

WATERBURY, VT

Emergency Operations Plan

2006

SAMPLE

LOCAL EMERGENCY OPERATIONS TEMPLATE

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FUNCTIONAL ANNEXES

(Responsibilities may be combined based on local assignments)

I. Statement of Promulgation

This document, including all appendices and annexes is the Emergency Operations Plan (EOP) for the **Town of Waterbury**. It is meant to deal with all hazards at all phases of emergency management. By its nature, it includes actions by non-town forces, and attempts have been to ensure that such agencies are aware of their role in this plan. Use of this EOP and its constant update and refinement will lead to a safer town for residents and visitors.

II. Annual Concurrence

This plan, including any Standard Operating Procedures or Standard Operating Guidelines (SOPs/SOGs), resource inventories, and notification and recall lists will be formally reviewed by the responsible and relevant agencies on an annual basis. Review of the Functional Area assignments and responsibilities by the respective primary, co-primary, and support agencies will be conducted every two years. In the case of actual emergency operations and/or exercises involving the use of this EOP, a follow-up debriefing will be held to identify strengths and weaknesses, and a corrective action plan will address where deficiencies were noted and recommend necessary revisions to be incorporated within 60 days.

III. Foreword

The **Town of Waterbury** Emergency Operations Plan, hereafter referred to as the EOP, is designed to provide a framework to address the response to consequences of any disaster or emergency situation that would affect the population and/or property within **Waterbury**, and to provide more specific response information on the most likely disasters. The EOP is applicable to natural disasters such as ice storms and hurricanes, human caused incidents such as civil disturbances; and technological situations such as hazardous materials incidents and power failures.

IV. Adoption

This EOP has been adopted by the **Selectboard** of the **Town of Waterbury** on

Date **9/20/2006**

John E. Smith

Name

Jane Doe

Name

David Anderson

Name

Susan Que

Name

Michael Jones

Name

V. Introduction

The **EOP** describes the basic mechanisms and structures by which the **Town of Waterbury** will respond to potential and/or actual emergency situations. To facilitate effective response operations, the **EOP** incorporates a functional approach that groups the types of assistance to be provided into Functional Areas (FAs) (i.e., communications, transportation, etc.). Each FA is assigned a primary or co-primary agency, which has been selected based upon statutory authority, current roles and responsibilities, resources, and capabilities within the particular functional area. Other agencies have been designated as support agencies for one or more of the FA(s) based upon their expertise, resources, and capabilities to support the functional areas. The primary agency is responsible for developing and maintaining the FA documents and for coordinating related tasks, if requested, during emergency operations.

VI. Purpose

The primary purpose of the **EOP** is to initiate, coordinate, and sustain an effective local response to disasters and emergency situations. Secondary to this is to make each organization and department aware of its responsibility in all-hazard emergency operations. This plan, upon being implemented by the **town** government, will provide the basis for coordinating protective actions prior to, during, and after any type of disaster. The **EOP** is designed to:

1. Identify planning assumptions, assess hazard potentials, and develop policies;
2. Establish a concept of operations built upon interagency coordination in order to facilitate a timely and effective local response;
3. Assign specific functional responsibilities to appropriate departments and agencies;
4. Coordinate actions necessary to respond to an emergency and coordinate the links between local governments, neighboring states, and federal response;
5. Unify the efforts of government, volunteers, and the private sector for a comprehensive approach to reducing the impacts of emergencies and disasters.

VII. Scope

1. This **EOP** addresses the emergencies and disasters likely to occur as described in Administrative Appendix **E, Hazard Analysis and Assessment**.
2. Includes those actions that support local and state government efforts to save lives, protect public health and safety, and protect property.
3. Comprises all local departments and agencies assigned one or more functions, activities, and/or tasks, to provide response and recovery activities in support of local operations during an emergency or disaster.
 - a. Department and agency assignments are based upon their day-to-day responsibilities, statutory/legislative requirements, and/or Federal regulations.
 - b. Additional assignments may be made through direction of the local governing body or the incident commander, as the situation warrants.

4. Provides for integration and coordination between government, the private sector, and volunteer organizations involved in emergency response and recovery efforts.
5. Describes how State and Federal resources will be coordinated to supplement local resources in response to a disaster.
6. Where possible, this **EOP** corresponds with the National Incident Management System (NIMS) of March 1, 2004. The **Town of Waterbury's** EOP incorporates the basic elements of the NIMS, including the Incident Command System (ICS).

VIII. Structure

The format of this EOP is consistent with the State of Vermont Emergency Operations Plan (SEOP) as well as the National Response Plan (NRP) using the Functional Area concept and approach to providing assistance.

The EOP consists of the following:

The Basic Plan, which describes the purpose, scope, situations and assumptions, hazard analysis, concept of operations, plan management, and authorities of the departments and/or agencies in response to an emergency or disaster.

Functional Area (FA) Annex that delineate primary and/or co-primary and support agencies and describe policies, situations, concept of operations, and responsibilities; contain necessary standard operating procedures/guides (SOPs/SOGs) and list resources to implement responsibilities of the FA.

Hazard-specific Annexes that detail the responses to particular hazards which are likely and require advance planning. Though such annexes are detailed enough to provide a relevant response, especially by less senior emergency staff, they may still be modified to fit the event.

Administrative Appendices that include: a list of acronyms/abbreviations, terms and definitions, a compendium of emergency authorities and directives, and a hazard analysis and assessment, which serve as points of reference and information for the users.

