident shows some resistance to stabilization or mitigation • Incident objectives typically not met within the first 24 hours after resources arrive • Incident may extend from several days to one week • Population within and immediately surrounding incident area may require evacuations during mitigation • Incident threatens, damages, or destroys residential, commercial, or cultural properties • CIKR may suffer adverse impacts, and mitigation actions may extend into multiple operational periods • Elected/appointed governing officials and stakeholder groups require some level of interaction • Conditions or actions that caused the incident may persist; as a result, there is some possibility of a cascading event or exacerbation of the current incident 	<p>Type 3 incidents and exercises can include a tornado that damage a small section of town; HAZMAT leak requiring evacuation of a neighborhood or section of a community; an active shooter; a sink hole; a water main break; a Category 1 or 2 hurricane; or a small aircraft crash in a populated area.</p> <p>Planned events include those that are multi-day, have a large attendance or require a large deployment of resources to support.</p>
Type 2	<ul style="list-style-type: none"> • Incident shows high resistance to stabilization or mitigation • Incident objectives typically not met within the first several days • Incident may extend from several days to two weeks • Population within and surrounding the general incident area are affected and may require evacuation during mitigation • Incident threatens damages, or destroys residential, commercial, and cultural properties • CIKR may suffer adverse impacts, including destruction, and mitigation actions may extend into multiple operational periods, requiring considerable coordination • Elected/appointed governing officials, political organizations, and stakeholder groups require a moderate level of interaction • Incident has resulted in external influences, has widespread impact, and involves political and media sensitivities requiring comprehensive management • Conditions or actions that caused the original incident may persist, so a cascading event or exacerbation of the current incident is likely 	<p>Type 2 incidents and exercises can include a tornado with damage to an entire section of a city, village, or town; HAZMAT leak requiring a several-days-long evacuation of an entire section of town; a wildland fire in an area with numerous residences, requiring evacuations and several days of firefighting to bring under control; or a river flooding event affecting an entire section of town, with continued precipitation anticipated.</p> <p>Planned events can include a VIP visit, a large demonstration or strike, or a large concert.</p>

	Incident Indicators	Examples
Type 1	<ul style="list-style-type: none"> • Incident shows high resistance to stabilization or mitigation • Incident objectives cannot be met within numerous operational periods • Incident extends from two weeks to over a month or longer • Population within and surrounding the region or state where the incident occurred is significantly affected • Incident threatens, damages, or destroys significant numbers of residential, commercial, and cultural properties • Incident damages or destroys numerous CIKRs; mitigation extends multiple operational periods and requires long-term planning and extensive coordination • Evacuated and relocated populations may require sheltering and housing for weeks or months • Elected/appointed governing officials, political organizations, and stakeholder groups require a high level of interaction • Incident has resulted in external influences, has widespread impact, and involves political and media sensitivities requiring comprehensive management • Conditions or actions that caused the original incident still exist, so a cascading event or exacerbation of the current incident is likely 	<p>Type 1 incidents and exercises can include a tornado with damage or destruction to an entire community; a multi-level terrorist attack; a Category 3, 4, or 5 hurricane; a pandemic; a large wind-driven wildland fire threatening the entire town, causing several evacuations and destroying many homes, businesses, and critical infrastructure assets; or a widespread river flooding event in town, with continued precipitation anticipated.</p> <p>Planned events could include a political convention, the Super Bowl, the World Series, or a presidential visit.</p>

Table 4: Incident complexity indicators

When the Emergency Management Coordinator becomes aware of an event that is increasing in complexity or community impact, the first step is to notify Town leadership of the details surrounding the event to ensure awareness and to begin creating a common operating picture. This notification is accomplished by issuing an informational bulletin. At a minimum, the informational bulletin will include the following details: type of incident, brief narrative of impacts, timeframe, and required action or follow up. This bulletin will be issued primarily via email, however redundant systems are in place to distribute this message via text/SMS message.

If, at the discretion of the coordinator, the event is of such scope or magnitude to require support from multiple Town departments, a recommendation to open the Town Emergency Operations Center (TEOC) will be made to the Director of Emergency Management. This activation signals the shift to centralized and coordinated response. The primary goal of the TEOC is to coordinate response across all departments to streamline response and recovery operations. This goal is achieved by setting overarching objectives, providing accurate and timely event specific information, and coordinating the deployment of resources required to

stabilize the event. Departments will provide qualified personnel to fill roles in the TEOC to support field operations. Additionally, the coordinator may recommend a declaration of local emergency to the director. More detailed information regarding EOC Operations and Emergency Declaration can be found in the Direction, Control, and Coordination section.

When the incident objectives have been met through coordination with field personnel, there will be a transition to recovery. Response personnel will be released from assignments and staff with skill sets in planning and restoration will be brought in to assist with recovery operations. The TEOC will continue to operate in a recovery mode to coordinate the provision of disaster assistance from federal and state partners and to assist with the development of a recovery plan. An important component of recovery operations will be to implement resilient practices to lessen future disaster impacts and foster rapid recovery should future incidents occur.

When all recovery objectives have been met, the TEOC Manager will begin to demobilize personnel to return to their normal day-to-day jobs. The size, scale, and complexity of the significant event will determine the amount of time until full demobilization. It is important that all resources (human and equipment) must be accounted for and provided adequate time for rest or repair, before fully demobilizing.

Organization and Assignment of Responsibility

This section identifies individuals and groups who have functional and/or operational responsibilities before, during, or after a significant event. The director may engage any Town 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.

Town Council

The Town Council is the legislative body of the Town and is empowered by the Town Charter to make Town policy. The Council is composed of a Mayor and six Council members elected at large on a non-partisan basis. During an emergency the Town Council:

- Serves as a conduit of information to and from constituents sharing incident information with Town staff
- Endorses a declaration of local emergency in accordance with Chapter 12 of the Town Code and Title 44 of the Code of Virginia
- Liaise with elected officials of other jurisdictions

Prior to a significant event, the Town Council plays an important role in town wide preparedness through the following actions:

- Adopting and promulgating the Town of Leesburg Emergency Operations Plan
- Adopting and promulgating the Northern Virginia Hazard Mitigation Plan
- Providing funding for preparedness, response and mitigation activities based on recommendations from the Emergency Management Coordinator

Director of Emergency Management

In accordance with Chapter 12 of the Town Code, the Town Manager is designated as the Director of Emergency Management. If the Town Manager is unavailable, powers shall pass to a successor official, in the following order: Deputy Town Manager, Emergency Management Coordinator, Chief of Police or Director of Public Works. During an emergency the director is authorized to:

- Declare a local emergency in response to an actual or impending incident
- Implement any applicable emergency plan and mutual aid agreements
- Control, restrict, allocate or regulate the use, sale, production and distribution of food, fuel, clothing and other commodities, materials, goods, services and resources systems which fall only within the Town
- Enter into contracts and incur obligations necessary 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 disaster

- Commandeer and appropriate automobiles, boats, other vehicles, or other personal property if needed to protect the public
- Direct any Town employees to work at such hours and to perform such duties as are reasonably necessary to help protect and serve the public
- Request assistance from the county administrator, superintendent of schools, the sheriff, the director of public health, or any other public official to make employees, officials, facilities and equipment available to assist as needed with emergency efforts
- Order an emergency curfew
- Order the evacuation of areas of the Town. Evacuations may be enforced by any sworn law enforcement officer
- Provide support or cooperation for the county director of public health or the state health commissioner

