

**Town of Pawlet, VT**

**Emergency Operations Policies and  
Procedures**

**2015**

**Adopted March 30, 2015**

**2015 Pawlet EOPP    Version 1.4**

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### **FUNCTIONAL ANNEXES**

(Responsibilities may be combined based on local assignments)

# **I. Statement of Promulgation**

This document along with the Local Emergency Operations Plan (LEOP), including all appendices and annexes is the Emergency Operations Polices and Procedures Plan (EOPP) for the **Town of Pawlet**. 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 EOPP 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 EOPP, 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 Pawlet** Emergency Operations Plan, hereafter referred to as the EOPP, 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 Pawlet, and to provide more specific response information on the most likely disasters. The EOPP 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 EOPP has been adopted by the Selectboard of the **Town of Pawlet** on

Date 3/31/15

**Mike Beecher**

Name Michael Beecher

**Sarah Ludlam**

Name Sarah Dee

**Edgar Cleveland**

Name Edgar Cleveland

**Robert Jones**

Name Robert Jones

**Charles Weedon Sr.**

Name Charles Weedon Sr.

## **Introduction**

The **EOPP** describes the basic mechanisms and structures by which the **Town of Pawlet** will respond to potential and/or actual emergency situations. To facilitate effective response operations, the **EOPP** 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.

## **V. Purpose**

The primary purpose of the **EOPP** 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 **EOPP** 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.

## **VI. Scope**

1. This **EOPP** 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 **EOPP** corresponds with the National Incident Management System (NIMS) of December, 2008. The **Town of Pawlet's** EOPP incorporates the basic elements of the NIMS, including the Incident Command System (ICS).

## VII. Structure

The format of this EOPP 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 EOPP consists of the following:

The Base 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.

Separately, there is a Local Emergency Operations Plan (LEOP) which outlines the emergency steps to be taken by the Town of Pawlet Emergency Management during a town wide emergency. This document will be updated and approved by the Select Board on an annual basis as required by the Vermont Division of Emergency Management and Homeland Security (DEMHS).

## **VIII. 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 **Pawlet**.

**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*

<b>AGENCY</b>	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			<b>P</b>											
West Pawlet Fire Department		<b>S</b>		<b>P</b>	<b>S</b>				<b>S</b>	<b>P</b>		<b>S</b>		<b>S</b>
Pawlet Fire Department		<b>S</b>		<b>P</b>	<b>S</b>				<b>S</b>	<b>P</b>		<b>S</b>		<b>S</b>
Betcha Transit	<b>P</b>													
Town Selectboard	<b>S</b>	<b>S</b>			<b>S</b>							<b>S</b>		<b>S</b>
Constables													<b>P</b>	<b>S</b>
Town Health Officer								<b>S</b>			<b>P</b>			
Town Clerk		<b>S</b>												<b>S</b>
Pawlet Sewer Dept			<b>S</b>											
Pound Keepers											<b>S</b>			
West Pawlet Fire Dept Auxillary						<b>S</b>								
Red Cross Shelter						<b>P</b>								
Granville Rescue					<b>S</b>			<b>P</b>	<b>S</b>	<b>S</b>				
Vermont State Police									<b>P</b>				<b>P</b>	
VT Agency of Transportation			<b>S</b>											
VT State HazMat Team										<b>S</b>				
Emergency Management Director	<b>S</b>	<b>P</b>		<b>S</b>	<b>P</b>	<b>S</b>	<b>P</b>		<b>S</b>	<b>S</b>	<b>S</b>	<b>P</b>		<b>P</b>

**Figure 1 Functional Area Assignment Matrix**  
*P = Primary Agency*  
*S = Support Agency*

## **IX. Situation and Planning Assumptions**

### **A. Situation**

Pawlet (pop. 1477) is a mostly rural community located in the southwest corner of Rutland County. The town has two villages situated along state highways. Pawlet village is located at the intersection of VT 30 and VT 133 in the center of the town. West Pawlet village is located on VT 153 at the extreme western edge of the town and state adjacent to Granville, NY. Route 30 is the primary highway serving western Rutland County.

