

Basic Plan

1.0 Purpose – The purpose of the Emergency Operations Plan is to establish the legal and organizational basis for operations in Madison County in response to any type of disaster or large-scale emergency situation. It assigns broad responsibilities to local government agencies and support organizations for disaster mitigation, preparedness, response, and recovery. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources. Supporting plans for all hazards and disasters set forth the concepts and procedures whereby the County can effectively apply available resources to ensure casualties and property damage will be minimized and essential services will be restored as soon as possible following such an emergency or disaster situation.

2.0 Situation

2.1 Madison County is located in Central Virginia, approximately 94 miles northwest of Richmond, VA and 87 miles southwest of Washington D.C. at latitude 38° and longitude 78°. It covers approximately 327 square miles and had a population of approximately 13,837 in 2022. Terrain ranges from 800 feet in elevation at Madison Mills, to 4000 feet in elevation in Hawksbill Skyland Drive. The Robinson and Rapidan Rivers are the major waterways in the County.

2.2 The major transportation routes in Madison County are Route 29 (The 29th Division Memorial Highway), a North-South 4-lane highway through the central portion of the County, Route 15 (James Madison Highway) a North-South 2-lane highway on the eastern edge of the County, Route 230, an East-West 2-lane highway on the east side of the County, Route 231, a North-South 2-lane highway through the center of the County. A gas pipeline, operated by Columbia Gas Company, is centrally located in the County west of Route 29.

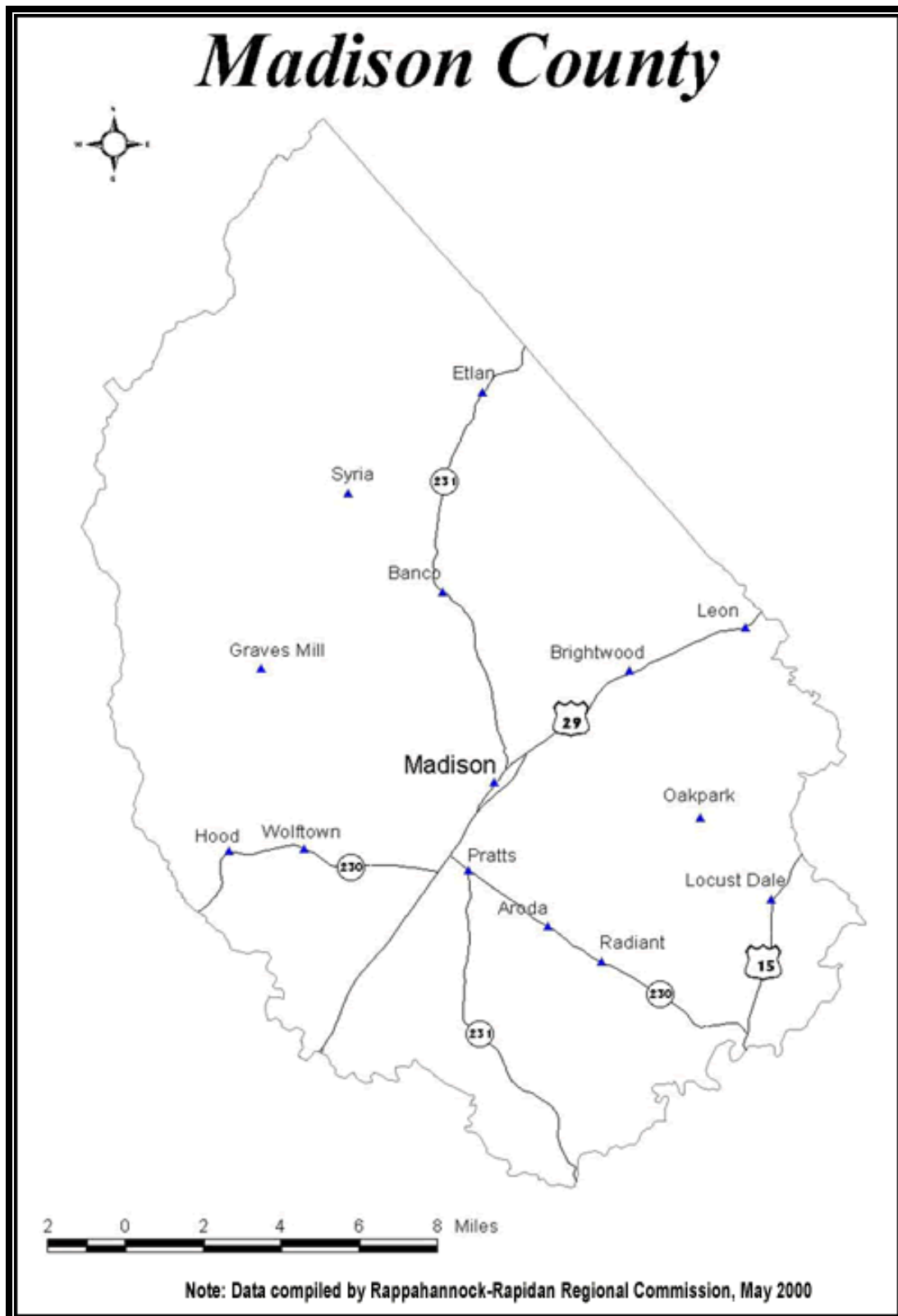
2.3 Based on a hazard analysis of the area, the primary hazards (in priority) in Madison County are floods, hazardous material incidents, severe storms, transportation accidents, fires, dam failures, nuclear power plant accidents, and gas pipeline accidents. For a detailed Hazard Analysis see Tab 2 Support Annex 3: Hazard Mitigation.

2.4 The government of Madison County is responsible for maintaining an emergency plan and response capability to protect the lives and property of its citizens from the effects of both man-made and natural disasters. Additionally, this plan addresses County Government continuity of operations as the Government must continue to function throughout a disaster or emergency situation.

2.5 In accordance with the Virginia Emergency Services and Disaster Law of 2000, as amended, the Madison County Emergency Operations Plan has been developed. This plan will be staffed, revised, exercised, readopted, and reissued once every four years.

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Madison County



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3.0 Assumptions

- 3.1 This plan is based on current County response capabilities and assumes they will not change substantially in the next four years.
- 3.2 County responders are familiar with the plan and have accomplished the training to execute their required tasks.
- 3.3 Emergencies of various types, size, intensity, and duration will occur within or near the jurisdictional boundaries of the County with or without warning and develop into disasters which affect the safety, health, and welfare of the population and cause damage or destruction to private and public property.
- 3.4 Notification of an emergency will be accomplished by telephonic or radio communications to the Madison County Emergency Communications Center (911).
- 3.5 An emergency situation may occur which exceeds local emergency response capabilities. External assistance is available, either through mutual support agreements with nearby jurisdictions and volunteer emergency organizations, or through the Virginia EOC (VEOC). A local emergency must be declared, and local resources must be fully committed before state and federal assistance is requested.

