

2025 Town of Leesburg Emergency Operations Plan



This page left intentionally blank

Contents

- Section 1: Basic Plan 1
 - Introduction 1
 - Forward 1
 - Plan Development, Maintenance and Distribution 3
 - Authorities and Reference 3
 - Victim Services Reporting 4
 - Record of Changes 5
 - Purpose..... 6
 - Scope 6
 - Inclusive Emergency Planning 6
 - Community Overview..... 8
 - Hazards 9
 - Planning Assumptions 11
 - Concept of Operations 12
 - Organization and Assignment of Responsibility 15
 - Town Council..... 15
 - Director of Emergency Management 15
 - Emergency Management & Security Coordinator 16
 - Town Government Departments 17
 - Emergency Management Advisory Committee (EMAC)..... 17
 - Emergency Coordination Hub (ECH) 17
 - Residents 18
 - Private Sector 18
- Section 2: Command and Coordination 19
 - ECH Operations 19
 - Emergency Declaration 22
 - Information Collection, Analysis and Dissemination 23
 - Communications 23
 - Internal..... 23
 - External 23
 - System Failure 24
 - Resource Management..... 24
 - Preparedness 24
 - Resource Identifying and Typing..... 24
 - Planning for Resources 25

During an Event.....	25
Mutual Aid.....	27
Training and Exercise	29
Improvement Planning.....	29
Section 3: FEMA Lifelines	30
Introduction	30
Section 4. Incident Specific Annexes.....	31
Glossary of Acronyms	32

Section 1: Basic Plan

Introduction

Forward

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 This version supersedes any previous plans and will remain in full effect until updated or rescinded.

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

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

The Town of
**Leesburg,
Virginia**

PRESENTED: June 10, 2025

RESOLUTION NO. 2025-089

ADOPTED: June 10, 2025

A RESOLUTION: ADOPTION OF THE UPDATED 2025 TOWN OF LEESBURG
EMERGENCY OPERATIONS PLAN

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

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


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

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

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

1. Adopts the 2025 Town of Leesburg Emergency Operations Plan.

PASSED this 10th day of June 2025.



Kelly Burk, Mayor
Town of Leesburg

ATTEST:



Clerk of Council

Plan Development, Maintenance and Distribution

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

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

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

Authorities and Reference

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

Authorities:

- Federal
 - Disaster Mitigation Act of 2000, Public Law 106-390
 - Homeland Security Act of 2002, 6 U.S.C. 101, et seq., as amended
 - Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003
 - Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
 - Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295
 - Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
 - Emergency Management and Assistance, “Code of Federal Regulations, Title 44.
- Commonwealth
 - Commonwealth of Virginia Emergency Services and Disaster Law of 2000,” Sections 44-146.13 to 44-146.28:1 Code of Virginia, as amended.
 - Commonwealth of Virginia, Office of the Governor, Executive Order One Hundred and Two (2005), Adoption of the National Incident Management System and Use of the National Preparedness Goal for Preventing, Responding to and Recovery from Crisis Events in the Commonwealth
 - Commonwealth of Virginia, Office of the Governor, Executive Order Number Sixty-Five (2004), Promulgation of the Commonwealth of Virginia Emergency Operations Plan
- Local

- Town Code of Leesburg Virginia, Part II, Chapter 12 Emergency Management and Emergency Services

References:

- Federal
 - Homeland Security Exercise and Evaluation Program (HSEEP), January 2020
 - National Incident Management System, Third Edition, October 2017
 - National Preparedness Goal, Second Edition, September 2015
 - National Response Framework, Fourth Edition, October 2019
 - Comprehensive Preparedness Guide 101, Third Version, September 2021
- State
 - Commonwealth of Virginia Emergency Operations Plan (COVEOP)
- Local
 - Leesburg Executive Airport Emergency Plan
 - Loudoun County Emergency Operations Plan
 - Thomas Balch Library Disaster Plan
 - Town of Leesburg Drought Assessment and Emergency Water Supply Response Plan
 - Town of Leesburg Records Emergency Action Plan
 - Town of Leesburg Water System Emergency Response Plan

Victim Services Reporting

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

Record of Changes

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

Revision	Revision Date	Summary of Revision	Revised By
1	8/2021	Complete revision of all sections	J. Dame
2	1/2025	Complete revision and update of all sections. Addition of minority and vulnerable populations section, ECH structure, ECH activation, and county ESFs.	Amy Cornell-Titcomb

Table 1: Record of changes

Purpose

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

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

Scope

The Emergency Operations Plan is an all hazards, multi-discipline plan focused on ensuring a coordinated and effective response through the use of a hybrid approach utilizing traditional Incident Command System (ICS) and an Incident Support model. Town staff are assigned to a function based on the knowledge, skills, and abilities they possess in their day-to-day roles that extend to supporting emergency response. The plan adheres to the tenets of the National Response Framework (NRF) and the National Incident Management System (NIMS) to ensure horizontal and vertical integration during response efforts.