Emergency Services are provided by the Pawlet and West Pawlet Fire Departments, located in the two villages, Granville Rescue, and the Vermont State Police. The two fire departments generally respond simultaneously to major incidents. Mutual aid is organized via Washington County, NY dispatch.

Mettawee Community School is the the town's only school. It is located near the intersection of VT 30 and VT 153. The villages are home to small collections of homes and businesses. A handful of slate quarries are located along the western border of the town, as are a small number of industrial businesses that carry hazardous materials

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

- \* Flooding
- \* Structure or Wildfire
- \* Hazardous Materials release
- \* Slate accident
- \* Mass casualty Incident
- \* School Incident
- \* Severe Weather/Winter Storm

Accordingly, the situation is as follows:

1. The Town 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 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 Pawlet 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 **Pawlet** are:

- \* Flooding
- \* Structure or Wildfire
- \* Hazardous Materials release
- \* State accident
- \* Mass casualty Incident
- \* School Incident
- \* Severe Weather/Winter Storm

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

<b>AGENCY</b>		Flood	Fire or threat of fire	Winter Storm	Ice Storm	Power Outage	Infectious Disease	Animal/Plant Emergency	Mass Casualty Incident	Hazardous Materials Spill	Public Gathering	Civil Unrest	School Incident other than Fire	Other (Please Specify)	Other (Please Specify)
Road Crew		S		P	S										
Fire Departments		P	P	S	P	P			P	P	P		S		
Select Board		S		S	S	S					S	S			
Constables											S	P	P		
Health Officer							P	P							
Vermont State Police												P	P		
Granville Rescue			S						P	S			S		
Emergency Mgmt. Director		S	S	S	S	S	S	S	S	S	S	S	S		

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 *EOBP*.

### **Flood**

Flooding is the greatest hazard to Pawlet. Road damage due to flooding usually occurs on narrow and steep roadways, low-lying roads that follow a frequently flooded waterbody, or road segments near curves in the river. Areas of concern are Herrick Brook Road, Vermont Rt. 133, Pawlet and West Pawlet village centers, Vermont Rt. 149, Vermont 153, and Danby-Pawlet Road. Types of flooding problems are: road and bridge damage, culvert damage, shoulder damage, access problems and dangerous traveling conditions as well as structural flooding.

### **Fire**

Structure and forest fires are both possible in Pawlet. Pawlet has a great amount of forested land. Though most of the time events have been manageable, there are some forests at higher fire risks than others, like Haystack Mountain in the northern part of town. The risk for structure fires is high in Pawlet and West Pawlet because of the age of the housing stock. The highest risks areas are villages, where denser population could lead to a downtown fire.

### **Hazardous Materials Release**

Hazardous material releases may occur because of material storage or transportation spills. Route 30, a heavily traveled transportation route, presents the greatest likelihood of a release. The most dangerous intersection is Route 30 and Route 149 because of a critical sharp turn.

There are approx. 10 Tier II sites within Pawlet. Material stored at these sites include, LPG, gasoline, kerosene, fuel oil, and explosives. Three of the Tier II sites are on Route 49 in northwestern Pawlet. There are thirteen (13) agricultural facilities which store agricultural chemicals on site.

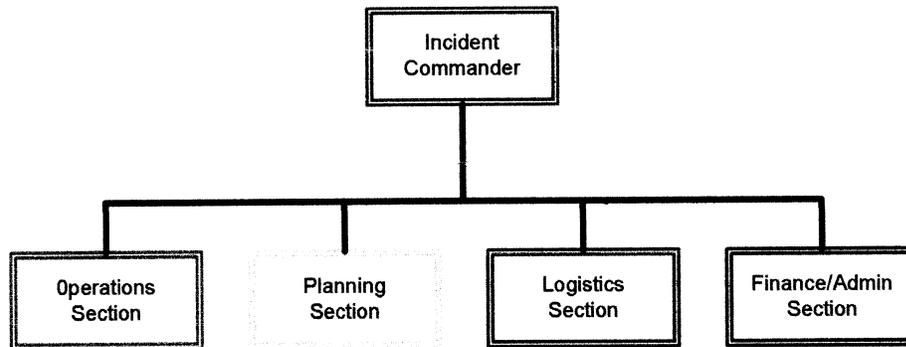
### **Winter / Ice Storm**

Winter storms frequently pass through this area. The town is prepared to handle snow and ice emergencies that are typical for the area. Downed trees and utility lines are the most common impacts. Green Mountain Power typically responds quickly to utility issues. The town's road crew handles clearing downed trees in a timely fashion. A large-scale winter storm or ice storm, though, would exceed the town's abilities.