4.0 Organization and Assignment of Responsibilities

- 4.1 **Emergency Management Organizations** – The Emergency Management organization is a flexible organization and is based on that specified in ESF 5: Emergency Management. It is built on a nucleus composed of the Madison County Sheriff's Office, Madison County Volunteer Fire Company, Madison County EMS, Madison County E-911 and Madison County Emergency Management staff. This basic response organization is augmented, as necessary, by other County agencies and volunteer organizations which are assigned specific tasks in Section VIII. This organization may be expanded further by implementing the Statewide Mutual Aid (SMA) by sending a Request for Assistance to the potential assisting locality and the VEOC (804-674-2400) or by requesting assistance from State and Federal sources. The Chairman of the County Board of Supervisors serves as Director of Emergency Management and is in overall command of any emergency response operation, to include an oil or hazardous material release.
- 4.2 **Support Agencies** – In the event of an actual or threatened large-scale emergency situation, the above organizations will be augmented by the following departments or agencies which have been assigned emergency duties in addition to their primary day-to-day functions.

4.2.1 Madison County

- a. Board of Supervisors
- b. Madison County Administrator
- c. Madison County School Board
- d. Madison County Social Services Department
- e. Madison County Health Department
- f. Madison County EMS
- g. Public Works/Parks and Recreation
- h. Building Inspections
- i. Department of Planning
- j. County Attorney
- k. Treasurer/Finance Department
- l. County Clerk
- m. Commonwealth's Attorney
- n. Commissioner of Revenue
- o. Madison County Cooperative Extension Office
- p. Other County Departments
- q. Madison County Free Clinic
- r. American Red Cross
- s. UVA Culpeper Medical Center
- t. Radio Amateur Civil Emergency Services (RACES)/Amateur Radio
Emergency Services (ARES)
- u. Civil Air Patrol

4.2.2 State Agencies*

- a. Virginia Department of Emergency Management (VDEM) VEOC:
 - (800) 468-8892
 - (804) 674-2400 (24 hour)

Region II Chief Regional Coordinator

Name: Alexa Hussar Boggs

Mobile: (804) 624-1100

Email: alexa.hussar@vdem.virginia.gov

Region II Disaster Response and Recovery Officer (DRRO)

Name: Jacob Hughes

Mobile: (804) 929-4969

Email: jacob.hughes@vdem.virginia.gov

Region II All Hazards Planner

Name: Sean Peavey

Mobile (804) 762-1299

Email: sean.peavey@vdem.virginia.gov

Region II HazMat Officer (HMO)

Name: Craig Strawderman

Mobile: (804) 317-7163

Email: craig.strawderman@vdem.virginia.gov

- b. Virginia Department of Environmental Quality:
 - Northern Regional Office: (703) 583-3800
 - PREP Coordinator: (703) 583-3864
- c. Virginia Department of Health: Emergency (after hours): (866) 531-3068
 - Madison: (540) 948-5481
 - Culpeper: (540) 829-7350
 - Fauquier: (540) 347-6400
 - Fauquier Environmental Health: 540-347-6363
 - Greene: (434) 985-2262
 - Rappahannock: (540) 675-3516
- d. Virginia Division of Consolidated Laboratory Services:
 - Main DCLS Switchboard: (804) 648-4480
 - Emergency After Hours: (804) 335-4617
- e. Virginia State Police:
 - (800) 572-4510
 - Emergencies Only: (800) 552-0962
- f. Virginia Department of Transportation
 - TOC (540) 332-9500
 - Culpeper District: (540) 829-7500
 - Engineer/Administrator: (434) 293-0011
- g. Virginia Department of Game & Inland Fisheries
 - Region 4 Office (Fredericksburg)
 - Main Office: (540) 899-4169
 - Region 4 Office (Verona)
 - Main Office: (540) 248-9360

*NOTE: For weekends/holidays/nights (non-business hours) contact VEOC.

- 4.3 **Emergency Operations Responsibilities** – The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency services organizations and operations be structured around existing constitutional government. Following is a list of duties and assigned responsibilities for emergency operations in Madison County.

4.3.1 Director of Emergency Management

- a. Provide leadership of public organizations for the development and maintenance of this plan, including mutual support agreements with adjacent jurisdictions.
- b. Provide overall policy, direction, and control of emergency operations.
- c. Represent County in external relationships.
- d. Initiate actions to declare a local emergency, when necessary.
- e. Continuity of government.

4.3.2 County Administrator

- a. Provide advice and assistance to Director of Emergency Management concerning policy, direction, and control of emergency operations.
- b. Act as the County Public Information Officer (PIO) and coordinate the release of public information and implementation of rumor control procedures.
- c. Provide advice and assistance to the Emergency Management Coordinator concerning direction and control of emergency operations.
- d. Recommend declaration of a local emergency when necessary.
- e. Assist in identifying essential facilities for continuity of government operations.
- f. Assist in disaster assistance and recovery.

4.3.3 Emergency Management Coordinator (EMC)

- a. Supervise and coordinate public and private organizations for the development and maintenance of this plan, including mutual support agreements with adjacent jurisdictions.
- b. Organize Local Emergency Planning Committee (LEPC).
- c. Provide advice and assistance to the incident commander concerning the direction and control of incident site emergency operations.
- d. Recommend declaration of a local emergency when necessary.
- e. Serve as the Local On-Scene Coordinator (LOSC), when appropriate.
- f. Provide direction and coordination for the emergency staff in the EOC when activated.
- g. Identify essential facilities for continuity of government operations.
- h. Ensure required reports are submitted to the VEOC and other state agencies. Direct notification of Virginia Department of Health if radioactive materials or infectious (etiological) agents are involved and notification of Joint Nuclear Accident Coordinating Center (JNACC) if nuclear weapons are involved.
- i. Ensure an accurate record of incident-related expenses is maintained.
- j. During Hazardous Materials incidents maintain records of County expenditures and coordinate billing of responsible party.
- k. Employ clean-up contractors when necessary.

- l. Coordinate with State or Federal authorities in supervision of clean-up activities to ensure proper disposal of contaminated materials.
- m. Damage assessment.
- n. Coordinate disaster assistance and recovery.
- o. Coordinate planning, training, and conducting exercises of this plan.
- p. Activate EOC, assign message clerk duties, manage logistics

4.3.4 Deputy Emergency Management Coordinator (DEMC)

- a. Will act as EMC in his/her absence
- b. Assist in supervising and coordinating public and private organizations for the development and maintenance of this plan, including mutual support agreements with adjacent jurisdictions.
- c. Provide advice and assistance to the Incident Commander concerning the direction and control of incident site emergency operations.
- d. Recommend declaration of a local emergency when necessary.
- e. Activate EOC, assign message clerk duties, and manage logistics.