IX. Function Descriptions

The Functional Area concept mimics the federal Emergency Support Functions (ESFs) and State Support Functions (SSFs), so that this plan will integrate with state and federal response plans. Each FA has been assigned a lead local person/agency since all initial response will be local. Additional outside resources that are integral to the FA are also shown on the FA matrix in Figure 1.

FA-1, Transportation – Provides for coordination, control and allocation of transportation assets in support of the movement of emergency resources, including the evacuation of people, and the redistribution of food and fuel supplies.

FA-2, Communications – Provides emergency warning, information and guidance to the public and responders. Secures resources needed to provide backup capability for all means of communication.

FA-3, Public Works & Engineering – Provides debris clearance, road, highway and bridge repairs. Repair and restoration of essential public works systems and services and the safety inspection of damaged public buildings.

FA-4, Firefighting – Provides for mobilization and deployment, and assists in coordinating structural and wildfire fire fighting resources; may provide incident management assistance for on-scene incident command and control operations.

FA-5, Emergency Management, Recovery & Mitigation – In support of the local Incident Commander, provides for the overall coordination of the town's emergency operations; collects, analyzes and disseminates critical information on emergency operations for decision making purposes; provides liaison with state/federal government in coordinating assistance to **Waterbury**.

FA-6, Mass Care, Food & Water – Manages and coordinates sheltering, feeding and first aid for disaster victims. Identifies, secures, prepares, and/or arranges for transportation of safe food and water supplies for mass feeding to affected areas following a disaster.

FA-7, Resource Support – Secures resources through mutual aid agreements and procurement procedures for all FAs, as needed. Provides for coordination and documentation of personnel, equipment, supplies, facilities, and services used during disaster response and initial relief operations. Manages the receipt and distribution of donated goods and services; provides assistance in coordinating and managing volunteer resources. Facilitates the delivery of donated goods and volunteer services to support response operations and relief efforts in a disaster.

FA-8, Health and Medical Services – Provides care and treatment for the ill and injured; mobilizes trained health and medical personnel and other emergency medical supplies, materials and facilities; provides public health and environmental sanitation services, disease and vector control, and the collection, identification, and protection of human remains. Coordinates special medical needs shelters.

FA- 9, Search & Rescue (SAR) – Provides resources for ground, water, and airborne activities to locate, identify, and remove from a stricken area, persons lost or trapped in buildings and other structures; provides for specialized emergency response and rescue operations.

FA- 10, Hazardous Materials – Provides response, inspection, containment and cleanup of hazardous materials accidents or releases.

FA –11, Agriculture & Natural Resources – Provides for a coordinated response in the management and containment of any communicable disease resulting in or from an animal health or plant emergency.

FA- 12, Energy – Coordinates with the private sector for the emergency repair and restoration of critical public energy utilities, (i.e., gas, electricity, etc.); coordinates the rationing and distribution of emergency power, generators and fuel.

FA- 13, Law Enforcement – Provides for the protection of life and property by enforcing laws, orders, and regulations, including the movement of persons from threatened or hazardous areas; provides for area security, traffic, and access control.

FA- 14, Public Information – Provides for effective collection, control, and dissemination of information to inform the general public adequately of emergency conditions and available assistance; coordinates a system to minimize rumors and misinformation during an emergency.

See Figure 1 on the following page for the Function Area Assignment Matrix

| AGENCY | FA 1-Transportation | FA 2-Communications | FA 3-Public Works & Engineering | FA 4-FireFighting | FA 5-Emergency Management, Recovery & Mitigation | FA 6-Mass Care, Food & Water | FA 7-Resource Support | FA 8-Health & Medical Services | FA 9-Search & Rescue | FA 10-Hazardous Materials | FA 11Agriculture & Natural Resources | FA 12-Energy | FA 13-Law Enforcement | FA 14-Public Information |
|--------------------------|---------------------|---------------------|---------------------------------|-------------------|--|------------------------------|-----------------------|--------------------------------|----------------------|---------------------------|--------------------------------------|--------------|-----------------------|--------------------------|
| Road Crew / DPW | | | | | | | | | | | | | | |
| Fire Department | | | | | | | | | | | | | | |
| School | | | | | | | | | | | | | | |
| Town Selectboard | | | | | | | | | | | | | | |
| Constable / Police | | | | | | | | | | | | | | |
| 1st Response / Rescue | | | | | | | | | | | | | | |
| Shelter Coordinator | | | | | | | | | | | | | | |
| Animal Control Officer | | | | | | | | | | | | | | |
| Town Health Officer | | | | | | | | | | | | | | |
| Recreational Coordinator | | | | | | | | | | | | | | |
| Town Clerk | | | | | | | | | | | | | | |
| Town Treasurer | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | |
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| Other (Please Specify) | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | |

Figure 1 Functional Area Assignment Matrix

P = Primary Agency

S = Support Agency

X. Situation and Planning Assumptions

A. Situation

Insert a brief narrative as to the location of the community within the state including: Main roadways, any MOU's/Mutual Aid agreements, public transportation. (all items significant to the communities situation).