## **X. 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 and Homeland Security (DEMHS), 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 **EOPP**.
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 **EOPP** addresses many types of hazards that may impact **Pawlet**. 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 **EOPP**. 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 emergency response activities, and, where applicable, activate the EOC. Alternatively the EOC may be activated by the EMD or at the request of a Select Board member to the EMD as outlined in Section D 3 below. In the event the EMD has activated the EOC the EMD will notify the Select Board, IC, Fire Chiefs, and the Highway Department Manager of same.

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 Pawlet 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 (e.g. Addison county field days, a concert, Rutland state fair, Essex county fair).

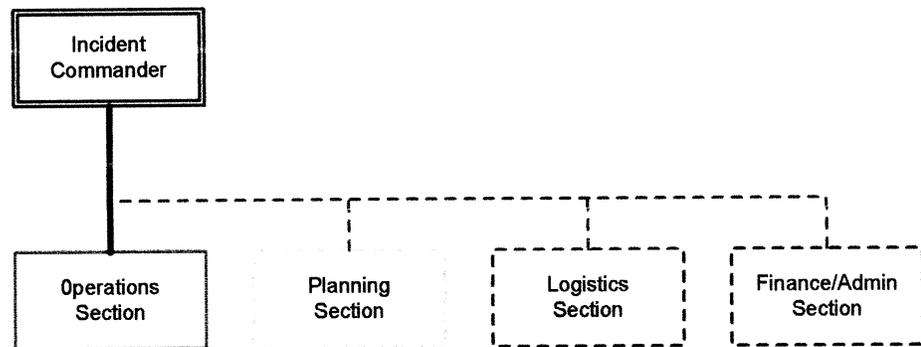
An incident stops when all response, mitigation and recovery activities are complete. This often depends on the magnitude of the event such as those listed previously. In most of those events in Vermont, the beginning and end of an incident is straightforward – a call comes in, a response organization 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**

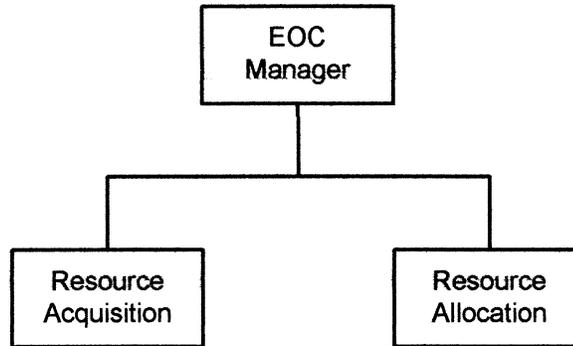
## 3. Emergency Operations Center (EOC)

The EOC can be activated by:

- 1) IC (eg, Fire Chief)
- 2) Emergency Management Director (EMD) or his/her designee
- 3) At the request of any member of the Select Board to the EMD.

**NOTE:** If the EOC is activated by the IC or EMD, the EMD must notify at least one Select Board member (the notified Select Board member can notify the other Select Board members).

Should an EOC be required, for most emergencies the EOC will be the **West Pawlet Fire Station**. In the event the Primary EOC is threatened, an alternate EOC may be activated by the Incident Commander, the EMD, or Select Board at the **Pawlet Fire Station** 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
- VILLAGE AREA HOUSE FIRE - The 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 "preplans" 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 rerouting. 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 EOPP. 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 and opening of the EOC to support the response. In Pawlet, there may not be enough personnel resources to establish an expanded ICS structure. In that case, the EOC will contact DEMHS 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 is slowly restored. The initial response may be led as indicated by the designation as shown in Figure 2 of this EOPP. 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 alternate sources of power, clearing access for power crews, etc.). This will likely require an expanded ICS structure and opening of the Pawlet EOC to support the response. In Pawlet, there are probably not enough personnel resources to establish an expanded ICS structure. In that case, the EOC will contact DEMHS 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 EOPP. 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 Department of Emergency Management and Homeland Security, 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 EOPP/EOC. The EMD will then activate the Local Emergency Operations Plan (LEOP).
4. Primary and support agency notification actions are described in detail under the agency's assigned FA component of the **EOPP**.
5. Upon initial notification each responding agency is responsible for conducting its own internal notifications.