Prior to a significant event, the Director of Emergency Management plays an important role in town wide preparedness through the following actions:

- Provide strategic direction to the Town-wide emergency management program
- Approve grant funding applications for preparedness, response or mitigation activities
- Approve and authorize mutual aid agreements or memorandum of understanding supporting incident response

Emergency Management Coordinator

The Emergency Management Coordinator is responsible for the day-to-day management of the comprehensive emergency management program. During an emergency the coordinator:

- Ensures overall coordination between all Town departments and partner agencies to achieve emergency management goals
- Implements mutual aid agreements or requests resources from the Loudoun County EOC
- Coordinates with Loudoun County Emergency Management to issue public alerts and warnings
- Maintains a common operating picture and shares situational awareness with partner agencies at the local and state level
- Maintains a written record of all official actions taken hereunder, for later review by applicable state, federal and local agencies

Prior to a significant event the coordinator:

- Maintains the Town of Leesburg Emergency Operations Plan
- Assists departments with identifying and closing capability gaps
- Maintains awareness of Town resources and assists with the development of mutual aid agreements as required
- Provides training to educate personnel on their assigned roles and responsibilities

- Conducts exercises to test and refine plans and procedures
- Coordinates with local, state and federal agencies to increase preparedness
- Conducts public outreach to educate and prepare residents and businesses

Town Government Departments

- Develops, maintains and reviews detailed plans and procedures to support incident response and recovery
- Identifies sources of emergency supplies, equipment and transportation
- Implements and maintains mutual aid agreements to support operations in the event resources become overwhelmed
- Maintains records of disaster-related expenditures and actions
- Protects and preserves records essential for the continuity of government
- Establishes and maintains a line of succession of key emergency personnel

Emergency Support Functions (ESF)

An emergency support function (ESF) is a grouping of departments that have complimentary skills and work together during an event to monitor, respond, and stabilize any sector-specific impacts. Each ESF is composed of a coordinating department and one or more support departments. Each ESF coordinator is selected due to knowledge, skill, capabilities and resources. The purpose of each ESF is summarized in Section 2 of this plan.

In accordance with Chapter 12 of the Town Code, all departments will cooperate in full with all directives from the Director of Emergency Management or the Emergency Management Coordinator. During a significant event, all ESF coordinators and support departments will:

- Provide personnel qualified and authorized to act on behalf of their department to the TEOC
- Maintain and report situational awareness regarding activities within the department's area of responsibility
- Notify the Emergency Management Coordinator of any resource deficiencies and provide detailed resource request information
- Maintain documentation of all actions taken supporting incident response to include cost tracking procedures

Prior to a significant event, all ESF coordinators and departments will:

- Maintain a roster of personnel qualified to serve as representatives in the TEOC. Any personnel assigned must meet minimum training requirements pursuant to the National Incident Management System and be authorized to commit resources on behalf of their department and make critical decisions
- Lead pre-event planning efforts in conjunction with the Emergency Management Coordination to bolster preparedness efforts

Residents

During a significant event, residents are the first to respond, taking critical first steps before the arrival of responding personnel to protect lives and property. Resident preparedness is a critical component to the overall resiliency of the Town. All residents are encouraged to:

- Develop an emergency plan based on the hazards presented in this plan
- Regularly test, review and update your personal plan
- Maintain a well-supplied emergency kit
- Maintain multiple ways to receive emergency information from Town officials

Private Sector

Private sector organizations support emergency management through all phases. In the preparedness phase they share information with the local government, identify risks, perform vulnerability assessments, develop emergency response and business continuity plans to enhance their overall readiness. During the response and recovery phases, the private sector implements plans and may donate goods and services through contractual arrangements or government purchases. The Town strives to integrate the private sector into its emergency response activities and encourages these organizations to develop and maintain capabilities to respond and manage events of all size, scope and complexity.

Direction, Control and Coordination

EOC Operations

The Town Emergency Operations Center (TEOC) serves as the central hub for incident coordination, focusing on sharing incident information and centralizing allocation of resources. The physical space provides audio visual and communications technology that allows staff to collect, analyze, and report incident specific information and create a common operating picture. The coordinator, or designee, is responsible for the maintenance and readiness of the TEOC.

The coordinator makes the recommendation to the director to activate the TEOC at one of three levels listed below depending on the size, scope and complexity of the event:

1. **Monitoring:** Activation of representatives from key agencies to maintain situational awareness of an emerging or impending event
2. **Partial:** Activation of five or less Emergency Support Functions (ESFs)
3. **Full:** Activation of six or more ESFs

If an activation is approved by the director, the coordinator will notify all TEOC personnel of the following information:

- Incident type
- TEOC activation level
- Personnel required
- Reporting time

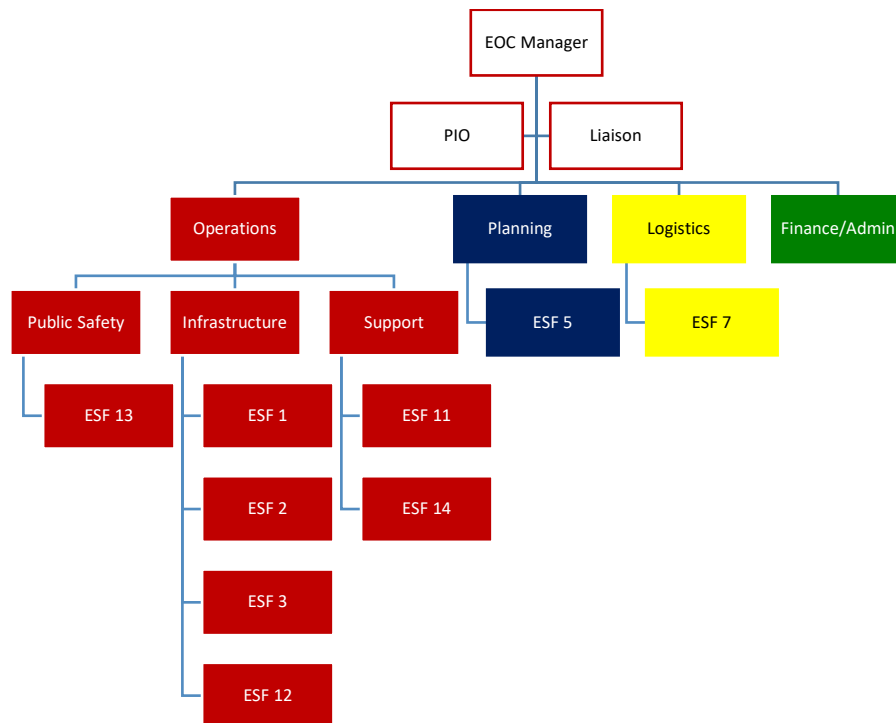
The coordinator will also ensure the following actions are completed:

- Create the initial incident action plan (IAP)
- Ensure the operational status of all TEOC equipment
- Notify Loudoun County OEM and Virginia DEM of the activation

Operational periods in the TEOC will not exceed 12 hours, and if 24-hour operations are warranted, two 12-hour shifts will be implemented. Personnel will be provided adequate rest periods to ensure their safety and well-being.