The following natural or man-made hazards are the prime consideration of the Emergency Operations Plan:

- * Agro-terrorism
- * Arson
- * Biological Agent
- * Chemical Agent
- * Civil Unrest
- * Conventional Bomb
- * Cyber-Terrorism
- * Flooding
- * Hazmat-Fixed Location
- * Hazmat-Transport
- * Ice & Snow Events
- * Multiple Vehicle Accident
- * Nuclear Accident
- * Nuclear Bomb
- * Plane Crash
- * Radiological Incident
- * Wildland/Urban Fire
- * Wind

Accordingly, the situation is as follows:

1. The Town of Waterbury faces a wide array of risks, which may pose a significant threat to the population and property within the town. These include natural, human-caused and technological emergencies or disasters.
2. Depending upon the extent and nature of the disaster or emergency, a potential condition exists that may severely hamper the economic and physical infrastructure of the town, region or State.
3. During an emergency or disaster, the town will take immediate and appropriate actions to determine, direct, mobilize, and coordinate the response movement. The town will activate the necessary functions to redirect resources in order to save lives, relieve human suffering, sustain survivors, protect property, and repair essential facilities.
4. A catastrophic disaster may overwhelm local and State governments in providing a timely and effective response to meet the needs of the situation.

B. Planning Assumptions

An emergency or disaster can occur in the town at any time, any place. It may create significant degrees of human suffering, property damage and economic hardship to individuals, local government, and the business community. The Town of Waterbury

assumes that there are many emergency situations that may directly produce severe consequences and the varying degrees of impact will affect the response. Hence, the following assumptions are valid.

1. The Incident Command System (ICS) will be used as the incident management system to direct and control response, relief actions and recovery activities.
2. The town, in conjunction with the State, is primarily responsible for natural, manmade, and technological emergency preparedness and has shared responsibilities with the State and Federal Government for national security preparedness.
3. These responsibilities necessitate the development of a multi-hazard plan, with functional FAs and detailed procedures.
4. That a disaster, producing a great number of casualties and wide spread damage, may occur with little or no warning.
5. Depending upon the severity of the situation, the Town of Waterbury may be quickly overwhelmed with the emergency.
6. Each level of government will respond to an incident using its available resources, to include the use of mutual-aid, and may request assistance from the next higher level of government, if required (i.e., municipality to State and State to Federal government).
7. The State will modify normal operations and redirect resources to assist and support our local government in saving lives, relieving human suffering, sustaining survivors, protecting property, and re-establishing essential services.
8. Private and volunteer organizations, (i.e., American Red Cross, Voluntary Organizations Active in Disaster (VOAD), etc.) will provide immediate life-sustaining relief to individuals and families not normally available from government resources. Local and/or State agencies will assist these organizations by providing information, guidance, and coordination of relief efforts.
9. Local and State emergency operations plans address the ability to direct, control, coordinate and manage emergency operations during multiple events.
10. Local government will continue to function under all disaster and emergency conditions.
11. Citizens expect governments to keep them informed and to provide assistance in the event of an emergency or disaster. All levels of government share the responsibility of working together in mitigating, preparing for, responding to, and recovering from the effects of an emergency or disaster.
12. If the situation warrants, the Governor of Vermont may declare a STATE OF EMERGENCY and request immediate Federal assistance to augment efforts in relieving major emergency or disaster related problems beyond the capabilities of State and local government.

C. Hazard Analysis and Assessment

The most significant threats to **Waterbury** are:

- * Flooding
- * Structural Fires
- * Hazardous Materials Accident
- * Mass Casualty Incident
- * Multiple Vehicle Accident
- * School Incident
- * Severe Weather/Winter Storm
- * Hazmat-Fixed Location

Please see Figure 2 for primary agency responsibilities to specific hazards.

| AGENCY | Drought | Flood | Fire | Winter Storm | Ice Storm | Power Outage | Infectious Disease | Animal/Plant Emergency | Mass Casualty Incident | Hazardous Materials Spill | Public Gathering | Civil Unrest | Other (Please Specify) | Other (Please Specify) | Other (Please Specify) |
|--------------------------|---------|-------|------|--------------|-----------|--------------|--------------------|------------------------|------------------------|---------------------------|------------------|--------------|------------------------|------------------------|------------------------|
| Road Crew / DPW | | | | | | | | | | | | | | | |
| Fire Department | | | | | | | | | | | | | | | |
| School | | | | | | | | | | | | | | | |
| Town Selectboard | | | | | | | | | | | | | | | |
| Constable / Police | | | | | | | | | | | | | | | |
| 1st Response / Rescue | | | | | | | | | | | | | | | |
| Shelter Coordinator | | | | | | | | | | | | | | | |
| Animal Control Officer | | | | | | | | | | | | | | | |
| Town Health Officer | | | | | | | | | | | | | | | |
| Recreational Coordinator | | | | | | | | | | | | | | | |
| Town Clerk | | | | | | | | | | | | | | | |
| Town Treasurer | | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | | |
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| Other (Please Specify) | | | | | | | | | | | | | | | |
| Other (Please Specify) | | | | | | | | | | | | | | | |

Figure 2 Primary Agency Responsibilities for Specific Hazards

The hazard analysis and assessment study is located as Appendix **E, Hazard Analysis and Assessment** of the Administrative Appendices to this *EOP*.

Flood

Flooding is a frequent event in the Winooski River valley. Flooding can occur at all times of year, but has historically occurred due to snowmelt runoff in spring, severe thunderstorms in summer, tropical remnants in the fall, or late fall rainstorms on frozen ground. There will generally be some warning of a flood event, and there are few inhabited structures that would be inundated. The effects of large floods would mainly be loss of roadways due to being temporarily submerged or for day to weeks due to washouts. This could result in access difficulties for Fire or EMS. Persons attempting to cross flowing water could also require rescue. Nationally, most flood victims are due to driving flooded roads. The Town itself could also be flooded.