## **F. Activation and Deployment**

1. The IC will designate the necessary elements of the incident command structure based upon the nature and scope of the event.
2. Should the resource coordination needed exceed the capability of the Incident Command Post (ICP), the IC will request that the local EOC be established. The Pawlet EOC will contact the State EOC for assistance or if time is of the essence the IC can contact the State EOC while the Pawlet EOC is becoming operational.

## **G. Continuity of Operations**

Continuity of Operations will be maintained in accordance with Administrative Appendix C, **Continuity of Operations** (to be added at a later date).

## **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 (when the Local EOC is not operational), 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 EMD. 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 DEMHS, 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 DEMHS, 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 DEMHS, 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.

## **XI. Plan Management**

### **A. Development**

1. The EMD will coordinate the development of this EOPP. 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 EOPP and LEOP.

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 an 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 EOPP 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 EOPP.

## **C. 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) 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.

## **XII. Authorities and References**

### **A. Statutes and Regulations**

1. Title 20, VSA, Internal Security and Public Safety, 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.

### **B. References**

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

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, Framework*, January 2008.
3. *The Local Emergency Management Director's Program Manual*, May 2012
4. *Vermont State Emergency Operations Plan*, December 6, 2013
5. *National Incident Management, System*, December 2008.
6. *Developing and Maintaining Emergency Operations Plans, Version 2.0*, November 2010

## **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

**ARC** - American Red Cross  
**ARES** - Amateur Radio Emergency Services  
**CERT** - Community Emergency Response Team  
**COG** - Continuity of Government Plan  
**COOP** - Continuity of Operations Plan  
**DEMHS (VT)** - Division of Emergency Management and Homeland Security  
**DHS** - Department of Homeland Security (Federal)  
**DPS (VT)** - Department of Public Safety  
**EAS** - Emergency Alert System  
**EMD** - Emergency Management Director  
**EMS** - Emergency Medical Services  
**EOC** - Emergency Operations Center  
**EOP** - Emergency Operations Plan  
**EPA** - Environmental Protection Agency  
**EPCRA** - Emergency Planning and Community Right-to-Know Act  
**FEMA** - Federal Emergency Management Agency  
**HAZMAT** - Hazardous Material  
**IAP** - Incident Action Plan  
**IC** - Incident Commander  
**ICS** - Incident Command System  
**ICT (VT)** - Incident Coordination Team  
**JIC** - Joint Information Center  
**LEOC** - Local Emergency Operations Center  
**LEOP** - Local Emergency Operations Plan; also referred to as the "Local Template".  
**LEPC** - Local Emergency Planning Committee  
**MAA** - Mutual Aid Agreements  
**NIMS** - National Incident Management System  
**NOAA** - National Oceanic and Atmospheric Administration  
**NWS** - National Weather Service  
**PDA** - Preliminary Damage Assessment  
**PIO** - Public Information Officer  
**PPE** - Personal Protective Equipment  
**RPC** - Regional Planning Commission  
**RRP** - Rapid Response Plan  
**SCO** - State Coordinating Officer  
**SDO** - Supervisory Duty Officer  
**SEOC** - State Emergency Operations Center  
**SEOP** - State Emergency Operations Plan  
**SERC** - State Emergency Response Commission  
**SOG** - Standard Operating Guidelines  
**SOPs** - Standard Operating Procedures  
**VEPARDS** - Vermont Emergency Planning & Response Database System  
**VOAD** - Voluntary Organizations Active in Disasters  
**VSP** - Vermont State Police  
**VTHMRT** - Vermont Hazardous Materials Response Team  
**VTANG** - Vermont Air National Guard  
**VTNG** - Vermont National Guard

## B. Terms and Definitions

**Catastrophic Disaster** – For the purposes of this plan, a catastrophic disaster is defined as an event that results in large numbers of deaths and injuries; causes extensive damage or destruction to facilities that provide and sustain human needs; produces an overwhelming demand on state and local response

resources and mechanisms; causes a severe long term effect on general economic activity; and severely affects state, local, and private sector capabilities to begin and sustain response activities.