This plan may be enacted with or without a declared local emergency and applies to all departments and support departments identified within the Emergency Coordination Hub (ECH) and any other partner agencies deemed necessary by the Director of Emergency Management.

Inclusive Emergency Planning

Minority and vulnerable communities have been shown to experience a higher likelihood of bearing a disproportionate risk of physical harm caused by emergencies or disasters and often have challenges in accessing the resources needed to adequately prepare for emergencies or disasters or recover physical, mentally, and economically after an incident.

The Town of Leesburg recognizes varying and different service requirements for those in the minority and vulnerable populations and is committed to ensuring that service needs are met to the best extent possible. To ensure equitable treatment and access to disaster related services to the minority and vulnerable communities before, during and following any type of emergency or disaster, the Town recognizes the following tenets as planning and response factors.

- No One-Size-Fits-All: Each individual within the community is unique and will have varying needs based on the emergency. There will be many different types of needs within the community. Preparations should be made for people with a variety of needs, including access and functional needs, limited English proficiency, seniors, families with

young children, etc.

- **Equal Opportunity:** All individuals have the same opportunities to benefit from emergency programs, services, and activities. Emergency recovery services and programs should be designed to provide equivalent choices for the entire community. This includes choices relating to short-term housing or other short- and long-term disaster support services.
- **Preparedness:** The inclusion of minority and vulnerable populations within various types of planning, training, and evaluation of programs and services will ensure that all needs are given appropriate consideration.
- **Integration:** Emergency programs, services, and activities typically must be provided in an integrated setting. The provision of services such as sheltering, information intake for disaster services, and short-term housing in integrated settings should account for the needs of the vulnerable and minority populations while keeping people connected to their support system and caregivers to avoid the need for disparate service facilities where possible.
- **Equity:** Recognizing that all individuals will be affected differently, adjustments will likely be needed to emergency programs, services, and activities to provide fair and equal access to the entire community. Accommodations may apply to emergency preparedness, notification of emergencies, evacuation, transportation, communication, shelter, distribution of supplies, food, first aid, medical care, housing, and application for and distribution of benefits.
- **Effective Communication:** Individuals within the minority and vulnerable populations must be given information that is comparable in content and detail to that given to the general public. It must also be accessible, understandable, and timely. Auxiliary aids and services may be needed to ensure effective communication. These resources may include but are not limited to; pen and paper, translation services, sign language interpreters; and interpretation aids for people who are deaf, deaf-blind, hard of hearing or have speech impairments.
- **Program Modifications:** Individuals within the minority and vulnerable populations must have equal access to emergency programs and services. Service staff may need to change the way questions are asked, provide aid to complete forms, and make additional accommodations where possible.
- **No Charge:** Any individual who requires extra services, resources, or varying accommodations may not be charged to cover the costs of measures necessary to ensure equal access and nondiscriminatory treatment.

Specific outreach before, during, and after disasters focused on processes and resources is a critical step for ensuring that the needs of the minority and vulnerable populations are identified and addressed to the best extent possible. This outreach will occur in the different phases of emergency management as outlined below. The minority and vulnerable populations include the following, but are not limited to:

- People who belong to underserved communities

- People residing in neighborhoods with the highest levels of vulnerability as determined by the Social Vulnerability Index
- Seniors
- People with access and functional needs
- People experiencing or at risk of homelessness
- People with limited English proficiency
- Families with small children

Preparedness:

1. Conduct community outreach and engagement tailored to the different groups within the community.
2. Use community engagement to build relationships with nongovernmental organizations, faith-based groups, and other community leaders to help build resilience within the minority and vulnerable communities.
3. Establish an advisory committee and ensure representation from the minority and vulnerable populations to address equity in plans and procedures.
4. Planning and Procedures
 - a. Evacuation plans specific to the Town and fall under the guidance of the County will be established with contingency plans identifying the resources needed to serve the minority and vulnerable communities.
5. Incorporate members from the minority and vulnerable communities into Town exercises.