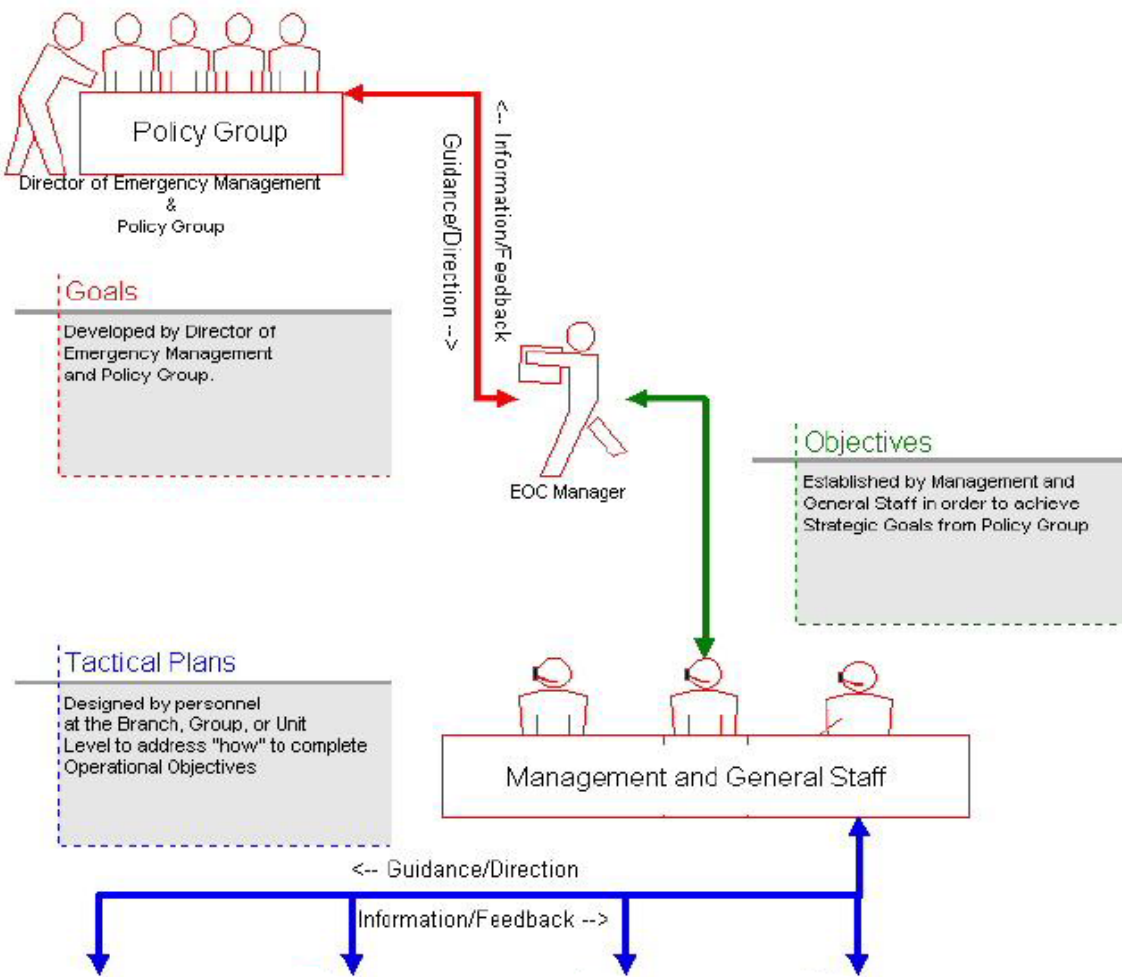
Organizational Structure

The organizational structure utilizes a hybrid approach with the goal of resolving resource and policy issues at the lowest possible organizational level. The structure also allows for complex issues to be tackled by groups with complementary skill sets, enhancing resolution through teamwork and collaboration. A graphical representation of the organization structure utilized during a significant event is below.



Graphic 3: EOC organizational chart

The backbone of TEOC Operations revolve around a structured planning and information sharing process. The Town will utilize the “Planning P” process to facilitate a consistent approach to TEOC operations. The process begins with the development and prioritization of strategic goals by the Director. The TEOC manager reviews these goals with Management and General staff who work together to develop objectives to achieve the strategic goals. ESF personnel are then briefed on the objectives and proceed to develop tactical plans that address how objectives will be met. The graphic below is taken from the Northern Virginia EOC Guide and provides a visual overview of the process flow during a TEOC activation.



Graphic 4: EOC process flow

Briefings

Briefings are an essential part of any TEOC activation. Each operational period will begin with a briefing that includes the following information:

- Situation overview
- Personnel assignments
- Review current objectives, unmet resources and future actions
- Questions and answers

Following this formal briefing, personnel speak with the people they are relieving to gather any more specific information that was not covered in the larger briefing.

Coordination with Loudoun County Emergency Operations Center

The Town will ensure coordination with the Loudoun County Emergency Operations Center. To achieve coordination, the Town has identified a liaison position that may be deployed to the County EOC to assist with information sharing and resource requests.

Emergency Declaration

The director may declare a local emergency with the consent of the Town Council (council) in accordance with Section 12-3 of the Town Code and § 44-146.21 of the Code of Virginia. In the event the Council cannot convene due to the disaster or other exigent circumstances, the director or successor, may declare the existence of a local emergency, subject to confirmation by the council at its next regularly scheduled meeting or at a special meeting within 45 days of the declaration, whichever occurs first.

A local emergency is defined as the condition declared by the local governing body when in its judgement the threat or actual occurrence of an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby. A declaration of local emergency shall activate this plan and authorize the furnishing of aid and assistance thereunder.

The declaration shall be in writing and shall remain in effect for 45 days, or until confirmed, modified, extended or cancelled by official recorded vote of the council, whichever occurs first. If the council extends the declaration, it shall state the length of the extension and the conditions and procedures under which it shall be ended. When in the judgement of the council, all emergency actions have been taken, the governing body shall take appropriate action to end the declared emergency.

Information Collection, Analysis and Dissemination

The Planning Section in the TEOC will be responsible for collection, analysis, and dissemination of incident-specific information through a variety of mechanisms including situation status reports, briefings, email communication, maps, graphics, and WebEOC. Each ESF will be responsible for establishing the necessary communication and coordination mechanisms with partner organizations for information sharing and situational awareness. To assist ESF's, essential elements of information (EEI's) have been included in each ESF annex as a starting point for information to be gathered and shared.

During an activation of the TEOC, a situation report will be developed and issued at the end of each operational period, or more frequently if necessary. Each activated ESF will gather and provide information to the planning section. The Planning section will be responsible for analysis and development of a draft situation report that will be reviewed and approved by the TEOC manager prior to release.

Communications

Effective communications are critical for staff response, intergovernmental coordination, public awareness and rumor control. The Town has in place robust and redundant systems, both internal and external, to facilitate incident-related communications.

Internal

The Town maintains or has access to multiple communications systems and infrastructure to facilitate critical communications during a significant event including:

- Internal email system
- Internal VOIP phone system
- FirstNet cellular telephone service with uplift capability
- Verizon cellular telephone service (Police Department)
- Intrado e911 Call Handling System
- Town-owned and operated public works radio system (UHF DMR Mototrbo)
- Loudoun County-owned and operated public safety radio system (P25 800 MHz)
- Loudoun County-hosted Everbridge notification system
- Loudoun County-hosted WebEOC incident management software

The Police Department operates an accredited secondary public safety answering point (PSAP) and emergency communications center (ECC) providing direct support for internal public safety communications and monitoring of the Town public works talkgroups.