**Civil Preparedness Guide (CPG)** – A FEMA Publication which provides guidance to state and Local Emergency Preparedness Directors and others with emergency responsibilities. .

**Continuity of Government (COG)** – Efforts to maintain the governmental body and identify emergency delegation of authority in accordance with applicable laws, during emergencies or disasters. COG planning ensures continued line of governmental authority and responsibility.

**Continuity of Operations (COOP)** – Efforts in which individual departments and agencies ensure the continuance of essential functions/services during emergencies or disasters. COOP also includes activities involved with relocation to alternate facilities.

**Continuity of Operations (COOP) Plan** – A contingency plan that provides for the deliberate and planned deployment of pre-identified and trained personnel, equipment and supplies to a specific emergency relocation site and/or the transfer of essential functions to another department, agency or organization.

**Critical Incident Stress Debriefing Team (CISD)** – CISD is counseling and educational group process designed specifically for emergency response workers to mitigate the impact of a critical incident on personnel and to accelerate recovery in normal people experiencing normal reactions to totally abnormal events.

**Damage Assessment (DA)** – The conduct of on the scene surveys following any disaster to determine the amount of loss or damage caused by the incident. Extent of damage is assessed in all types of disasters such as flash flood, tornado, winter storm, hurricane, nuclear power incident and chemical explosion.

**Decontamination** – The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing the hazardous material.

**Disaster** – An event that creates an inability to provide critical functions/services for a significant period of time. Normally this is a widespread event causing destruction and distress; however, while this may include a large-scale event, as in a “natural disaster”, a localized event may present sufficient impact to a jurisdiction to be classified as a disaster.

**Distribution Centers** – Facilities operated by local governments, local churches, community-based organizations and voluntary agencies for providing donated goods directly to disaster victims.

**Emergency** – An unexpected situation or event, which places life and/or property in danger and requires an immediate response to protect life and property. Any occasion or instance in which the Governor determines that state assistance is needed to supplement local response efforts and capabilities to save lives and protect property and public health and safety, or to lessen or avert the threat or impact of a catastrophe in any part of the State.

**Emergency Alert System (EAS)** – A voluntary network of broadcast stations and inter-connecting facilities, which have been authorized by the Federal Communications Commission (FCC) to disseminate information during an emergency, as provided by the Emergency Alert System plan. EAS is made up of AM, FM, and TV Broadcast Stations and non-governmental electronic communications operating in a voluntary organized manner during natural/man-made emergencies or disasters at national, state or local levels.

**Emergency Management (EM)** – A system of organized analysis, planning, decision-making, assignment, and coordination of available resources for the mitigation of preparedness for, response to or recovery from major community-wide emergencies. Refer to local and state emergency legislation.

**Emergency Management Director/Coordinator** – The individual who is directly responsible on a day-to-day basis for the jurisdictions effort to develop a capability for coordinated response and recovery from the effects of disaster.

**Emergency Medical Services (EMS)** – Local medical response teams, usually rescue squads or local ambulance services, which provide medical services during a disaster.

**Emergency Operations Center (EOC)** – A protected site from which government officials and emergency response personnel exercise direction and control in an emergency. The Emergency Communications Center (ECC) is normally an essential part of the EOC.

**Emergency Operations Plan (EOP)** – An all-hazards document, which briefly, clearly, and concisely specifies actions to be taken or instructions to be given in the event of natural disasters, technological accidents, or nuclear attack. The plan identifies authorities, relationships, and the coordinated actions to be taken based on predetermined assumptions, objectives, and existing capabilities.

**Emergency Public Information (EPI)** – Information disseminated to the public primarily in anticipation of an emergency, or at the actual time of an emergency as a means of warning the public of impending danger and/or to provide instruction as to emergency preparedness action to be taken.