Response:

1. Resource allocation with a focus on equitable service to everyone in the community.
2. Tailor communication needs to include these communities.

Recovery:

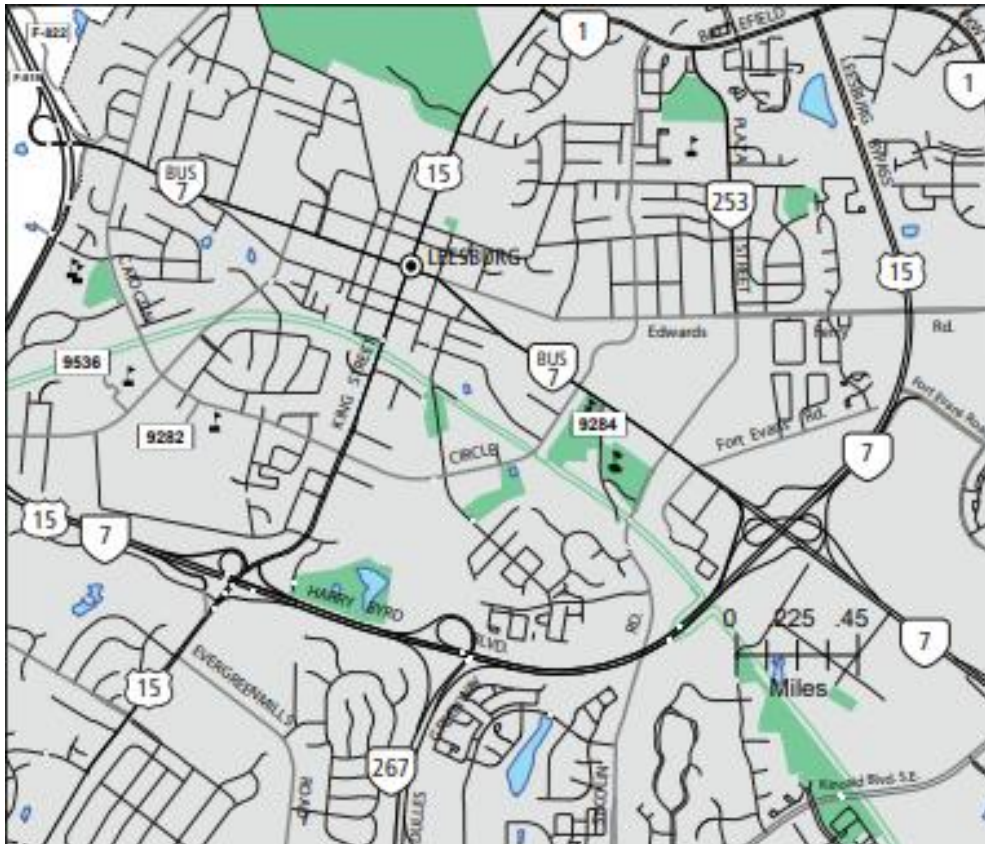
1. Determine resource allocation to include the whole community.
2. Identify the vulnerable populations that are least resilient and ensure the necessary resources are being provided to these communities.
3. Ensure the required resources are openly accessible for the minority and vulnerable communities.

Community Overview

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

The Town has experienced rapid growth since the early 2000's. According to U.S. Census data, the population was 42,643 in 2010 and now stands at 48,465 residents according to the 2020 National US Census, marking a nearly 28% increase and making Leesburg the most populated town in the Commonwealth of Virginia. Population per square mile has increased from 2,440 to

3,440. There are 16,392 households with approximately 3 persons in each household. The median home price is \$ 617,700 and median mortgage of \$ 2,965 per month. Based on 2019 American Community Survey 5-year estimates, the Town’s population is 63.8% white, 17.2% Hispanic or Latino, 8.0% Asian, 7.5% Black and 4.4% bi-racial. Approximately 9.8% are over the age of 65 years old and 6.2% under the age of 65 are living with a disability. Nearly 22% of residents are foreign born persons and 27.5% report speaking a language other than English at home.