4.3.5 Madison County Sheriff's Office

- a. Enforce all applicable local, State, and Federal laws.
- b. Provide assistance to the on-scene commander to:
 - (1) Warn and evacuate the public as required.
 - (2) Control access to the area and provide traffic control.
 - (3) Establish security at the incident scene, as coordinated with the Inc/Com
- c. Investigate deaths in coordination with the medical examiner and assist with search and rescue operations.
- d. Provide security for evacuated area, vital facilities, and supplies.
- e. Assist with investigation and enforcement of illegal or improper hazardous waste management and/or disposal.
- f. In coordination with EMC, train Sheriff's personnel in hazardous materials emergency response procedures. (HMERP)
- g. Provide representation in the County EOC.
- h. Maintain EOC facility and provide logistical support during EOC activation.
- i. Assist with reports and records.

4.3.6 Director of E911 Center

- a. Maintain a point of contact (ECC/911) for notification and verification of an emergency incident.
- b. Provide emergency communications system.
- c. Coordinate reverse-911 system for citizen notification
- d. Recommend operating channels and frequencies to be used
- e. Provide radio units to incoming mutual aid personnel

f. Dispatcher

- (1) Maintain a general knowledge of the requirements to submit reports to the VEOC.
- (2) Be prepared to act on reports received from facility emergency coordinators, law enforcement officers, private citizens, 911 or telephone operator calls, or any other source.
- (3) Obtain as much of the information required on the Hazardous Materials Report as possible.
- (4) Dispatch initial response units, providing them as much information as possible.
- (5) Alert key officials, to include Sheriff, EMC, DEMC, County Fire Chief, Director Emergency Medical Services and Director of Emergency Management (BOS Chairman) when directed.
- (6) Alert neighboring jurisdictions if they may be affected.
- (7) Transmit initial and follow-up reports to the VEOC, as directed.
- (8) Maintain a formal record of all actions, directions, and communications accomplished or transmitted during an emergency response or disaster operation.

4.3.7 Madison County Volunteer Fire Company

a. County Fire Chief

- (1) Coordinate the training and equipping of jurisdiction emergency response units and personnel.
- (2) Review and retain facility response plans submitted by oil or hazardous materials facilities.
- (3) Maintain a list, by facility, of hazardous materials in designated response sectors and their related Material Safety Data Sheets.
- (4) Perform duties in the County EOC, when activated.
- (5) When available, serve as Incident Commander for Hazardous Materials incidents.

b. Madison County Volunteer Fire Company

- (1) Ensure Fire Department personnel are properly trained and equipped to respond to fire and hazardous materials incidents.
- (2) Fire prevention and suppression.
- (3) Provide a qualified initial Incident Commander in the event of a fire or Hazardous Materials emergency.
- (4) Annually coordinate emergency response plans with specific facilities in response sector, including County and Private Schools.
- (5) Maintain a list, by facility, of hazardous materials in the Department's sector and their related Material Safety Data Sheets.

- (6) Maintain and exercise response action checklists for each oil or hazardous materials facility to ensure coordination with their emergency response plan.
- (7) Develop and exercise SOPs for response to a transportation incident with potential involvement of oil or hazardous materials.
- (8) Maintain EOC facility and provide logistical support during EOC activation.
- (9) Assist with missing person search and rescue.
- (10) Assist with radiological monitoring and decontamination.
- (11) Assist with warning and evacuation.
- (12) Provide representation in the County EOC, when directed.
- (13) Assist with reports and records.
- (14) Provide emergency apparatus, equipment and emergency personnel to respond to incidents.

4.3.7 Madison County Emergency Medical Services

a. County EMS Chief

- (1) Ensure EMS Department personnel are properly trained and equipped to respond to EMS incidents.
- (2) Perform duties in the County EOC, when activated.

b. Madison County Emergency Medical Services Personnel

- (1) Provide emergency medical transportation and first aid.
- (2) If sufficient, qualified personnel are available, provide medical stations in public shelters when an evacuation has been implemented and public shelters are occupied.
- (3) Ensure personnel are properly trained and equipped to respond to incidents involving known oil and hazardous materials in the area. (see Hazard Specific Annex 2: Hazardous Material Emergency Response Plan).
- (4) Coordinate with Madison County Volunteer Fire Company for access to a list, by facility, in assigned response sector, of hazardous materials and their related Material Safety Data Sheets.
- (5) Maintain and exercise SOPs for response to a transportation accident with potential involvement of oil or hazardous materials.
- (6) Maintain EOC facility and provide logistical support during EOC activation.
- (7) Provide representation in the County EOC, if required.
- (8) Assist with reports and records.

4.3.9 Madison County School Board-Superintendent of Schools

- a. Develop expedient evacuation procedures for schools.

- b. In coordination with the Department of Social Services, the Department of Health, and the American Red Cross, develops plans to provide food and shelter to evacuees in County schools outside the risk area.
- c. Provide mass evacuation transportation for evacuation of group facilities or the public, as needed.
- d. Provide a representative in the County EOC, if required.
- e. Assist with reports and records.

4.3.10 Madison County Department of Social Services

- a. Overall coordination of County Shelter Program.
- b. Coordinate reception and care of evacuees at shelter centers
 - (1) Provide registration and record keeping.
 - (2) Provide mass feeding.
 - (3) Provide crisis counseling services as required.
- c. Provide emergency welfare services for displaced persons.
- d. Coordinate the services of quasi-public and volunteer relief organizations such as the American Red Cross and Salvation Army.
- e. Management of donations.
- f. Provide a representative in the County EOC.
- g. Assist with reports and records

4.3.11 Madison County Health Department

- a. Assist with hazardous waste management and enforcement.
- b. Epidemic control measures, including insect and rodent control, inspection of food, milk, and water supply, and ensuring the continued supply of potable water.
- c. Coordinate with the Department of Social Services to provide proper sanitation and health care in shelters.
- d. Develop and coordinate operation of mass vaccination/medication clinics, if necessary.
- e. Assure the provision of minimum essential sanitation services.
- f. Maintain a list of, and issue warnings to, operators of water treatment plants whose water supply may become contaminated as a result of an oil or hazardous materials release within Madison County.
- g. Issue health notices to primary care physicians and facilities (ESF 15: External Affairs).
- h. Emergency mortuary and interment coordination.
- i. Identification of the dead assisted by the Sheriff's Office and State Police.
- j. Coordination and control of biologicals and radiologicals.
- k. Coordination with regional hospitals to develop plans for use of area hospitals to treat and decontaminate hazardous materials incident victims in response to a mass exposure.