**Environment** – Water, air, and land, and the interrelationship, which exists among and between them and all living things.

**Evacuation** – Relocation of civilian population to safe areas when disaster, emergencies or threats thereof necessitate such action.

**Exercise** – Maneuver or simulated emergency condition involving planning, preparation, and execution; carried out for the purpose of testing, evaluating, planning, developing, training, and/or demonstrating emergency management systems and individual components and capabilities, to identify areas of strength and weakness for improvement of emergency plan (EOP).

**Functional Areas of Responsibility** – Numerous ESFs are tasked with the responsibility of providing a variety of essential services/functions during emergencies/disaster in support of local response operations. Each of the ESFs should identify those areas of responsibility within their portion of the local EOP. The ESFs should identify the services/functions provided (e.g., traffic control, disaster relief services), and the department/agency responsible for providing those services/functions, and the primary tasks/activities associated with the particular service/function (e.g., coordinate the provision of temporary housing assistance). If an ESF has developed a team structure to provide those services the team(s) should be identified. However, the composition and specific of the team(s) should be addressed in an SOP/SOG for each essential service/function identified. Any specialized teams (i.e., Search and Rescue teams, EOD, etc.) are to be addressed in the section of the ESF template labeled Specialized Units/Teams.

**Governors Authorized Representative (GAR)** – The representative (usually the Director of Emergency Management) of the Governor who coordinates the state response and recovery activities with those of the Federal Government.

**Hazard** – Any situation that has the potential for causing damage to life, property, and the environment.

**Hazard Analysis** – A process used by emergency managers to identify and analyze crisis potential and consequences.

**Hazardous Material (HazMat)** – A hazard material is any substance or material, which may pose an unreasonable risk to safety, health or property.

**Hazardous Waste** – Materials declared by the U.S. Environmental Protection Agency (EPA) to be toxic, corrosive, ignitable or chemically reactive.

**Incident Action Plan** – The plan that is usually prepared at the beginning of each operational period that contains general control objectives reflecting the overall operational strategy and specific action plans for the next operational period.

**Incident Command Post** – The Incident Command Post is the location where primary command functions are made. This may be the Emergency Operations Center (EOC), Disaster Field Office (DFO), or Logistical Staging area. As command function transfers so does the Incident Command Post (ICP).

**Incident Command System (ICS)** – An Incident Command System is a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for management of assigned resources to effectively direct and control the response to an incident. The structure can be expanded, as situation requires larger resource, without requiring new, reorganized command structure.

**Joint Information Center (JIC)** – A combined public information office that serves two or more levels of government or federal, state, local agencies.

**Joint Operations Center (JOC)** – A centralized operations center established by the FBI Field Office during terrorism-related incidents to provide a single point of direction, control, and coordination for emergency response operations. The JOC resolves conflicts in prioritization of resource allocations involving federal assets.

**Local Emergency Management Director/Coordinator** – The local government official responsible for the emergency management program at the local level, county or municipal.

**Local Emergency Planning Committee (LEPC)** – A committee appointed by the State Emergency Response Commission (SERC), as required by SARA Title III, to formulate a comprehensive emergency plan to deal with hazardous materials within its jurisdiction.

**Local Government** – A political subdivision of the State that is usually at the County or municipal levels.

**Major Disaster** – As defined under P.L. 93-288, any natural catastrophe, (including any hurricane, tornado, storm, flood, high water, wind-driven water tidal wave, tsunami, earthquake, volcanic eruption, landslide, mud slide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

**Mass Care** – Efforts to provide shelter, feeding, water, first aid and distribution of relief supplies following a catastrophic or significant natural disaster or other event to disaster victims.

**Memorandum of Agreement/Understanding (MOA/MOU)** – A document negotiated between organizations or legal jurisdictions for mutual aid and assistance in times of need. A MOA/MOU must contain such information as who pays for expense of operations (financial considerations), the party that will be liable for personal or property injury or destruction during response operations (liability considerations), and appropriate statements of non-competition of government resources with private enterprise (commercial considerations).