Fire

Fire is a serious threat given the old wood frame construction in nearly all the buildings in town. Buildings in the village areas, and of most of the State Complex, are tight enough together to create a risk of fire spread. Under dry or windy conditions, any fire, unless suppressed within the first minutes with initial attack, has the potential to grow to a size that would overwhelm Tunbridge Fire's capacity, even with resources prepositioned.

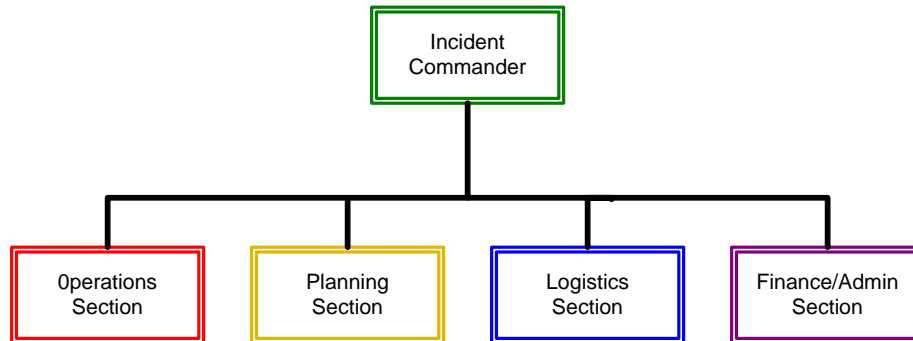
Hazardous Materials Spill

Given that Vermont routes 2 and 100 run through the middle of the area, and the delivery of bulk gasoline, diesel, fuel oil, and propane along the route, there exists the potential for fire, explosion or environmental contamination resulting from an accident/spill. Any large fire or explosion could also result in an MCI. The Town and its emergency response agencies do not have equipment or training currently to deal with a hazardous event. Outside resources would be needed, and would not likely be on scene for nearly an hour. Therefore, containment if possible, and scene isolation will be the important local actions until properly trained and equipped forces arrive.

XI. Concept of Operations

A. General

1. Local response operations will be organized and managed under the Incident Command System (ICS). All phases of emergency management will be conducted to be in compliance with the National Incident Management System (NIMS).



2. Actions/Activities identified under the concept of operations are based upon the premise that an emergency or disaster event will be addressed by local resources, including traditional mutual aid partners (a Local Incident as defined in the SEOP) in response, recovery and mitigation. It also includes provisions for when the magnitude of the incident has exceeded the capabilities and resources of local government, thereby requiring State assistance. **Such assistance, when authorized, will be provided by State agencies operating under their own authority, or as part of an effort coordinated by the Department of Public Safety – Division of Emergency Management (VEM), operating on behalf of the Governor. The Governor may request assistance from the Federal government if the capabilities and resources of both local and State governments are exceeded.**
3. Assigned agencies have been grouped together under 14 Functional Areas (FAs) either as primary, co-primary, or support, to facilitate the provisions of the response, recovery and mitigation actions of the community. At the State level these functions are called State Support Functions (SSFs) and are listed with their primary areas of responsibilities in the State Emergency Operations Plan.
 - a. Each FA has been assigned a number of actions to support the IC in response and recovery operations in an emergency situation. The designated primary agency, with the assistance of one or more of the support agencies, is responsible for managing the activities of the FA and ensuring the missions are carried out, as directed by the Incident Commander.
 - b. Specific functional missions, organizational structures, response actions, primary and/or co-primary, and support agency responsibilities are described in the individual FA sections to the **EOP**.

4. Based upon the situation, primary, co-primary, and support agencies may be authorized to provide assistance in support of operations without an executive order or declaration of a STATE OF EMERGENCY.

B. Plan Implementation

The plan has the force and effect of law as promulgated by Section 7 VSA 20 § 6. Plan implementation, and the subsequent supporting actions taken by local government are specific to the emergency or disaster situation. Implementation is influenced by the timely acquisition and assessment of reliable information gathered from the disaster scene. The plan is in effect for preparedness, response, and initial recovery activities when a major emergency or disaster occurs or is imminent.

C. Phases of Emergency/Incident Management

The *EOP* addresses many types of hazards that may impact **Waterbury**. The plan also takes a comprehensive and integrated approach to addressing the town's capabilities and shortfalls to respond to the hazards identified in Administrative Appendix **E, Hazard Analysis and Assessment** to the *EOP*. In doing so, the plan takes into consideration the following four phases of emergency management:

1. Mitigation/Threat Reduction actions eliminate or reduce the probability of some disaster occurrences and also include long-term activities that lessen the undesirable effects of unavoidable hazards or reduce the degree of hazard risk. **Some examples include flood plain management and public education programs, as well as Threat Condition Protective Actions. Mitigation/Threat Reduction seeks to prevent disasters and to reduce the vulnerability of people to disasters that may strike. Hazard mitigation should continue through all phases of a disaster or incident.**
2. Preparedness/Awareness activities develop emergency response capabilities. Planning, exercising, training, mitigation, developing public information programs and alerting and warning are among the activities conducted under this phase of emergency management to ensure the most effective and efficient response in a disaster. Preparedness seeks to establish capabilities to protect people from the effects of disasters in order to save the maximum number of lives, minimize injuries, reduce damage, and protect property. Procedures and agreements to obtain emergency supplies, material, equipment and people are developed.
3. Response is the actual provision of emergency services during an emergency and/or disaster. These activities can save lives, reduce casualties, limit damage, and help to speed recovery. Response activities include directing emergency operations, evacuation, shelter, and other protective measures.
4. Recovery is both a short-term and a long-term process to restore the jurisdiction to normal conditions in the aftermath of any emergency or disaster involving extensive damage. Short-term operations assess damages, 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 provision of temporary housing, restoration of government services, and reconstruction of damaged areas.