- l. Coordinate with University of Virginia Medical Center, UVA Culpeper Medical Center, and Martha Jefferson Hospital to provide:
 - (1) Emergency medical services.
 - (2) Assistance in expanding medical and mortuary services to temporary facilities within Madison County, other facilities, if needed.
 - (3) Assistance with reports and records.
- m. Provide a representative in the County EOC.
- n. Assist with reports and records.

4.3.12 Madison County Facilities and Maintenance Department

- a. Assist with emergency response operations as required.
- b. Provide heavy equipment, such as front-end loaders and dump trucks, etc., with trained operators.
- c. Ensure employees are trained in protective measures.
- d. Develop and maintain in-house SOPs for preventing oil or hazardous materials runoff from entering the sewer/storm drain system.
- e. Assist in identifying essential government facilities.
- f. Assist in response to damage to County's utility systems.
- g. Coordinate the maintenance and continued operation of the County's water and sewer systems.
- h. Assure the continued supply of potable water.
- i. Coordinate the maintenance and continued operation of County facilities.
- j. Assist with resource and supply.
- k. Assist in traffic control by providing traffic barricades.
- l. Assist with decontamination and cleanup, if required.
- m. Provide a representative in the County EOC.
- n. Assist with reports and records
- o. Post the daily notices at the local Post Offices

4.3.13 Madison County Department of Building Inspections and Department of Planning

- a. Ensure all construction that occurs within the County is in compliance with the County's comprehensive plan, zoning, and land-use regulations.
- b. Conduct inspections to enforce and carry out the jurisdiction's building codes (i.e., structural, mechanical, electrical, etc.).
- c. Overall responsibility for coordinating damage assessment in Madison County.
- d. Provide multiple teams with a minimum of two trained individuals to accomplish damage assessment following a disaster.
- e. Inspect buildings following a disaster for structural, electrical, gas, plumbing, and mechanical damage before permitting re-occupancy.
- f. Ensure all repairs and rebuilding complies with County's building codes, zoning, and land-use regulations.
- g. Develop Resource Inventory.
- h. Provide maps, charts, and population data as necessary.

- i. Provide a representative in the County EOC, if required.
- j. Assist with reports and records.

4.3.14 Madison County Cooperative Extension Office

- a. Assist with emergency operations as required.
- b. Develop and maintain SOPs for all aspects of the agricultural community and develop plans and response guidelines for dealing with agricultural emergencies and agro security.
- c. Take the lead role in response to the County's agricultural community for damage assessment
- d. Assist during County emergencies dealing with livestock, livestock welfare, food and water for livestock and the disposal of expired or infected livestock
- e. Provide a representative in the County EOC, if required

4.3.15 County Attorney

- f. Advise the County concerning legal responsibilities, powers, and liabilities regarding emergency operations and post-disaster assistance.
- g. Assist the Board of Supervisors and the County Administrator/Coordinator of Emergency Management with maintaining continuity of government.
- h. Implement legal actions as directed to recover expenses from liable parties.
- i. Support enforcement of illegal hazardous waste disposal ordinances and regulations.
- j. Provide a representative in the County EOC, if required.
- k. Assist with reports and records.

4.3.16 Madison County Finance Department

- a. Maintain records of all actions taken during emergency operations
- b. Maintain records of all expenses during all phases of emergency operations.
- c. During Hazardous Materials incidents assist in maintaining records of County expenditures and billing responsible party.
- d. Coordinate with department heads to expedite the process of procuring necessary goods and services to support emergency operations.
- e. Coordinating with department heads and the real estate assessor during the damage assessment and recovery phases of disaster operations.
- f. Coordinate efforts to apply for disaster aid from State and Federal Governments.
- g. Provide representative in the County EOC, if required.
- h. Assist with reports and records.

4.3.17 County Clerk

- a. Assemble and archive records pertaining to emergency operations.
- b. Plan for, and transfer, County records if in jeopardy of damage or destruction.

4.3.18 Madison County Commissioner of Revenue/Virginia Cooperative Extension

- a. Assist in assessing the overall damage to public and private property.
- b. Provide a representative in the County EOC, if required.
- c. Assist with reports and records.

4.3.19 Virginia Department of Transportation Madison Residency Office

- a. Upon approval from VDOT Headquarters, assist with emergency response operations as requested by County.
- b. Coordinate with Public Works to provide heavy equipment, such as front-end loaders and dump trucks, etc., with trained operators.
- c. Ensure employees are trained in protective measures.
- d. Coordinate with Sheriff's Office to assist in traffic control by providing traffic barricades.
- e. Provide a representative in the County EOC.
- f. Assist with reports and records.

4.3.20 Radio Amateur Civil Emergency Services (RACES)/Amateur Radio Emergency Services (ARES)

- a. Upon request from EMC, or designated representative, coordinate volunteers to assist with emergency response operations to include:
 - (1) Establish communication stations in EOC and other operations stations in the County, as directed by EMC.
 - (2) Maintain records of all actions taken and expenses incurred and submit to EMC.
 - (3) Coordinate with EMC training of volunteers and participation in County training and exercises.

4.3.21 Orange County, Culpeper County, Page County, Rappahannock County, Greene County – Provide assistance, if available and upon request, through mutual aid agreements to:

- a. Issue warnings and direct appropriate protective actions for citizens located in threatened areas within their jurisdiction.
- b. Be prepared to provide alternate and/or additional evacuation assembly centers and shelters upon request.
- c. Assist with coordination of medical facilities.
- d. Provide back-up emergency equipment and personnel in accordance with mutual aid agreements upon request.

4.3.22 State Agencies – The Virginia Emergency Operations Center (VEOC) is the common point of contact for Department of Environmental Quality and the Virginia Emergency Response Team. The VEOC is the primary agency for coordinating response of other state agencies to support local emergency operations. The State

Regional Hazardous Materials Officer will provide technical assistance and will be the State On-Scene Coordinator (SOSC) for incidents involving hazardous materials when other state agencies are involved in the response. The Department of Environmental Quality will provide the SOSC for incidents involving oil or hazardous materials which will affect the water resources of the Commonwealth. The Responsible Party has the direct responsibility to ensure that all required/mandatory notifications are accomplished, to include Federal agencies. The State Emergency Operations Center, upon receipt of notification from the Responsible Party and/or County will report oil or hazardous material events, which meet predetermined criteria, to those state agencies which require notification of the event even though direct assistance is not required.