External

During a significant event, the Town uses a variety of means to communicate with residents, businesses and visitors including:

- Media notification to local print, radio, and television media via GovDelivery
- Updates to the Town's website
- Postings to the Town's social media sites, including Facebook, Twitter, Instagram and Nextdoor
- Information added to the Leesburg Local Government Access cable TV channel
- Electronic alerts through the Alert Loudoun/Leesburg (Everbridge) notification system
- Access to Wireless Emergency Alerts (WEA) or the Emergency Alert System (EAS) coordinated through Loudoun County Emergency Management
- Activation of the Town Information Hotline
- Electronic sign boards, as available
- Public notices posted at Town facilities, time and circumstances permitting
- Announcements via public safety vehicles, time and circumstances permitting
- Door-to-door notification, time and circumstances permitting
- Press conferences and briefings

Throughout the event and during the recovery phase, the Public Information Office (PIO) will ensure that available information is disseminated to the public regarding:

- Town response/recovery activities
- Safety information (boil water notices, etc.)
- Restricted areas
- Movement or travel restrictions
- Shelter location(s)
- Types and locations of emergency assistance available
- Changes to Town services
- Other pertinent information

System Failure

In the event of town-wide communication system failure, the following locations will be used to post public notices and/or station Town representatives to provide emergency information and assistance to residents:

1. Northeast Quadrant

- a. Robinson Park - 345 Plaza Street NE
- b. Balls Bluff Elementary School - 821 Battlefield Parkway NE
- c. John C. Tolbert Elementary School – 691 Potomac Station Drive NE

2. Northwest Quadrant

- a. Ida Lee Park Recreation Center – 60 Ida Lee Drive NW

3. Historic District

- a. Town Hall – 25 W Market Street

4. Southeast Quadrant

- a. Tuscarora Creek Park – 425 Solitude Court SE
- b. TLC Shed at Water Pollution Control Plant – 1391 Russell Branch Parkway SE
- c. Brandon Park – 878 Harrison Street SE
- d. Freedom Park – 101 Colonel Grenata Way SE

5. Southwest Quadrant

- a. Greenway Park – 103 Shadetree Way SW
- b. Foxridge Park – 525 Catocin Circle SW

Resource Management

Before, during and after a significant event, resource management is critical to effect a successful response. The Town adheres to the tenants of the National Incident Management System (NIMS) to conduct comprehensive resource management.

Preparedness

In the preparedness phase, resource management focuses on four key areas: identifying and typing of resources; qualifying, certifying, and credentialing of personnel; planning for resources; and acquiring, storing, and inventorying resources.

Identifying and Typing

Resource typing definitions establish a common language for discussing resources and defining minimum capabilities for personnel, teams, facilities, equipment, and supplies. All Town departments will maintain up-to-date resource inventories and work with the Emergency Management Coordinator annually to type resources using the FEMA Resource Typing Library Tool. This preparation will allow the Town to stand ready to support mutual aid requests, and ensure horizontal and vertical integration with responding local, state and federal response agencies if resources need to be requested to support Town response operations.

Qualifying, Certifying, and Credentialing Personnel

Qualifying, certifying, and credentialing are the essential steps that ensure that personnel deploying through mutual aid agreements have the knowledge, experience, training, and capability to perform the duties of their assigned roles. The Emergency Management Coordinator will establish minimum training requirements for personnel supporting Town response operations and will certify and credential individuals who have demonstrated proficiency.

Planning for Resources

The Town participates in the Loudoun County-led Threat and Hazard Identification and Risk Assessment (THIRA), which is conducted every four years. Through this collaborative process, Town departments identify resources requirements based on the threats to, and vulnerabilities of, the Town. Additionally, pre-event resource planning should consider:

- Storage of critical resources
- Establishing mutual aid agreements to obtain resources from neighboring jurisdictions
- Determining how and where to reassign existing resources from non-essential tasks
- Developing contracts to acquire resources from vendors rapidly when needed

Acquiring, Storing, and Inventorying Resources

The Town maintains many resources to support daily operation, but should also incorporate planning focused on periodic replenishments, preventive maintenance, and capital improvements to support response operations. Planning should also consider the potential for large or complex incidents that may require ancillary support, supplies, or spaces. Effective resource management involves establishing a resource inventory and maintaining the currency and accuracy of the information. Each department should maintain an accurate resource inventory and report needs to the Emergency Management Coordinator promptly.

During an Event

During a significant event, the TEOC facilitates the resource management process through the identification of requirements, ordering and acquiring, mobilizing, tracking and demobilization.

Identifying Requirements

A principal objective of the TEOC is to ensure that field personnel have the resources they need to complete incident objectives. During the course of an activation, TEOC personnel should continually identify, validate, and refine resource needs, which may change frequently during a complex event.

Ordering and Acquiring

Field and TEOC Personnel should work collaboratively to identify:

- Description of required capability or kind and type (if resource typing is known)
- Quantity needed
- Procurement source (if known)
- Required arrival date and time
- Required delivery or reporting location
- Who will receive and use the resource(s)

Once the information is known, TEOC personnel may begin acquiring the resource through the following sequential steps:

- Confirm the Town does not already have the requested resource
- Request the resource through Loudoun County (this will also determine availability in the greater National Capital Region and from statewide mutual aid if necessary)
- Acquisition through existing Town contract
- Acquisition through emergency procurement pursuant to Town Code Section 12-4 and Code of Virginia § 44-146.19

Mobilization

Mobilization involves readying the resource for operations and providing the following critical information to the support department or agency:

- Reporting location (address, on-site point of contact, phone number, radio frequency)
- Anticipated incident assignment
- Anticipated duration of deployment
- Just-in-time training outlining Town geography, operations, and any other pertinent information

Resource Tracking

It is critical that resources requested to support Town response operations are tracked from order until demobilization utilizing WebEOC incident management software. The TEOC Resources Unit will be responsible for the continuous tracking of all resources assigned to the event. All requested resources will be provided a reporting location, where equipment and personnel will be inventoried prior to be committed to response operations. This information gathered during the check-in process will be sent to the TEOC Resources Unit for overall tracking.

Demobilization

Once the resource has completed the assigned task, it may either be reassigned or demobilized. The resource will report to check-out and a number of functions may occur:

- Rehabilitation
- Replenishment
- Disposal
- Returned to operational condition

TEOC personnel will then update the event documentation to match the disposition identified in the check-out process.

Mutual Aid

Mutual Aid Agreements

Mutual aid agreements establish the legal basis for two or more entities to share resources and exist in various forms among and between all levels of government. According to Town Code and the Code of Virginia, Town departments may enter into agreements to bolster response capabilities. The Town maintains active mutual aid agreements listed in the table below.

Name	Participating Department
Virginia Water/Wastewater Agency Response Network (VA WARN)	Utilities
National Capital Region (NCR) Wastewater Agency Response Network (WARN)	Utilities
National Capital Region (NCR) Mutual Aid Operations Plan	Police
Northern Virginia Active Violence Incident Plan	Police
Northern Virginia Mutual Aid Agreement	Police
Northern Virginia Critical Incident Response Team	Police

Table 5: Mutual aid agreements

Contracts

The Town maintains a number of contracts for critical public services. The table below outlines active contracts supporting emergency operations.