D Organization and Assignment of Responsibilities

1. General

In preparation for or response to an incident, the Incident Commander (IC) will establish an Incident Command Post (ICP), determine the extent of the community's preparedness, mitigation and emergency response activities, and, where applicable, activate the EOP and its appropriate Functional Annexes. The IC will determine the Incident Command System (ICS) structure necessary based on the magnitude of the incident, the emergency/incident management phase and the capacity of **Waterbury** to support the expanded ICS structure and/or a Local EOC.

An incident starts when the community is aware that an event has taken place that requires:

- a. a response (hazmat spill, automobile accident, robbery, vandalism, fire, etc.) or
- b. activities to be undertaken for an unplanned event (flood – monitoring stream/river levels; severe storm – broadcasting and responding to watches & warnings; law enforcement activity – pre-positioning resources, monitoring) or
- c. activities for a planned event (Addison county field days, a concert, Rutland state fair, Essex county fair).

An incident stops when all response, mitigation and recovery activities are complete. This often depends on the magnitude of the event such as those listed previously. In most of those events in Vermont, the beginning and end of an incident is straightforward – a call comes in, a response organization moves to the scene and accomplishes what is required (hazmat mitigation & clean-up; knock down the fire and organization recovery at the station) and that is the end of the incident.

In considering a possible Major or Catastrophic incident, it is important to look at several factors that are not present in the majority of incidents that occur in Vermont and their implications – long-term response (multiple operational periods), even longer recovery phase (weeks and months with incident commanders from community departments other than fire and law enforcement), the potential need for unified command at the incident command post, the potential need to expand the local incident command structure in support of the incident commander, the possibility of multiple incidents in the same community requiring multiple incident commanders and the likely need to establish an emergency operations center to support the incident commander(s) in the acquisition and allocation of resources.

Remembering that the incident command post is where the incident commander is, this is how the progression of implementation of the local incident command system and establishment of an emergency operations center might occur.

2. Local Incident Command Post (ICP)

Initial incident management may occur at the Incident Command Post (ICP), but may later move to a separate location as the IC determines the need for an expanded ICS structure, leaving the operations section chief to execute on scene operations. The expanded ICS structure is shown in Figure 3. Depending on the size of the incident, the capability of the expanded ICS structure to acquire and allocate resources may be exceeded and it may be necessary to establish an EOC for that purpose.

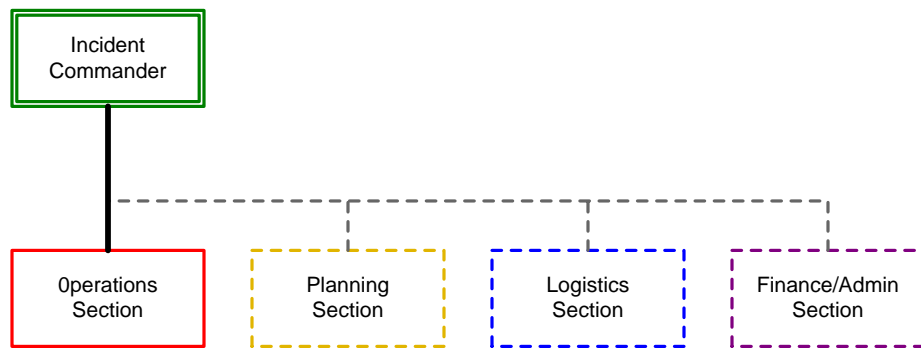


Figure 3 Expanded Incident Command System Structure

3. Emergency Operations Center (EOC)

Should an EOC be required, for most emergencies the EOC will be the **Waterbury Town Hall**. In the event the Primary EOC is threatened, an alternate EOC may be activated by the Incident Commander or Selectboard at the **Waterbury Fire Department** or some other location. EOC locations should be free from the hazard, have adequate communications, ability to run in a 24/7 manner and have space separate from the area used to support the incident where meetings with the press can be held. A simplified Local EOC configuration is shown in Figure 4.