- 4.3.23 Federal Agencies** – will provide technical assistance in accordance with their area of responsibility. Other assistance may be provided by agencies within their statutory, regulatory, or discretionary authority.

5.0 Concept of Operations

5.1 General

- 5.1.1** The Madison County organization for emergency operations consists of existing government departments and private emergency response organizations.
- 5.1.2** The Chairman of the Board of Supervisors is the **Director of Emergency Management**, who is, with the consent of the balance of the County Board of Supervisors, the constituted legal authority for approving Emergency Operations Plans and declaring a local state of emergency. The day-to-day activities of the emergency preparedness program have been delegated to the EMC and DEMC. The EMC will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness.
- 5.1.3** **Succession to the Director of Emergency Management** will be the Vice Chairman, then other members of the Board of Supervisors in order of seniority.
- 5.1.4** The Madison County Local Emergency Planning Committee (LEPC), composed of members appointed by the Board of Supervisors, is responsible for the development and maintenance of this plan. Membership in the LEPC, as required by SARA Title III regulations, is composed of the Director of Emergency Management (DEM), representatives from the Madison County Sheriff's Office, Madison County Volunteer Fire Department, Madison County EMS, Madison County E-911, other Madison County departments, news media representatives, interested community groups, facility owners and operators, and staffed primarily by the Madison County Emergency Management Coordinator (EMC). Other interested individuals may petition the LEPC for membership. Meetings will be held annually, or as needed. Each department or agency tasked with a response role will review the plan annually and provide input for the maintenance of this

plan. All plan holders are considered extended members of the committee and will be requested to participate as needed (see Attachment 4).

- 5.1.5** The LEPC will coordinate the compatibility of the plans and procedures of key facilities and private organizations within the County with the County's Emergency Operations Plan, as appropriate.
- 5.1.6** The day-to-day activities of the emergency management program, for which the EMC is responsible, include developing and maintaining an EOP, maintaining the County EOC in a constant state of readiness, and other staff actions as requested by the LEPC. The EMC/DEMC will ensure the primary EOC is in a state of constant readiness.
- 5.1.7** A **local emergency** may be declared by the local director of emergency management with the consent of the governing body of the political subdivision. In the event the governing body cannot convene due to the disaster or other exigent circumstances, the director or in his absence, the deputy director, any member of the governing body may declare the existence of a local emergency, subject to confirmation by the governing body at its next regularly scheduled meeting or at a special meeting within forty-five days of the declaration whichever occurs first (see Section 44-146.21, Virginia Emergency Services and Disaster Law). The declaration of a local emergency activates the Emergency Operations Plan and authorizes the provision of aid and assistance thereunder. It should be declared when a coordinated response among several local agencies/organizations must be directed or when it becomes necessary to incur substantial financial obligations in order to protect the health and safety of persons and property or to provide assistance to the victims of a disaster.
- 5.1.8** The EMC will notify the Virginia Department of Emergency Management immediately upon the declaration of a local emergency. Daily situation reports will be completed at the end of each day for the duration of local EOC operations and a copy submitted to the State EOC (see ESF 5: Emergency Management). All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. All disaster-related expenditures must be documented in order to be eligible for post-disaster reimbursement should a federal disaster be declared.
- 5.1.9** **Incident Command System - National Incident Management System (NIMS)**
The initial arriving County emergency response units shall establish on-scene tactical direction and control in accordance with the principles of the Incident Command System (ICS) and the National Incident Management System (see Tab 14 to ESF 5: Emergency Management). If the initial arriving unit is a Virginia State Police unit, that unit will assume initial incident command until appropriate County units arrive on scene. The management of the emergency will transition to a "unified command", with tactical response units under the supervision of their

designated command officer, when the “Responsible Party” representatives, State, Federal, and other external elements arrive on scene. In a hazardous materials incident, the **County Hazardous Materials Officer/EMC, and the Fire Chief or senior rescue official on scene will coordinate the overall utilization of responding County and external units.** Consultant support shall be provided from various agencies with appropriate expertise including environmental, health, transportation, and other sources. **The County Emergency Management Coordinator / Hazardous Materials Officer will provide advice, assistance, and coordinate requests for outside, State, and Federal assistance.** The EMC will also determine if the situation warrants activation of the County Emergency Operations Center (EOC).

The EMC or, in his absence, the DEMC, will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. The Sheriff’s Office will implement evacuation and coordinate security for the evacuated area (see ESF 1: Transportation and Evacuation).

- 5.1.10** The EMC or, in his absence, the DEMC, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on type and scope of the disaster. The EOC will coordinate the provision of logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures which will ensure maximum protection of the population, property, and supplies from the effects of threatened disasters. Citizens will be notified by radio and television announcements, reverse 911, and Hyper-Reach.
- 5.1.11** The Department of Social Services is responsible for establishing procedures to provide guidance to disaster victims in obtaining post-disaster assistance, such as temporary housing and low-interest loans.
- 5.1.12** The Madison County Extension Agent along with the Madison County Extension office will be responsible for Agrosecurity preparedness in Madison County. The Madison County Extension agents will be vital in assistance for an agriculture related emergency and will advise the EOC staff with recommendations. The head Extension Agent for the County will be on the EOC staff. The Extension staff will assist with any agriculture damage assessments and make reports to the EOC staff and make reports for VDEM.
- 5.1.13** The heads of County Departments will develop and maintain detailed plans and standard operating procedures necessary for their departments to effectively accomplish their assigned tasks and should refer to the appropriate annexes and appendices of this plan. Additional guidance is contained in the County Hazardous Materials Emergency Response Plan. Accurate records of disaster-related expenditures will be maintained. All disaster-related expenditures will be documented to provide a basis for reimbursement. In time of emergency, the heads of County offices, departments, and agencies will continue to be

responsible for the protection and preservation of records essential for the continuity of government operations. Department and agency heads will establish lists of succession of key emergency personnel (see Attachments 1 and 2).

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

5.1.15 The County must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the State or Federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. The County Administrator's Office will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required (see ESF 7: Logistics Management and Resource Support). Requests for assistance will be made through the County EOC and State EOC to the State Coordinator.

5.1.16 Emergency assistance may be made available from neighboring jurisdictions (Orange County, Culpeper County, Page County, Rappahannock County, and Greene County) or emergency forces may be sent from Madison County to assist adjoining jurisdictions. Such assistance will be in accordance with existing mutual aid agreements, with Orange County, Culpeper County, Page County, Rappahannock County and Greene County, including the Statewide Mutual Aid agreement, or, in the absence of official agreements, directed by the EMC, when he determines such assistance is necessary and feasible. If the incident requires the assistance of Federal and/or State agencies, the County fire chief will be designated the Local On-Scene Coordinator (LOSC) to work with the Federal On-Scene Coordinator (FOSC) and the SOSC at the scene of the incident. The Director of Emergency Management, or his designee, will be the Local Coordinating Officer (LCO) to work with the Federal Coordinating Officer (FCO) and the State Coordinating Officer (SCO) to facilitate federal, state, and local coordination remote from the incident site.