Name	Department
General Hauling and Debris Removal Services	Public Works & Capital Projects
Waste Hauling	Public Works & Capital Projects
Snow Removal	Public Works & Capital Projects

Table 6: Contracts supporting emergency operations

Training and Exercise

A comprehensive training and exercise program is essential to support the effective implementation of the EOP. The Emergency Management Coordinator is responsible for the overall execution of training and exercises to support emergency operations utilizing the tenets identified in the Homeland Security Exercise and Evaluation Program (HSEEP). Annually, the Town departments and partner agencies will assist the coordinator with identifying training/exercise priorities and target capabilities to develop a yearly training and exercise plan. This plan will ensure that staff members from all departments with assigned roles and responsibilities are trained and prepared for response and recovery operations.

The Town will also coordinate with Loudoun County to ensure integration with training and exercise efforts at the county level. Additional training and exercise opportunities are available in the greater Northern Virginia and National Capital region as well. Departments are encourage to engage in training and exercises with local and regional partner agencies.

Improvement Planning

To ensure continual learning and capacity building, the Town will conduct improvement planning after exercises and incidents. The goal of the improvement planning process is to identify both strengths and measurable corrective actions to enhance preparedness, response and recovery activities. Actions identified during the improvement planning process will help strengthen elements of the organization's capability to plan, organize/equip, train and exercise consistent with Homeland Security Exercise and Evaluation Program process.

The Emergency Management Coordinator will facilitate the review process post exercise or incident with affected departments focusing on:

- Discussion of strengths and areas of improvement by each department
- Prioritization of correction actions identified by participants
- Initiation of plan, policy or procedure review or development
- Identification of needed training, equipment or other resources
- Corrective action tracking and implementation

Section 2. Emergency Support Functions

Introduction

The Town of Leesburg structures incident response using the Emergency Support Function (ESF) model. This approach aligns the Town with other local, state and federal response agencies and allows any incoming response entities to quickly integrate into Town incident response operations based on commonly adopted tenets of the National Incident Management System and National Response Framework. ESFs provide the structure for coordinating Town response to a significant event by forming collaborative teams that have specific, yet complimentary duties. The table below displays Town-staffed ESF's, the ESF coordinator and support departments. It should be noted that ESF #4 – Firefighting, #6 – Mass Care, #8 – Health, #9 – Search and Rescue, and #10 – Hazardous Materials are the coordinated through Loudoun County. The Town Emergency Management Coordinator serves as the liaison to these County-led ESFs.

ESF	Coordinator	Support Departments/Agencies/ESFs
ESF #1 – Transportation	Public Works & Capital Projects	Airport IT – GIS Police Public Information VA Dept. of Transportation
ESF #2 – Communications	Information Technology	Emergency Management Loudoun County ESF #2 Police
ESF #3 – Damage & Debris	Public Works & Capital Projects	Parks and Recreation Plan Review Planning & Zoning
ESF #5 – Information and Planning	Emergency Management	IT – GIS Parks & Recreation Plan Review Planning & Zoning Town Attorney
ESF #7 – Logistics	Emergency Management	Finance Human Resources Parks & Recreation Public Works & Capital Projects Utilities

ESF	Coordinator	Support Departments/Agencies/ESFs
ES #11 – Agriculture and Natural Resources	Public Works & Capital Projects	Loudoun County Extension Office Parks and Recreation Plan Review Planning and Zoning
ESF #12 – Utilities	Utilities	Emergency Management Public Works & Capital Projects Private Utility providers
ESF #13 – Law Enforcement	Police	Emergency Management Local & State Law Enforcement agencies
ESF #14 – Business Sector Support	Economic Development	Emergency Management Public Information Town Manager
ESF #15 – Public Information	Public Information	Emergency Management Police Thomas Balch Library

Table 7: Town emergency support functions



ESF 1 – Transportation

ESF Coordinator:

Public Works & Capital Projects

Core Capabilities:

Critical Transportation

Support Departments/Agencies/ESFs

Airport
IT – GIS
Police
Public Information
Virginia Department of Transportation

Community Lifelines:

Transportation

Purpose:

Coordinate all preparedness, response and recovery efforts involving transportation systems and infrastructure to include Town owned roadways, traffic signals and signage.

Scope:

- Evacuation planning
- Traffic control and management
- Re-entry planning
- Transportation of critical supplies, equipment, and other resources
- Repair/restoration of system and infrastructure

Preparedness Activities:

- Conduct pre-incident planning to include development of operational response plans and stabilization targets
- Estimate capability requirements
- Identify and close capability gaps
- Maintain list of construction contractors and engineering firms with active contracts who would be available to assist with transportation infrastructure repairs
- Participate in training and exercises to evaluate and refine operational plans
- Maintain roster of qualified personnel
- Ensure coordination with county, state and federal transportation agencies

Response Actions:

- Monitor, assess and report status of Town-owned transportation systems and infrastructure
- Evaluate and respond to transportation specific missions/tasks including but not limited to:

- Evacuation routes
- Routes to and from incident locations or facilities
- Routing for equipment supporting incident response or recovery
- Implement response activities to stabilize situation
- Establish resource and logistics requirements
- Reassess conditions and report status

Recovery Activities:

- Assist with coordinating the repair and restoration of transportation systems and infrastructure
- Implement mitigation measures to reduce future impacts

Essential Elements of Information

- Status of Town-owned road network
 - Physical condition
 - Traffic condition
- Status of privately-owned road network
- Status of traffic infrastructure
 - Traffic signals
 - Traffic cameras
 - Signage
 - Street lights
- Status of airport flight operations

NQS Positions

- [Evacuation coordination team](#)
- [Evacuation coordination team leader](#)
- [Traffic control specialist](#)
- [Transportation specialist](#)

Resources

- Snow maps
- Town-owned traffic camera system
- VDOT camera access



ESF 2 – Communications

ESF Coordinator:

Information Technology

Core Capabilities:

Operational Communications

Support Departments:

Emergency Management
Loudoun County ESF #2
Police – Communications / IT

Community Lifelines:

Communications

Purpose:

Coordinate all preparedness, response, and recovery activities involving communications systems and infrastructure to include land mobile radios, internet, cellular telephones, and cable providers.

Scope

- Optimization of system and infrastructure
- Planning for significant events
- Restoration of systems post incident

Preparedness Activities

- Conduct pre-incident planning to include development of operational response plans and stabilization targets
- Estimate capability requirements
- Identify and close capability gaps
- Maintain list of contractors and firms with active contracts who would be available to assist with restoration of communications infrastructure
- Conduct periodic testing and exercising of emergency communications and notification systems
- Conduct training and exercises to evaluate and refine operational plans
- Maintain roster of qualified personnel
- Ensure coordination with county, state and federal telecommunication and information technology agencies

Response Actions

- Monitor, assess, and report status of communications systems and infrastructure
- Evaluate and respond to communications-specific missions/tasks including (but not limited to):

- Assess need for auxiliary communications systems/personnel/equipment
- Coordinate prioritization and restoration of communications systems
- Coordinate incident-specific communication requirements
- Implement response activities to stabilize situation
- Establish resource and logistics requirements
- Reassess conditions and report status

Recovery Activities

- Coordinate replacement and restoration of damaged or destroyed equipment
- Implement mitigation strategies to lessen the impact of future events

Essential Elements of Information

- Status of communications infrastructure
 - Internet connection
 - E911 call handling system
 - Public safety radio system
 - Telephone system (VOIP & Cellular)
 - Utilities telecommunications equipment (pump stations, etc.)
 - Hardware and software
 - Public works radio system

NQS Positions

- [Communications Technician](#)
- [Communications Unit Leader](#)
- [Public Safety Telecommunicator I/II](#)

Resources

- PD Mobile Command and Communications Center (MC3)
- Town-owned MOTOTRBO radio system



ESF 3 – Damage & Debris

ESF Coordinator:

Public Works & Capital Projects

Core Capabilities:

Infrastructure Systems

Support Departments:

Parks and Recreation
Plan Review
Planning & Zoning

Community Lifelines:

Safety and security

Purpose:

Coordinate all preparedness, response and recovery efforts involving damage, debris, and emergency repairs. ESF 3 will also support Loudoun County damage assessment operations as requested.