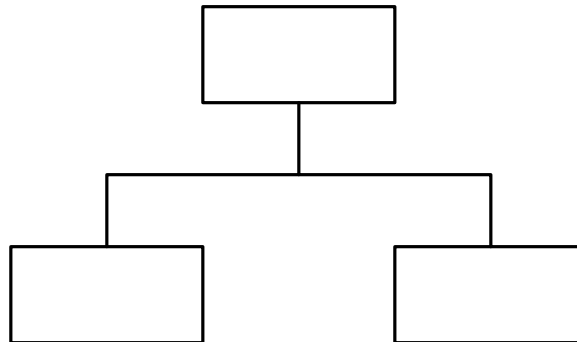


Figure 4 Local Emergency Operations Center Organization

- a. Resource acquisition includes those activities which identify resource needs of the incident commander either before or during an incident, acquiring those resources by loan or purchase. This function within the Local Emergency Operations Center, may utilize Logistics, Planning and or Finance & Administration Section staff from the town's roster of emergency workers, as well as assistance from Vermont Emergency Management.
 - b. Resource allocation and tracking includes those activities to deliver the appropriate resources to the incident commander/s in a timely manner. This function within the Local Emergency Operations Center, will utilize Planning and Logistics Section staff from the town's roster of emergency workers.
4. Situational examples
- a. **LARGE APARTMENT HOUSE FIRE** - Incident starts when the 911 call is received. The fire chief/deputy chief/captain/lieutenant is the incident commander (IC). Upon arrival at the scene, the IC may call for additional fire (Functional Area #4) and EMS (Functional Area #8) resources (may be pre-determined "run cards" for a specific facility) and law enforcement (Functional Area #13) or public works resources (Functional Area #3) to assist with scene and traffic control or re-routing. The IC may determine that he needs an expanded ICS structure to manage the incident – an operations section chief and logistics section chief might be designated. A staging area could be established for resources to be applied during the next operational period. He also may designate an information officer to handle press on scene. Due to the magnitude of the fire, several families are expected to be displaced, so a liaison officer could be designated to assist in supporting their relocation needs with local human services and non-profit organizations. That begins the incident recovery phase. The scene continues to be operational for several more periods until there are no more "hot spots". The incident continues until lodging is located for the displaced families. In this situation, an expanded ICS structure was necessary but a local EOC was not.
 - b. **FLOOD IMPACTING A LARGE PORTION OF THE COMMUNITY** (including several residential facilities) – the length of flooding incident will depend on whether or not it is a slow rising/receding event or a flash flood but the incident begins when warning is received of a possible event and pro-active measures are taken to warn residents, prepare for a possible evacuation, establish traffic control measures and/or identify possible shelters. The incident continues throughout the flooding as the water rises and recedes. The initial response may be led by the fire chief as the IC or as indicated in Figure 2 of this EOP. Because a large portion of the community is affected, there will likely be several activities to monitor (conduct of evacuation, establishment of shelters, emplacing barriers, etc.). This may require an expanded ICS structure to support the response. In larger communities, because the event may require multiple ICP's and management of significant resources, a local EOC may also be established. In smaller communities, there may not be enough personnel resources to establish an expanded ICS structure and a local EOC. In that

case, VEM should be contacted to coordinate resource support as needed through the various levels of State EOC activation. Although the initial response may be considered complete when the water has receded and life safety is no longer an issue, the incident continues for the conduct of damage assessment (infrastructure, homes, farms and businesses), care of displaced families and individuals and restoration of lost services. This may take several days and although it may not be as resource intensive as initial response, an IC is still required with limited command and support staff. In this case the IC may be the road commissioner or public works chief or one of the select board members. The incident requires some level of monitoring until recovery and mitigation activities are complete.

- c. **FLOOD IMPACTING LARGE PORTIONS OF THE STATE -** the guidelines for local incident management are the same as described in the earlier flooding event. The difference on impacted communities may be the availability of state or regional resources in the time frame desired due to multiple commitments for those resources.
- d. **ICE/SNOW STORM IMPACTING MULTIPLE AREAS OF THE STATE (extended power outages) -** the length of incident will depend on the time it takes for the impacted utilities to restore power to their customers. The incident begins when power outages first occur and are reported. The incident continues throughout the event as the power. The initial response may be led as indicated by the designation as shown in Figure 2 of this EOP. Because a large portion of the community may be affected and depending on the season of the year, there will likely be several activities to monitor (checking on the status medical special needs individuals/families, consideration of the establishment of shelters/warming facilities, acquiring alternate sources of power, clearing access for power crews, etc.). This will likely require an expanded ICS structure to support the response. As in the flooding event, larger communities may require multiple ICP's and management of significant resources, so a local emergency operations center may also be established. In smaller communities, there are probably not enough personnel resources to establish an expanded ICS structure and a local EOC. In that case, VEM should be contacted to coordinate resource support as needed through the various levels of State EOC activation. The activities surrounding this type of event may take several days and an IC is still required with limited support staff. The incident requires some level of monitoring until recovery and mitigation activities are complete.
- e. **AVIAN INFLUENZA EVENT AT MULTIPLE FARMS IN THE STATE -** the length of the incident will depend on the guidelines associated with a quarantine of an affected farm(s), if one is established. The incident begins when there is notification that testing of animals or fowl will occur on a farm in the community. A local IC should be designated to be part in the unified command that will be established as a part of this incident. The incident continues throughout the testing, investigation and quarantine period. The initial response may just be the designated local IC. But additional response may include traffic control and routing, support of farm families, etc.). This type of incident will likely require an expanded ICS structure to

support the unified command. Although a local emergency operations center may also be established, the SEOC will be activated to coordinate resource support as needed. The incident requires some level of monitoring until recovery and mitigation activities are complete.

- f. **PANDEMIC INFLUENZA IN SINGLE/MULTIPLE COMMUNITIES THROUGHOUT THE STATE** - the length of the incident will depend on the period of time that services are lost within a community due to illness and deaths caused by the pandemic. The incident begins when the community becomes aware that there is a case or cases of the pandemic influenza confirmed for a member of that community. The initial response may be led as indicated by the designation of an IC as shown in Figure 2 of this EOP. Because a large portion of the community may be affected, there will likely be several activities to monitor (status of emergency and critical services, support to individuals/families that are voluntarily quarantined, etc.). This will likely require an expanded ICS structure to support the response. Although a local emergency operations center may also be established, the SEOC will be activated to coordinate resource support as needed and available. The incident requires some level of monitoring until recovery and mitigation activities are complete. A pandemic influenza event is expected to come in multiple waves (3-4) for extended time periods (6-8 weeks).