**Mitigation** – Mitigation 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 mitigation examples include flood plain management, and public education programs. Mitigation seeks to prevent disasters and to reduce the vulnerability of people to disasters that may strike. Hazard mitigation should follow all disasters.

**Mobilization** – The rapid assembly, procurement, production or deployment of resources to meet the requirements of a disaster/emergency situation including war.

**Multi-Hazard** – A functional approach to planning, which treats the numerous emergency management requirements that are present in any disaster situation as common functions. This reveals a broad base foundation of recurring disaster tasks that are common to most disasters. In this manner, planning which concerns an application of the recurring tasks can be used in response to any emergency.

**Mutual Aid Agreement** – A Mutual Aid Agreement is a formal or informal understanding between jurisdictions pledging the exchange of emergency or disaster assistance.

**National Flood Insurance Program (NFIP)** – The National Flood Insurance Program is a federal program to provide flood insurance coverage in those communities, which enact and enforce floodplain management regulations.

**National Hurricane Center (NHC)** – A federal tracking center that forecasts and plots the formation and movement of tropical storms. It also alerts appropriate areas of the danger.

**National Warning System (NAWAS)** – The federal warning system, used to disseminate warnings of imminent natural disaster or enemy attack to a regional warning system, which passes to the State warning points for action.

**National Weather Service (NWS)** – A federal agency tasked with forecasting weather and providing appropriate warning of imminent natural disaster such as hurricanes, tornadoes, tropical storms, etc.

**Operational Period** – A period of time set for execution of operational actions specified in the Incident Action Plan. Traditionally these periods are initially 12 to 24 hours in length. As the incident winds down, they may cover longer periods of activity.

**Preliminary Damage Assessment (PDA)** – An assessment of damage taken immediately following a disaster or potential disaster. Emphasis is on high-level infrastructure such as roads and power production.

**Preparedness** – Preparedness 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.

**Primary Agency** – The Primary Agency is an agency, organization or group designated as an ESF primary agency serves as the executive agent under the local EOP to accomplish the assigned ESF Mission. Such a designation is based on that agency having performed that function on a day-to-day basis or by direction of a statutory mandate and/or regulatory requirements. Certain ESFs may have more than one agency designated in which cases they would be identified as “co-primary” agencies.

**Public Information Officer (PIO)** – The person tasked with preparing all information for dissemination to the media or to the public.

**Recovery** – 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.

**Release** – Any spilling, leaking, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposing into the environment (including abandonment or discarding barrels, containers, and other closed receptacles) of any Hazardous Chemical, Extremely Hazardous Substance, or CERCLA Hazardous Substance.

**Resource Agencies, Organizations or Groups** – Other agencies, organizations, groups, and individuals, not assigned as primary or support to an ESF may have authorities, expertise, capabilities, or resources required for disaster operations. Those agencies, organizations, groups or SMEs may be requested to participate in planning and operations activities, designate staff to serve as representatives to the ESF, and/or provide services and resources. (Resources provide personnel and/or stuff (equipment, resources or supplies)).

**Response** – Response is the actual provision of emergency services during a disaster. These activities can reduce casualties, limit damage, and help to speed recovery. Response activities include directing emergency operations, evacuation, shelter, and other protective measures.

**Shelter** – A facility to house, feed, and care for persons evacuated from a risk area for periods of one or more days. For the risk areas the primary shelter and the reception center are usually located in the same facility.

**Staging Area (SA)** – A pre-selected location having large parking areas such as a major shopping area, schools, etc. The SA is a base for the assembly of personnel and equipment and resources during response operations. A SA can also serve as an area for assembling people to be moved by public transportation to host jurisdictions and a debarking area for returning evacuees.

**Standard Operating Guide (SOG)** – A SOG is a complete reference document focused on the collection of actions and activities established to accomplish one or more functions. The document user is afforded varying degrees of latitude in accomplishing functional actions or activities. As necessary, SOGs can be supported by one or more standard operation procedures (SOPs).

**Standard Operating Procedures (SOP)** – A SOP is an instructional document constituting a directive that provides prescriptive steps towards accomplishing a specified action or task. SOPs can supplement SOGs by detailing and specifying how assigned tasks are to be carried out.