5.1.17 Support by Virginia National Guard military units may be requested through the State EOC. Military forces, when made available, will support and assist local forces and may receive from the local Emergency Management Coordinator or his designated representative, mission-type requests, to include objectives, priorities, and other information necessary to accomplish missions.

5.1.18 Declaration of a Local Emergency

- a. The County Board of Supervisors, by resolution (see Attachment 3), will declare 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 expenditures and a coordinated response in order to prevent or alleviate damage, loss, hardship, or suffering.

- b. A declaration of a local emergency activates the response and recovery programs of all applicable local and interjurisdictional Emergency Operations Plans and authorizes the furnishing of aid and assistance in accordance with those plans. In the event the Board cannot convene due to the disaster, the Director of Emergency Management, EMC, or any other member of the Board of Supervisors in his absence, may declare a local emergency to exist subject to confirmation of the entire Board, within forty-five days. The EMC will advise the State EOC immediately following the declaration of a local emergency.
- c. When local resources are insufficient to cope with the effects of a disaster and the County requests state assistance, the following procedures will apply. The Director of Emergency Management, by letter to the State Coordinator of Emergency Management, will indicate a local emergency has been declared, the local Emergency Operations Plan has been implemented, available resources have been committed, State assistance is being requested and, if appropriate, recommends the Governor declare a state of emergency. A copy of the resolution declaring a local emergency to exist should accompany this letter (see Attachment 3). If State assistance is urgently required; a phone call request to the State EOC is sufficient, with the above requirements accomplished later.

5.1.19 The Virginia Emergency Operations Plan requires the submission of the following reports by local government in time of emergency: Situation Report, Damage Assessment Report, and an After-Action Report (reference ESF 5: Emergency Management; ESF 14: Long-Term Community Recovery; and ESF 15: External Affairs).

5.1.20 This plan is effective as a basis for training and pre-disaster preparedness upon receipt. It is effective for execution when:

- a. Any disaster threatens or occurs in the County and a local disaster is declared under the provisions of Section 44-146.21, the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
- b. The Governor declares a state of emergency.

5.1.21 The Emergency Management Coordinator (EMC) is responsible for developing and maintaining this plan. Staff support is provided by the EMC. The EOP will be exercised, revised, and **readopted every four years**. It will be updated annually as appropriate. The Virginia Department of Emergency Management will provide guidance and assistance.

This Plan will be distributed only as indicated (see Attachment 4) and will not be reproduced without the specific approval of the Emergency Management Coordinator or designated representative.

5.1.22 **Operational Periods (Preparedness, Response, Recovery, Mitigation)**

- a. **Normal Operations** – Emergency operations plans and procedures will be developed and maintained. Training and test exercises will be conducted periodically as required to maintain readiness.
- b. **Increased Readiness** – When a peacetime disaster threatens, all agencies having responsibilities will take action as called for in their respective functional annex. (Example: flash flood watch.)
- c. **Emergency Operations** – Full-scale operations and a total commitment of manpower and resources are required to mobilize and respond in time of emergency. The local EOC must direct and control all emergency operations. A local emergency should be declared. Damage assessment begins. There are two phases of emergency operations:
 - (1) **Mobilization Phase** – Conditions worsen requiring full-scale mitigation and preparedness activities. (Example: flash flood warning.)
 - (2) **Response Phase** – Disaster strikes. An emergency response is required to protect lives and property.
- d. **Recovery** – Recovery is both a short-term and a long-term process. Short-term operations restore vital services to the community and provide for basic needs to the public. Long-term recovery focuses on restoring the community to its normal, or to an improved, state of affairs. Examples of recovery actions are the provision of temporary housing and food, the restoration of non-vital government services, and the reconstruction of damaged areas.

6.0 **Training and Exercises**

- 6.1 **Objectives** – Trained and knowledgeable personnel are essential for the prompt and proper execution of the Madison County Emergency Operations Plan and subplans. Madison County will ensure all response personnel have a thorough understanding of their assigned responsibilities in a disaster situation, as well as how their role and responsibilities interface with the other response components of the Madison County Emergency Operations Plan. All personnel will be provided with the necessary training to execute those responsibilities in an effective and responsible manner.
- 6.2 **Program Design** – The Emergency Management Director, Coordinator, and Deputy Coordinator are responsible for the development, administration, and maintenance of a comprehensive training and exercise program tailored to the needs of Madison County. This program will be comprised of a general core, functionally specific, as well as on-going refresher training programs designed to attain and sustain an acceptable level of emergency preparedness for Madison County.
- 6.3 **Procedures** – Training will be based on Federal and State guidance. Instructors will be selected from Madison County government officials and staff, Federal and State governments, private industry, the military, as well as quasi-public and volunteer groups trained in emergency services and response. All training and exercises

conducted in Madison County will be documented. Training needs will be identified and records maintained for all personnel assigned emergency response duties in a disaster.

- 6.4 Annual Exercises** – The EMC will develop, plan, and conduct functional and/or full-scale exercises annually these will incorporate the information from HSEEP, drills and workshops. These exercises will be designed to not only test the Madison County Emergency Operations Plan and subplans, but to train all appropriate officials, emergency response personnel, County employees, and improve the overall emergency response organization and capability of Madison County. Quasi-public and volunteer groups and/or agencies will be encouraged to participate. Deficiencies identified by the exercise will be addressed immediately.

- 7.0 Authorities** – The organizational and operational concepts set forth in the plan are promulgated under the following authorities:

7.1 Federal

- 7.1.1** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 U.S.C.5121, et seq) Implementing regulations in 44 CFR 206.

- 7.1.2** National Response Framework, October 2019

- a. Homeland Security Act of 2002
- b. Executive Order 13603 National Defense Resources Preparedness
- c. Presidential Policy Directive 8.

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

7.2 State

- 7.2.1** Commonwealth of Virginia Chapter 3.2 Emergency Services and Disaster Laws.

- 7.2.2** The Commonwealth of Virginia Emergency Operations Plan, September 2019

8.0 References

- 8.1** National Response Framework, October 2019.

- 8.2** CPG 101, Developing and Maintaining Emergency Operations Plans, Version 2,
November 1, 2010 – Updated May 1, 2014.

- 8.3** Local Mitigation Plan Review Guide, October 1, 2011

9.0 Definitions

Agrosecurity – any situation dealing with local agriculture to include: threats and hazard analysis, risk assessment, damage assessment, agriculture roles and responsibilities and pre-planning.