E. Notification/Initiation

1. Notification or initiation of a disaster or impending incident may be received from multiple sources. Depending upon the time and day, these could include:
 - a. Local Dispatch
 - b. Vermont State Police
 - c. Vermont Emergency Management, and / or responding agencies
 - d. Other responding Agencies
2. A local responding agency identifies an Incident Commander based upon the Primary Agency Responsibilities for Specific Hazards Diagram (figure 2).
3. Based upon the severity of the incident, the Incident Commander will initiate further notifications and/or activations (partial or full) of the Rapid Response Plan and / or **EOP**.
4. Primary and support agency notification actions are described in detail under the agency's assigned FA component of the **EOP**.
5. Upon initial notification each responding agency is responsible for conducting its own internal notifications.

F. Activation and Deployment

1. The EOP will be utilized to address particular requirements of a given disaster or emergency situation.
2. The IC will designate the necessary elements of the incident command structure based upon the nature and scope of the event.
3. Should the resource coordination needed exceed the capability of the Incident Command Post (ICP), the IC will request that a local EOC be established or contact the State EOC for assistance.
4. In the event the primary EOC is inaccessible/usable, staff will report to the alternate EOC located at the Waterbury Fire Department.

G. Continuity of Operations

Continuity of Operations will be maintained in accordance with Administrative Appendix **C**, **Continuity of Operations**.

H. Continuity of Government/Line of Succession

Continuity of Government (COG) /Line of Succession Plan for the town in accordance with 20 V.S.A., Chapter 7 will be maintained in Administrative Appendix **D**, **Continuity of Government**.

I. Local to State Interface

1. Response - In the initial phases of an incident, communications, situational updates/awareness and requests for assistance in addition to mutual-aid will likely be to/from the IC and the VEM Duty Officer. As the incident grows from a Local Incident to a Minor Incident or a Major/Catastrophic Incident, the linkage may be between the IC and the VEM Duty Officer, the Incident Director in the State EOC when activated, or from the IC to the Local EOC to the SEOC.
2. Recovery – In the early stages of recovery activities, the SEOC and a Local EOC may still be activated, so the IC will communicate via the same means as was done in the response phase. As those facilities demobilize, the IC will provide situational updates and requests for assistance to the VEM Duty Officer who will coordinate resources as needed with the help of the Vermont Reentry and Recovery Task Force when established.

J. Recovery and Demobilization

Deactivation of emergency operations is dependent on a wide range of variables that must be satisfied before such an event may occur. Some basic principles that should be followed before deactivation are:

1. Ensure that all health and safety issues are resolved prior to full deactivation;

2. That all essential services and facilities are re-established and operational;
3. Recovery operations may be initiated during response operations;
4. Deactivation of response operations may be followed by the recovery operation;
and
5. Final deactivation of all operational activities will only occur with authority from the Governor and in coordination with appropriate local, State, and Federal governments.

K. Finance/Administration, and Logistics

1. Finance/Administration
 - a. During an emergency/disaster local officials shall determine, as necessary, which normal administrative procedures shall be suspended, relaxed or made optional in order to prevent unnecessary impediments to emergency operations and recovery activities. Departures from normal methods should be clearly stated and posted in appropriate locations for the public to see.
 - b. All those involved during an emergency are responsible for documenting all disaster-related expenditures using accepted accounting procedures and reporting on forms provided by the Finance/Administration Section. Such documentation will support the request for supplemental assistance.
 - c. Training of Finance/Administration Section personnel should be conducted through in-house training sessions, exercises, actual response, and Vermont of Emergency Management (VEM)/Department of Homeland Security, Federal Emergency Management Agency (DHS, FEMA) courses. If warranted, the EMD will conduct accelerated/refresher training on an appropriate subject matter during periods of increased readiness status.
 - d. Funding expenses incurred to meet the needs of an emergency situation is expected to be met entirely by local funds unless:
 - 1) Upon request for an emergency declaration by the community's authorized representative/s, the Governor will consider the request. In the event that that declaration is approved, the resources of the State of Vermont become available for use by the local municipality as deployed by Vermont Emergency Management. Expenses associated with State deployment of assets will be the responsibility of the State.
 - 2) A disaster declaration is requested by the Governor, through DHS, FEMA Region I, to the President of the United States, if such is declared, then partial reimbursement of locally incurred disaster activity expenses may be available through DHS, FEMA. Procedures for applying for Federal disaster assistance funds will be in accordance with prescribed State and Federal disaster assistance protocols and procedures.