**Support Agency** – An agency, organization or group that provides an essential function or service critical to the ESF and has a requirement in the decision process for the conduct of the operation using its authorities and determines priorities in providing cognizant expertise, capabilities, and resources.

**Task Force** – A group of resources with shared communication and leader. It may be pre-established and sent to an incident or it may be created at the incident.

**Terrorism** – The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Domestic terrorism involves groups or individuals who are based and operate entirely within the United States and U.S. territories without foreign direction and whose acts are directed at elements of the U.S. government or population.

**Unified Command** – A team that allows all agencies (with geographical or functional responsibility for the incident) to co-manage an incident through a common set of objectives and strategies. Agencies' accountability, responsibilities, and authorities remain intact.

**Vital Records** – Records or documents, for legal, regulatory, or operational reasons, cannot be irretrievably lost or damaged without materially impairing the organization's ability to conduct business or provide essential services.

**Vulnerability** – Susceptibility to a physical injury or attack. Vulnerability refers to the susceptibility to hazards.

**Vulnerability Analysis** – A Vulnerability Analysis is a determination of possible hazards that may cause harm. Should be a systemic approach used to analyze the effectiveness of the overall (current or proposed) emergency management, emergency services, security, and safety systems at a particular facility or within a jurisdiction.

**Weapon of Mass Destruction** – Any destructive device as defined in 18 USC 921; any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors; any weapon involving a disease organism; or any weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a). In 18 USC 921, a destructive device is defined, with certain exceptions, to mean any explosive, incendiary, or poison gas, bomb, grenade, or rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounce, or a mine, or a device similar to the above; any type of weapon by whatever name known that will, or that may be readily converted to, expel a projectile by the action of an explosive or other propellant, and that has any barrel with a bore of more 0.5 inch in diameter; any combination of parts either designed or intended for use in converting any device into any destructive device described above and from which a destructive device may be readily assembled.

**Hazard Analysis and Assessment :**

Hazard	Probability	Frequency	Severity	Risk Factor	Human	Property	Business	Potential Damage	Total Vulnerability
	(P/F)*S=RF				H+P+B=PD				RF/PD = V
Severe Weather	2	2	5	5.00	3	4	3	10.00	50%
Tropical Storm	2	2	4	4.00	3	4	2	9.00	44%
Cyber Attack/Virus	1	1	1	1.00	1	1	3	5.00	20%
Building Fire	3	1	4	12.00	4	5	5	14.00	86%
Hurricane - Minor	1	1	4	4.00	3	4	4	11.00	36%
Tornado	1	1	1	1.00	1	2	2	5.00	20%
Workplace Violence	1	1	1	1.00	1	1	1	3.00	33%
Health Hazard/Disease	1	1	1	1.00	1	1	1	3.00	33%
Building System Failure	1	1	3	3.00	2	3	3	8.00	38%
Flooding	4	3	5	6.67	3	4	4	11.00	61%
Hazmat Release	1	1	2	2.00	1	2	2	5.00	40%
Bomb Threat	1	1	1	1.00	1	1	1	3.00	33%
Terrorist Threat	1	1	1	1.00	1	1	1	3.00	33%
Hurricane - Major	1	1	4	4.00	3	5	4	12.00	33%
Explosion	1	1	4	4.00	2	4	3	9.00	44%
Terrorist Event - WMD	1	1	1	1.00	1	1	1	3.00	33%
Aircraft Accident	1	1	4	4.00	2	4	3	9.00	44%
Civil Disturbance	1	1	1	1.00	1	1	1	3.00	33%
Nuclear Attack	1	1	1	1.00	5	5	5	15.00	7%

SCALE	
Low	1
Below Average	2
Average	3
Above Average	4
High	5

SCALE	
Low	1
Average	2
High	3
Extensive	4
Catastrophic	5

Local Situation Report See DEMHS (<http://vem.vermont.gov/>), Local and State Plans, Local Situation Report.

**RECORD of REVISIONS and CHANGES**

Emergency Operations Policies and Procedures  
 Emergency Operations Base Plan and LEOP

March 30, 2015  
 March 30, 2015