Scope

- Damage assessment planning
- Debris management planning
- Emergency temporary repairs

Preparedness Activities:

- Conduct pre-incident planning and develop operational plans
- Estimate capability requirements
- Identify and close capability gaps
- Maintain list of construction contractors with active contracts who would be available to assist with debris management operations
- Participate in training and exercises to evaluate and refine operational plans
- Maintain roster of qualified personnel
- Ensure coordination with county, state and federal agencies

Response Actions:

- Implement emergency repairs to maintain operational status of facilities
- Identify temporary solutions if critical facilities are damaged and emergency repairs cannot restore service in a timely manner
- Establish and communicate resource/logistics requirements

Recovery Activities:

- Conduct debris removal on Town property and in Town right-of-ways

- Coordinate debris removal from private property
- Conduct and report damage assessment of Town facilities and properties
- Implement mitigation measures to reduce future impacts

Essential Elements of Information:

- Status of public facilities and property
 - Buildings
 - Parks
- Status of private property
 - Residential
 - Business
- Damage assessment data utilizing CrisisTrack

NQS Positions:

- [Damage Assessment Coordinator](#)
- [Debris Supervisor](#)
- [Debris Operations Officer](#)
- [Equipment Operator](#)

Resources:

- Central Square EAM (Lucity)
- CrisisTrack



ESF 5 – Information & Planning

ESF Coordinator:

Emergency Management

Core Capabilities:

Planning
Situational Assessment
Public Information and Warning

Support Departments:

Information Technology – GIS
Parks & Recreation
Plan Review
Planning & Zoning
Town Attorney

Community Lifelines:

All

Purpose:

ESF 5 collects, analyzes, processes and disseminates information about potential or actual incidents, and conducts incident action planning activities.

Preparedness Activities:

- Develop and maintain plans to support incident operations
- Maintain GIS capabilities to support incident response
- Maintain roster of qualified personnel
- Participate in training and exercises to evaluate and refine plans

Response Actions:

- Serve as a hub for the receipt and dissemination of incident information
- Coordinate with department operations centers and other local, state and private emergency management agencies
- Coordinates the overall response to ensure unity of effort
- Develop incident action plan
- Maintain and share situational awareness

Recovery Activities:

- Support the transition from response to recovery
- Maintain awareness of state and federal assistance programs
- Provide adequate personnel to effectively support recovery operations

Essential Elements of Information:

- Situation Reports
- Informational bulletins
- Damage assessment validation and reporting

NQS Positions:

- [Documentation Unit Leader](#)
- [Planning Section Chief](#)
- [Resource Unit Leader](#)
- [Situation Unit Leader](#)



ESF 7 – Logistics

ESF Coordinator:

Emergency Management

Core Capabilities:

Logistics and Supply Chain Management

Support Departments:

Finance – Procurement Division
Finance – Controller
Human Resources
Parks and Recreation
Public Works
Utilities

Community Lifelines:

Safety and Security

Purpose:

ESF 7 centralizes management of supply chain functions during an incident to ensure timely and efficient order, receipt, delivery and final disposition of incident-related resources

Scope:

- Equipment
- Facilities
- Personnel
- Services
- Supplies

Preparedness Activities:

- Maintain list of active emergency vendors
- Conduct resource typing of Town-owned equipment and personnel
- Develop and implement policies and procedures for centralized sourcing, acquisition, storage, and disposition of incident resources
- Maintain roster of qualified personnel
- Participate in training and exercises to evaluate and refine operational plans, roles, and responsibilities
- Ensure project codes, forms and tracking procedures are in place

Response Actions:

- Acquire, store, and distribute incident resources
- Maintain accurate inventory of incident resources and mitigate any risk of loss

- Ensure fiscal control procedures are communicated and followed
- Coordinate with Loudoun County Emergency Operations Center for unobtainable resources
- Monitor all incident-related purchases to ensure processes and procedures are followed
- Maintain documentation of all purchases for potential post-incident reimbursement

Recovery Activities:

- Engage in post-incident reimbursement process to include FEMA reporting, grants and/or insurance recoveries
- Ensure recordkeeping and purging processes are created and observed
- Conduct after-action review to identify strengths and areas for improvement

Essential elements of information:

- Resource shortfalls
- Resource inventory
- Resource burn rates

NQS Positions:

- [Logistics Section Chief](#)
- [Supply Unit Leader](#)

Resources:

- Central Square EAM (Lucity)
- WebEOC
- Emergency Vendors List
- Munis emergency project number tracking and reporting



ESF 11 - Agriculture, Natural & Cultural Resources

ESF Coordinator:

Planning and Zoning

Core Capabilities:

Natural and Cultural Resources

Support Departments:

Loudoun County Extension Office
Parks and Recreation
Plan Review
Public Works

Community Lifelines:

Food, water, shelter
Safety and security

Purpose:

ESF 11 protects the Town's agricultural, natural, and cultural resources.

Scope:

- Floodplain resiliency
- Agricultural sustainability
- Historic property preservation

Preparedness Activities:

- Administration of applicable ordinances
- Conduct training and exercises to evaluate and ensure readiness
- Maintain roster of qualified personnel
- Ensure coordination with county, state and federal agriculture, floodplain and preservation agencies

Response Actions:

- Provide technical expertise regarding agricultural impacts
- Provide technical expertise regarding flooding and floodplain management
- Report and document flooding issues
- Ensure the protection of natural and cultural resources and historic properties

Recovery Activities:

- Assist with post-disaster damage assessment focusing on CAN resources
- Ensure recovery activities comply with ordinances and regulations
- Conduct after-action review to identify strengths and areas for improvement

Essential Elements of Information:

- Register of historic structures

NQS Positions:

- [Environmental and Historic Preservation Historic Preservation Specialist](#)

Resources

- ArcGIS
- DSIS
- WebEOC



ESF 12 – Utilities

ESF Coordinator:
Utilities

Core Capabilities:
Infrastructure Systems

Support Departments:
Emergency Management
Private utility providers
Miss Utility

Community Lifelines:
Food, water, shelter
Energy

Purpose:

ESF 12 sustains water and waste water systems and infrastructure before, during, and after an incident leveraging skills in design, maintenance and operation.