- e. A major disaster or emergency may require the expenditure of large sums of State and local funds. Financial operations may be carried out under compressed schedules and intense political pressures requiring expeditious actions that meet sound financial management and accountability requirements.
2. Logistics
- a. The Logistics Section will facilitate logistical support for emergency operations (i.e., provide supplies and equipment) and, if required, sleeping and feeding facilities for emergency response staff.
 - b. Upon activation, this Section shall determine resource availability; this would include source and quantity of available resources. Further, they shall keep the IC advised of any anticipated shortfalls in required resources needed to support a given emergency or disaster operations.
 - c. In support of these actions the EMD, as a preparedness activity, should facilitate the development and maintenance of a current database of locally available resources and their locations by the Functional Area leads. The database should include all public and available private equipment, and personnel with special technical skills, pertinent to the anticipated needs of the local jurisdiction.
 - d. When local resources have been exhausted, requests for assistance will be submitted to the State EOC.
 - e. No single local jurisdiction will have all the personnel, equipment, and materials required to cope with a major emergency or disaster. Additional assistance has been provided for by **Waterbury** becoming a signatory to such Mutual Aid Agreements as are attached at the end of this document

XII. Plan Management

A. Development

- 1. The EMD will coordinate the development of this EOP. The development of the FA components, SOPs/SOGs, alerting and notification lists, and resource inventories, shall be developed by the primary, co-primary, and/or support agencies within the FAs, as assigned.
- 2. In addition, the development will include the coordination between local, State, and Federal governments to ensure the necessary link with all jurisdictions having emergency response capabilities.

B. Maintenance

All primary, co-primary, and support agencies whether Federal, State, local, or private with emergency responsibilities, shall integrate their planning efforts in the maintenance, implementation, and exercising of the EOP.

1. EMD will conduct the overall plan review and report to the **Selectboard** with recommended revisions on an annual basis. EMD will request from the primary, co-primary, and support agencies the necessary updates as noted below.
2. Review of the FAs by the respective primary, co-primary, and support agencies will be conducted every two years; SOPs/SOGs yearly; resource inventories and notification and recall lists on a semi-annual basis.
3. Review procedures following critiques of actual emergency operations and/or exercises and revise them where deficiencies were noted. Revisions and/or updates should be made within ninety (90) days.
4. Major changes that affect the Situation and Assumptions and Concept of Operations sections of the EOP will be made, as required. The department head shall approve major changes.
5. All changes, revisions, and/or updates shall be forwarded to the EMD for review, editing, publication, and distribution to all holders of the EOP. If no changes are required, VEM is to be notified in writing, by the respective department, agency or office that the plan and associated FA, and all supporting documents, have been reviewed and are considered valid and current.

C. Document Control

The EMD is responsible for establishing and maintaining a document control system for all emergency management planning documents, as appropriate. The document control system will include the following:

1. Inventory Control Numbering System for plans.
2. List of plans with control numbers.
3. Identify the location of where the plans are stored and/or maintained (e.g., EOC, **Town** Office Library).
4. Record of plan revisions.
5. Plan distribution list.

D. Training and Exercises

1. The EMD will utilize training and exercise funding, provided by the Department of Public Safety or other agencies, such as the Department of Health, to evaluate the capability of the **town** to respond to local, minor and major disasters. The EMD will

coordinate the training of local and volunteer personnel on their roles and responsibilities in the four phases of emergency management (i.e., preparedness, response, recovery, and mitigation).

2. The training and exercise programs will help to ensure the operational readiness of the town's emergency support functions and emergency responders through the design and delivery of courses, professional development seminars and workshops, and hazard specific exercises (e.g., the most likely hazards, animal, health and terrorism related exercises and Radiological Emergency Preparedness Exercises for commercial nuclear power plants) to evaluate established plans and procedures/guides that are activated during an emergency situation at all levels of the emergency management system.
3. After each hazard-specific exercise a critique is held to allow participants to provide input into the development of an After-Action Report (AAR) that captures all recommended changes to existing policies, plans, and procedures/guides. An improvement plan will be developed to address agreed to changes or corrective actions and will assign a responsible agency and projected time frame for implementation.

XIII. Authorities and References

A. Statutes and Regulations

1. Title 20, VSA, Authority of Emergency Response Agencies, describes a compiled list of authorities and regulations that reflect Federal, State, and local agencies, departments, and/or offices authority to respond and initiate emergency response procedures. Additionally, hazard-specific Annexes may contain supplemental authorities and regulations.
- 2.
- 3.

B. References

The following documents serve as guidance and reference in the development, maintenance and execution of this EOP:

1. Federal Emergency Management Agency, Managing The Emergency Consequences of Terrorist Incidents, Interim Planning Guide for State and Local Governments, July 2002.
2. National Response Plan, November 2004.
3. The Local Emergency Management Director's Program Manual, November 2005
4. Vermont State Emergency Operations Plan, April 2005

FUNCTIONAL ANNEXES (responsibilities may be combined based on local assignments)

1. Transportation
2. Communication
3. Public Works and Engineering
4. Firefighting
5. Emergency Management, Recovery & Mitigation
6. Mass Care, Food and Water
7. Resource Support
8. Health and Medical Services
9. Search and Rescue
10. Hazardous Materials
11. Agriculture & Natural Resources
12. Energy
13. Law Enforcement
14. Public Information

HAZARD SPECIFIC ANNEXES (3-5 Highest Probability Annexes based on Hazard/Threat Assessment – must include Terrorism/WMD)

- A. Fire Annex
- B. Flood Annex
- C. Hazardous Materials Annex
- D. Snow/Ice Annex
- E. Terrorism Annex

ADMINISTRATIVE APPENDICES

- A. Acronyms

- B. Terms & Conditions
- C. Continuity of Operations
- D. Continuity of Government
- E. Hazard Analysis and Assessment
- F. Local Situation Report
- G. Finance/Administration Forms

RECORD of REVISIONS and CHANGES

Emergency Operations Plan

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