Emergency Operations Center (EOC) - Centrally located government or community building, equipped with communications and emergency power, for coordination of government services, volunteer organizations, and emergency public information.

Emergency Services - The preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural, man-made, or war-caused disasters. These functions include fire fighting, police, medical and health, rescue first aid, warning, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

Hazardous Materials - Substances and materials in quantities and forms that may pose an unreasonable risk to health and safety or to property when transported in commerce. Hazardous materials include: explosives, radioactive materials, etiologic agents, flammable liquids or solids, combustible liquids or solids, poisons or poisonous gases, oxidizing or corrosive materials, irritants, compressed gases, and hazardous waste (as defined in United States Department of Transportation Regulations).

Local Emergency - The condition declared by the local governing body when, in its judgment, the threat or actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate loss of life, property damage, or hardship. A local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of a local governing body, when he deems the situation to be of sufficient magnitude to warrant coordinated local government action to prevent or alleviate the hardship or suffering threatened or caused thereby.

Local Emergency Planning Committee (LEPC) - Appointed representatives of local government, private industry, businesses, environmental groups, and emergency response organizations charged with meeting the hazardous materials planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA Title III).

Major Disaster - Any natural or man-made disaster in any part of the United States which, in the determination of the President of the United States, is or thereafter determined to be of sufficient severity and magnitude to warrant disaster assistance above and beyond emergency services by the federal government to supplement the efforts and available resources of the several states, local governments, and relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby and is so declared by him.

Man-Made Disaster - Any industrial, nuclear, or transportation accident, explosion, conflagration, power failure, resource shortage, or other condition such as sabotage, oil spills, and other injurious environmental contaminations which threaten or cause damage to property, human suffering, hardship, or loss of life.

Natural Disaster - Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, drought, fire, or other natural catastrophe resulting in damage, hardship, suffering, or possible loss of life.

Resource Shortage - The absence, unavailability, or reduced supply of any raw or processed natural resource or any commodities, goods, or services of any kind which bear a substantial relationship to the health, safety, welfare, and economic well-being of the citizens of the Commonwealth.

Severe Weather "Warning" - Severe weather conditions which could cause serious property damage or loss of life have occurred--have been actually observed or reported. For example, a Flash Flood Warning means that heavy rains have occurred, and low-lying areas are likely to be flooded.

Severe Weather "Watch" - Atmospheric conditions indicate that severe weather is possible, but has not yet occurred (e.g., Hurricane Watch, Flash Flood Watch, Tornado Watch, etc.).

Situation Report, Local - A form which, when completed at the end of each day of local EOC operations, will provide the city or County with an official daily summary of the status of an emergency and of the local emergency response. A copy should be submitted to the State EOC via WebEOC.

State of Emergency - The condition declared by the Governor when, in his judgment, a threatened or actual disaster in any part of the state is of sufficient severity and magnitude to warrant disaster assistance by the state to supplement local efforts to prevent or alleviate loss of life and property damage.