Preparedness Activities:

- Continual operation and maintenance of water and waste water infrastructure
- Conduct pre-incident planning and develop operational plans
- Estimate capability requirements
- Identify and close capability gaps
- Maintain list of on-call contractors to assist with emergency repairs to water and waste water infrastructure
- Maintain list of critical facilities and customers
- Maintain list of resources
- Conduct training and exercises to evaluate and ensure readiness
- Maintain roster of qualified personnel
- Ensure coordination with county, state and federal water and waste water partners
- Ensure equipment and systems connected to the internet are properly secured

Response Actions:

- Conduct assessment and provide status of utility infrastructure
- Coordinate with ESF 15 for issuance of public messaging
- Implement emergency repairs to maintain operational status of facilities
- Identify temporary solutions if critical facilities are damaged and emergency repairs cannot restore service in a timely manner
- Establish and communicate resource/logistics requirements and activate mutual aid agreements as necessary

Recovery Activities:

- Conduct inspections and assess damage for water and waste water infrastructure
- Maintain documentation of all incident related activities to support potential reimbursement
- Conduct after action review to identify strengths and areas for improvement

Essential elements of information:

- Status of water production facilities
- Status of waste water facilities
- Status of critical technology systems supporting infrastructure

NQS Positions:

- [Operations Team – Water Treatment Facility](#)
- [Operations Team – Wastewater Treatment Facility](#)
- [Repair Team – Water Distribution System](#)
- [Repair Team Sewer Mains – Wastewater](#)
- [System Flushing and Flow Testing Team – Water Distribution](#)
- [Utility Worker Specialist – Water Sector Infrastructure](#)
- [Water Operations Team Leader](#)
- [Wastewater Operations Team Leader](#)

Resources:

- ArcGIS
- Central Square EAM (Lucity)
- Emergency management plans (water and wastewater)
- SCADA
- VA & NCR WARN



ESF 13 - Law Enforcement

ESF Coordinator:

Police

Core Capabilities:

On-Scene Security, Protection, and Law Enforcement

Support Department:

Emergency Management

Community Lifelines:

Safety and Security

Purpose:

ESF 13 coordinates law enforcement capabilities and resources supporting incident activities.

Preparedness Activities:

- Develop operational and tactical public safety and security plans for planned events
- Conduct technical security and/or vulnerability assessments
- Estimate capability requirements
- Identify and close capability gaps
- Conduct training and exercises to evaluate and ensure readiness
- Maintain roster of qualified personnel
- Ensure coordination with county, state and federal law enforcement agencies

Response Actions:

- Provide law enforcement capabilities
- Assist in the establishment of consistent processes for issuing identification badges to emergency responders and other personnel needing access to controlled areas, and verifying emergency responder credentials
- Provide personnel to control access to the incident site and critical facilities
- Provide personnel to control crowd and traffic in and around the incident site, critical infrastructure, and/or critical facilities
- Provide for the protection and operational security of emergency responders and other workers operating at an incident site

Recovery Activities:

- Maintain documentation of all incident-related activities to support potential reimbursement
- Conduct after-action review to identify strengths and areas for improvement

Essential elements of information:

- Security status of incident area
- DHS Threat information (publicly available)
- Badging & credentialing template

NQS Positions:

- [Crisis Negotiation Team](#)
 - [Crisis Negotiation Team Leader](#)
 - [Crisis Negotiation Team Negotiator](#)
- [Mobile Field Force](#)
 - [Mobile Field Force Supervisor](#)
 - [Mobile Field Force Team Leader](#)
 - [Mobile Field Force Officer](#)
- [Patrol Team](#)
 - [Patrol Team Officer](#)
 - [Patrol Team Supervisor](#)
- [Special Weapons and Tactics Team](#)
 - [Special Weapons and Tactics Team Commander](#)
 - [Special Weapons and Tactics Team Officer](#)

Resources:

- Loudoun County Public Safety radios
- Individually-issued equipment (PPE, civil disturbance equipment, etc.)
- Department equipment (MC3, signboards, cones and barricades, camera trailer, etc.)
- Central Square EAM (Lucity)
- WebEOC



ESF 14 - Business Sector Support

ESF Coordinator:

Economic Development

Core Capabilities:

Economic Recovery

Support Departments:

Emergency Management
Public Information Office
Town Manager

Community Lifelines:

Food, Water, Shelter

Purpose:

ESF 14 supports the coordination of cross-sector operations, including stabilization of key supply chains and community lifelines, among infrastructure owners and operators, businesses, and their government partners.

Preparedness Activities:

- Maintain relationships with business owners and operators
- Provide guidance on mitigation and preparedness activities in an effort to minimize disruptions
- Conduct training and exercises to evaluate and ensure readiness
- Maintain roster of qualified personnel

Response Actions:

- Coordinate the delivery of event-specific information to impacted sectors
- Assessment, analysis, and situational awareness of disruptions or challenges
- Serve as point of contact for resource requests from the business community

Recovery Activities:

- Provide information regarding available recovery programs
- Provide guidance regarding Town-managed processes or requirements

Essential elements of information:

- Maintain accurate business contact information

Resources

- Business license data
- GovDelivery contact list



ESF 15 – Public Information

ESF Coordinator:

Public Information Office

Core Capabilities:

Public Information and Warning

Support Departments:

Emergency Management
Police
Thomas Balch Library

Community Lifelines:

Communications
Safety and Security

Purpose:

ESF 15 coordinates the release of accurate, timely, and accessible public information to affected audiences.

Preparedness activities:

- Maintain relationships with public affairs agencies and media outlets
- Conduct pre-incident awareness campaigns
- Conduct training and exercises to evaluate and ensure readiness
- Maintain roster of qualified personnel
- Maintain social media accounts and other outreach channels
- Identify alternate means of communication

Response activities:

- Monitor and analyze all sources of public incident information (traditional media, social media, etc.)
- Identify and correct erroneous information
- Release authorized public information to support incident operations
- Manage Town Hotline if activated
- Monitor and request resources to support delivery of public information

Recovery activities:

- Promote available recovery programs to impacted individuals and businesses
- Assist with public engagement supporting recovery activities

Essential elements of information:

- Knowledge of recovery activities and assistance programs
- Crisis communications best practices

NQS Positions:

- [Public Information Officer](#)

Resources:

- Everbridge
- GovDelivery
- Social Media Accounts
- PIO SOPs

Section 3. Support Annexes

The purpose of a support annex is to provide a framework for conducting operations within a specific emergency function. This section assigns responsibility for the development and maintenance of support annexes identified as critical to Town emergency operations.

Support Annex	Responsible Department	Support Department	Endorsement
Damage Assessment	Emergency Management	Public Works Plan Review Planning and Zoning	September 2021
Debris Management	Public Works	Emergency Management	TBD
Financial Management	Finance	Emergency Management	September 2021
Logistics Management	Emergency Management	Finance Public Works	TBD

Table 8: Support annexes

Damage Assessment

Scope

This annex serves as a supplement to the Loudoun County Damage Assessment Plan. Loudoun County Office of Emergency Management is the agency with primary responsibility for reporting damage to the Virginia Department of Emergency Management. According to the County Damage Assessment Plan, the Town of Leesburg has the responsibility for conducting damage assessments of Town-owned properties according to the County plan. Inspection of private residential and commercial structures will be the responsibility of the County; however the Town will support these operations to the extent possible.

Damage Assessment Team

The Town will maintain a damage assessment team comprised of personnel from across the organization. Emergency Support Function 3 is the primary ESF responsible for conducting damage assessment, however ESFs 1, 2, 11, and 12 have specific tasks to assess damage within their areas of responsibility and should report findings to the TEOC. This team will train and exercise regularly to maintain proficiency with damage assessment reporting software and relevant procedures.