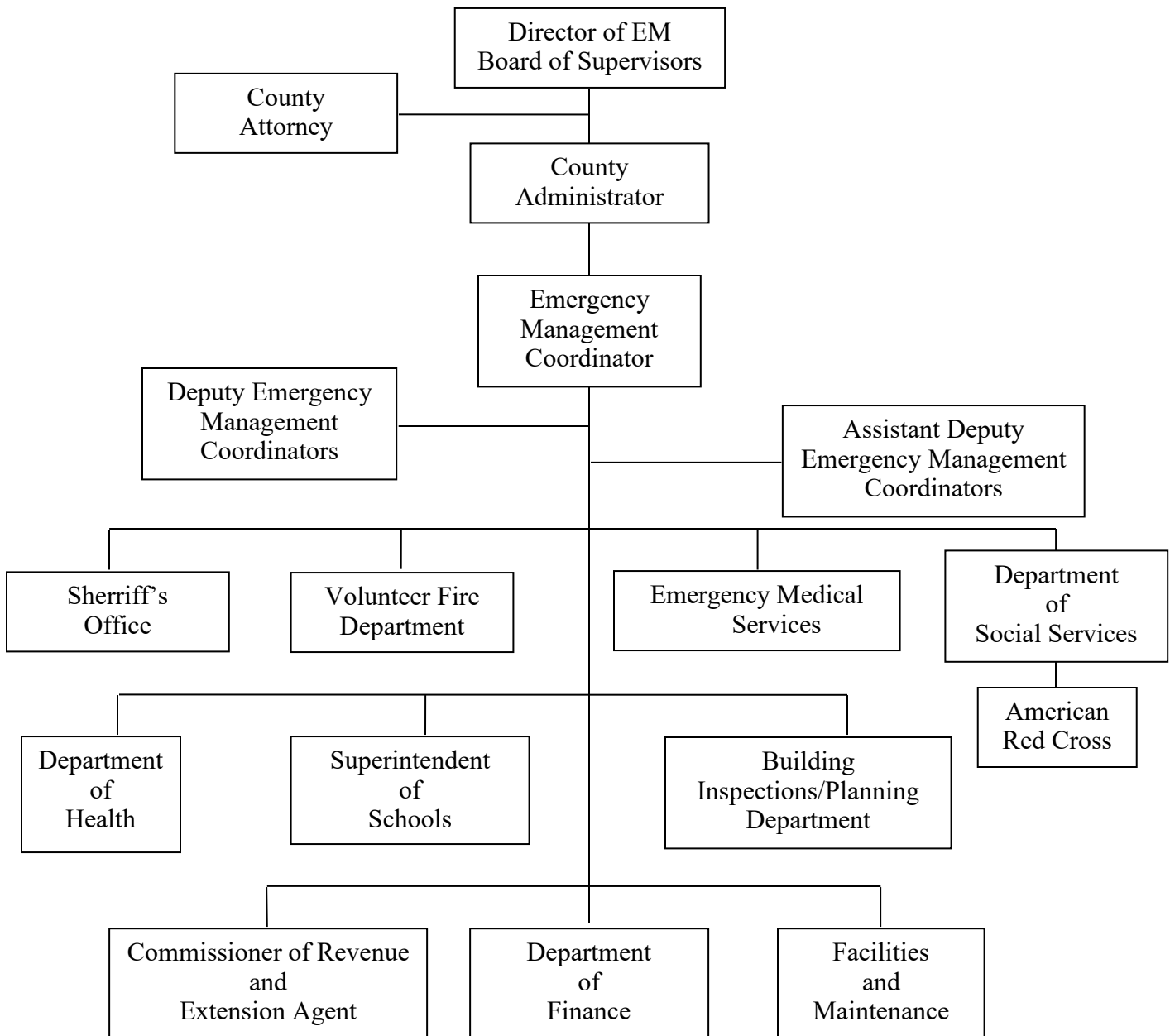
10.0 Glossary of Acronyms

ARES	Amateur Radio Emergency Service	GIS	Geographic Information System
ACOE	U.S. Army Corps of Engineers	HAZMAT	Hazardous Material
ARC	America Red Cross	HMERP	Hazardous Material Emergency Response Plan
BLM	Bureau of Land Management	HMO	Hazardous Materials Officer
CAP	Civil Air Patrol	IA	Individual Assistance
CEM	Comprehensive Emergency Management	IEMS	Integrated Emergency Management System
CERT	Citizens Emergency Response Team	LEPC	Local Emergency Planning Committee
DAC	Disaster Application Center	MAA	Mutual Aid Agreement
DCR	Virginia Department of Conservation and Recreation	MOU	Memorandum of Understanding
DEQ	Virginia Department of Environmental Quality	MEDEVAC	Medical Evacuation
DFIRM	Digital Flood Insurance Rate Map	MSDS	Material Safety Data Sheets
DHS	Department of Homeland Security	NOAA	National Oceanic and Atmospheric Administration
DOF	Virginia Department of Forestry	NPS	National Park Service
DOH	Virginia Department of Health	NWS	National Weather Service
EBS	Emergency Broadcast System	PIO	Public Information Officer
EOC	Emergency Operations Center	RACES	Radio Amateur Civil Emergency Services
EOP	Emergency Operations Plan	SARA	Superfund Amendments and Reauthorization Act
EPA	U.S. Environmental Protection Agency	SHMO	State Hazard Mitigation Officer
FBI	Federal Bureau of Investigations	SMA	Statewide Mutual Aid
FEMA	Federal Emergency Management Agency	SOP	Standing Operating Procedures
		VDEM	Virginia Department of Emergency Management

VDOT	Virginia Department of Transportation	VOAD	Volunteer Organizations Active in Disaster
		WMD	Weapons of Mass Destruction

Attachment 1

Emergency Management Organization Chart



Attachment 2

Matrix of Responsibilities

O- - Primary responsibility X- - Secondary responsibility	Deputy Emergency Manage. Coord.	Emergency Management Coord.	County Administrator	Board of Sup./Director of E.M.	Sheriff's Office	Director of E911 Center	Volunteer Fire Department	Emergency Medical Services	Superintendent of Schools	Department of Social Services	Health Department	Facilities/Maintenance	Building Inspections/Planning Dept.	County Attorney	Finance Department	County Clerk	Ext. Service/Com. of Revenue	VA Dept. of Transportation	RACES/ARES	American Red Cross	State and Special Police Forces
Direction and Control	X	O	X	X										X							
Emergency Public Information		X	O	X		X															
Law Enforcement					O																X
Traffic Control					O													X			X
Communications	X	X			X	O													X		
Warning and Alerting	X	X			O	X	X	X													X
Fire Response		X					O														
Hazardous Materials Response		X			X		O	X													
Search and Rescue		X			O		X	X													
Evacuation		X			O		X	X	X												X
Radiological Incident Response		X					O				X										
Shelter Operation									X	O										X	
Emergency Medical Transport								O													
Mass Feeding									O	X										X	
Welfare Services										O	X									X	
Health Services											O										
Utilities Services											X	O									
Street Maintenance												O						X			
Debris Removal												O						X			
Damage Assessment		X											O		X		X				
Resource and Supply												O			X						
Recovery Operations	X	O	X	X						X	X	X	X	X	X						
Medical Services								O			X									X	
Mortuary Services								X			O										
Financial Management/Records	X	X	X												O	X					

Attachment 3

**Sample Resolution for the
Declaration of a Local Emergency**

WHEREAS, the Board of Supervisors of Madison County does hereby find that:

1. Due to the heavy rain and windstorms, Madison County is facing dangerous flood conditions;
2. Due to the floods, a condition of extreme peril of life and property necessitates the proclamation of the existence of an emergency;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that an emergency now exists throughout said County and

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said emergency the powers, functions, and duties of the Director of Emergency Management and the _____ organization of Madison County shall be those prescribed by state law and the ordinances, resolutions, and approved plans of Madison County in order to mitigate the effects of said emergency.

Dated: _____

Board of Supervisors
Madison County

Attest: _____

Clerk, Board of Supervisors
Madison County
Commonwealth of Virginia

Attachment 4

Emergency Operations Plan Distribution List

<u>Agency/Official</u>	<u>Number of Copies</u>
Emergency Management Director	1
Emergency Management Coordinator	2
Deputy Emergency Management Coordinator	1
Asst. Deputy Emergency Management Coordinators	3
County Administrator	1
Board of Supervisors	5
Sheriff's Office	1
E-911 Communications Center	1
Fire Company	1
Madison Emergency Medical Services	1
School Board	1
Social Services	1
Health Department	1
Facilities/Maintenance	1
Inspections/Engineering	1
Zoning Administrator	1
Emergency Operations Center	1
Extension Service	1
Virginia Department of Transportation	1
Adjacent Counties:	
Orange County	1
Greene County	1
Page County	1
Culpeper County	1
Rappahannock County	1

Attachment 5

List of Information to be Updated Annually

Basic Plan	4.2.2 State Agencies
ESF 1	Tab 1 Transportation Resources for Evacuation Tab 2 Special Transportation Resources
ESF 3	Tab 1 Public Service Corporations Tab 3 Engineering, Inspections, Planning, and Zoning Resources
ESF 4	Tab 1 Fire Department Resources
ESF 5	Tab 1 Emergency Management Organization and Telephone Listing
ESF 6	Tab 2 Special Transportation Resources Tab 3 Madison County Designated Shelters
ESF 7	Tab 1 Facilities and Maintenance Organization and Resources Tab 2 Public Service Corporations Tab 4 Resource List
ESF 8	Tab 1 Health, Medical, and Rescue Resources Tab 2 Commonwealth of Virginia MEDEVAC Services
ESF 13	Tab 1 Law Enforcement Resources Tab 2 Traffic Control Points – Critical Intersections Tab 3 Evacuation Road Networks
ESF 15	Tab 1 Emergency Public Information Resources
SA 3	Tab 2 Hazard Analysis
SA 4	Tab 1 Special Facilities
HSA 1	Tab A Areas Subject to Flooding
HSA 2	Tab B Exhibit 2: Resource Inventory and Index Tab C Special Facilities Tab F Exhibit 1: Hazardous Materials Facilities
HSA 4	Tab A Madison County Dams