Equipment

The following equipment is needed to conduct damage assessment:

- PPE
 - Hard hat
 - Reflective vest
 - Gloves
 - Protective footwear
 - Protective shield
 - Flashlight (explosion-proof)
 - Basic first aid kit
- General Equipment
 - Laptop computer or device with CrisisTrack software or application
 - Cell Phone
 - Digital camera with GPS capability
 - Measuring devices
 - FEMA damage assessment reference materials
 - Marking paint or other marking material
 - Town-issued two-way radio

Damage Assessment Phases

There are three phases of damage assessment operations that will take place after a significant

event: rapid assessment, initial damage assessment, and preliminary damage assessment. Each of these operations will be discussed in greater detail in the following section.

Rapid Assessment

The first phase of damage assessment takes place immediately following a damaging incident. First responders from Leesburg Police and Loudoun County Fire Rescue will respond to the impacted area(s) and begin to assess the scope of the impact. Specifically, these agencies will gather and report the following information to the Emergency Management Coordinator:

- General geographical area of damage
- Number of injuries or fatalities
- Immediate hazards to be mitigated
- Extent of damage to public and private property

After receiving information from the rapid assessment the Emergency Management Coordinator will brief the Director of Emergency Management regarding the extent and severity of the damage. Following this briefing, the coordinator will make contact with the Loudoun County EOC to report findings and request assistance for residential and commercial damage assessment, as necessary.

Initial Damage Assessment

The second phase of damage assessment takes place when conditions have stabilized to allow for personnel to safely conduct visual damage assessments of impacted buildings and properties, typically 12 to 24 hours post incident. The goal of this phase is to estimate the extent of damage incurred and report this information to the Virginia Department of Emergency Management through the Loudoun County EOC. The Emergency Management Coordinator will notify all damage assessment personnel of the team activation and will provide a reporting date, time, and location for initial briefing and field deployment.

Damage assessment teams will be deployed first to Town-owned infrastructure in the following priority order:

- Level 1 – Facilities critical to response and recovery operations (Police, Public Works, Utilities)
- Level 2 – Related to life-safety and lifeline services (transportation network, airport, Parks and Recreation facilities, Thomas Balch Library)

After assessment of Town-owned facilities is complete, damage assessment teams may be directed to assist Loudoun County with residential and commercial assessments if requested:

- Level 3 – Includes all areas not previously assessed within the damaged area, including residential and commercial structures, and any agricultural or private non-profit facilities requesting assistance

Damage assessment teams will rate damage at buildings and properties according to FEMA guidelines:

- Affected: damage is mostly cosmetic.
- Minor: repairable non-structural damage.
- Major: structural damage or other significant damage that requires extensive repairs.
- Destroyed: total loss.

Preliminary Damage Assessment

The third phase of damage assessment is the Preliminary Damage Assessment (PDA). During this phase local, state and federal officials work together to assess the scope and magnitude of the damage to determine if federal assistance is required. During the PDA processes, assessment teams will review damage to private property (Individual Assistance) and public infrastructure (Public Assistance). The Town will provide administrative and logistical support to the PDA process.

Financial Management

Disaster financial management is critical for successful response and recovery. As incident size and complexity increase, so do the financial requirements to manage impacts and implement a successful recovery. Additionally, preplanned disaster financial management will bring clarity to complex fiscal and grant requirements. This annex is the framework for robust scalable, flexible, and adaptable disaster financial management plans and processes.

Team Composition / Skill Sets

The disaster financial management team is a multi-disciplinary team comprised of members with skill sets in the following areas:

- Budget forecasting
- Cash flow management
- Debt monitoring
- Payroll
- Risk avoidance
- Disaster assessment
- Expense reimbursement pertaining to:
 - Emergency protective measures
 - Debris management
 - Timely tracking and reporting of costs
 - Long-term disaster recovery funding streams

The team will be structured utilizing the FEMA typed [Disaster Cost Recovery Management Team](#) and associated typed positions supporting team operations. The Leesburg Town Council plays a key role in supporting disaster financial management by ensuring the Town remains operationally and fiscally prepared to respond to any type of significant event.

Pre-Disaster Activities

It is critical for the Town to conduct planning and training prior to a significant event. Pre-disaster activities include two broad areas of focus: research and collaboration activities and accounting systems and management processes. There are multiple tasks to undertake within area of focus that are discussed below.

Research and Collaboration Activities

- Codify emergency fiscal policies in ordinances, where appropriate, and in formal written procedures
- Identify and assign personnel to Disaster Financial Management Team
- Understand environmental and historic preservation requirements and develop mutual aid agreements as necessary
- Maintain participation in the Northern Virginia Regional Hazard Mitigation Plan

Accounting Systems and Management Processes

- Use grant management practices in compliance with 2 CFR Part 200
- Establish appropriate accounting principles as prescribed by the Governmental Accounting Standards Board and the Generally Acceptable Accounting Principles.
- Establish and document financial management policies and procedures
- Implement emergency contracting mechanisms and contracts
- Implement emergency Purchasing Card limits and authorities sufficient to manage an emergency without advance warning of the emergency
- Research best schedule purchasing source and publish to affected users
- Maintain ability to create emergency project codes, as necessary
- Create flexible financing programs capable of responding to unplanned demands
- Identify potential disaster assistance programs

Initial Disaster Response and Recovery Activities

When the Town is impacted by an event, disaster financial management policies and procedures will be implemented immediately to ensure proper documentation and continue until the emergency is declared to be resolved by the Director of Emergency Management. The following actions are necessary during the initial response and recovery phases:

- Activate and use emergency project code(s)
- Activate emergency procurements and contracts as needed
- Document all expenditures related to response and disaster impacts
- Document all equipment and materials used during response activities
- Document all damages and costs impacts
- Compile cost and expense data
- Adjust contracting and procurement thresholds to account for increased emergency expenditures
- Conduct preliminary damage assessment (PDA)

Longer-Term Post-Disaster Activities

After the initial disaster response and recovery activities have concluded, the role of the Disaster Financial Management Team becomes more apparent and important. After the event, more is known about the type of recovery funding available and information that was collected during the response phase is combined with continued recovery efforts to support rebuilding. The following activities should be undertaken during this phase:

- Document use of mutual aid and volunteer recovery programs
- Engage Voluntary Organizations Active in Disaster (VOAD's)
- Coordinate with Loudoun County Emergency Management and the Virginia Department of Emergency Management regarding major disaster declaration from the President
- Continue documentation processes

- Determine fiscal program eligibility and applications processes
- Identify leads for each project for reimbursement
- Engage Town Attorney for legal counsel for contracts and procurement compliance
- Obtain governing body resolution or approval for increase emergency spending authority, contracting, or access to disaster reserve funds
- Integrate emergency procurement and expense authorization limits
- File all state and federal disaster relief reports with the appropriate agencies, e.g. FEMA on a timely and accurate basis
- Manage cash flow to meet organizational needs

Section 4. Incident Specific Annex

An incident annex describes the policies, situation, concept of operation, and responsibilities for a particular hazard, threat, or incident. Each annex provides detailed actions, policies, and procedures necessary to successfully respond to the listed incident. Each annex is designed to be a stand-alone plan and resides within the responsible department for the purposes of enhancement, maintenance, and review.

Incident Specific Annex	Responsible Department	Support Department	Endorsement Date
Communications System Failure	Public Information	Emergency Management	TBD
Evacuation	Emergency Management	Public Works Police	TBD
Cyber-Attack	Information Technology	Emergency Management	TBD

Table 9: Incident specific annexes