Graphic 1: Major Roadways in Leesburg

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

- US Route 15, a prominent North-South roadway
- Virginia Route 7, an East-West roadway
- Route 15/7 bypass funneling traffic around the historic downtown area
- Dulles Greenway providing toll access to all points east and terminating in Leesburg

Hazards

The Town participates in the regional development of the Northern Virginia Hazard Mitigation Plan. The plan was last updated in 2022. This plan meets statutory requirements of the Disaster Mitigation Act of 2000 and emphasizes reducing or eliminating long-term risks to people and property from hazards and their effects. The following hazard ranks were identified in the 2022 plan update.

High	Medium	Medium-Low
Flood High Winds / Severe Storms Tornado Winter Weather	Dam Failure Earthquake Drought Extreme Temperatures	Wildfire Karst/sink hole Landslide

Table 2: Hazards identified in the Northern Virginia Hazard Mitigation Plan 2022

Since 2014, the Town has participated in the Loudoun County Threat and Hazard Risk Assessment (THIRA). The THIRA is a risk assessment of hazards and threats that pose a significant risk to the community and is conducted every four years. The THIRA was recently updated in 2022. The purpose of the THIRA is to:

- Determine plausible and significant community threats and hazards in order to assess risks through subject matter expertise
- Provide a detailed analysis of the potential impacts the threats and hazards would have on the community
- Evaluate resource capabilities that are available to the community and/or could be obtained through mutual aid, business processes, or procurement of new resources across 5 mission areas: Prevention, Protection, Mitigation, Response, and Recovery

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

Natural	Human Caused
Hurricane/Tropical Storm Earthquake Flooding	Active Violence Cyber Attack

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

Planning Assumptions

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

Concept of Operations

The Emergency Operations Plan is the playbook utilized by the Town to respond to events of high complexity or significant impact. The Emergency Management & Security Coordinator is responsible for maintaining comprehensive situational awareness of all incidents that may increase in complexity and impact. Below is a framework of incident complexity which was adapted from the Federal Emergency Management Agency Incident Complexity Guide and is provided for reference.

The table shows that incidents can be typed based on complexity and this aids in decision making about resource requirements.

Incident Type	Description
Type 5	<ul style="list-style-type: none"> • The incident can be handled with one or two single resources with up to six personnel. • Command and General Staff positions (other than the Incident Commander) are not activated. • No written Incident Action Plan (IAP) is required. • The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.
Type 4	<ul style="list-style-type: none"> • Command staff and general staff functions are activated only if needed. • Several resources are required to mitigate the incident, including a Task Force or Strike Team. • The incident is usually limited to one operational period in the control phase. • The agency administrator may have briefings and ensure the complexity analysis and delegation of authority are updated. • No written Incident Action Plan (IAP) is required but a documented operational briefing will be completed for all incoming resources. • The role of the agency administrator includes operational plans including objectives and priorities.
Type 3	<ul style="list-style-type: none"> • When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. • Some or all of the Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. • A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 IMT. • The incident may extend into multiple operational periods. • A written IAP may be required for each operational period.
Type 2	<ul style="list-style-type: none"> • This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or

	<p>national resources, to effectively manage the operations, command, and general staffing.</p> <ul style="list-style-type: none"> • Most or all of the Command and General Staff positions are filled. • A written IAP is required for each operational period. • Many of the functional units are needed and staffed. • Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). • The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
Type 1	<ul style="list-style-type: none"> • This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. • All Command and General Staff positions are activated. • Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. • Branches need to be established. • The agency administrator will have briefings and ensure that the complexity analysis and delegation of authority are updated. • Use of resource advisors at the incident base is recommended. • There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

Table 4: Incident Types and Complexity

When the Emergency Management Coordinator¹ becomes aware of an event that is increasing in complexity or community impact, the first step is to notify Town leadership if not already notified. The information provided in the notification will include the details surrounding the event to ensure awareness and to begin creating a common operating picture.

If, the event is of such scope or magnitude to require support from multiple Town departments, a recommendation to open the Town Emergency Coordination Hub (ECH) will be made to the Director of Emergency Management² by the Coordinator. This activation signals the shift to a centralized and coordinated response. The primary goal of the ECH is to coordinate response across all departments and to streamline response and recovery operations. This goal is achieved by setting overarching objectives, providing accurate and timely event specific information, and coordinating the deployment of resources required to stabilize the event. Departments will provide trained personnel to fill roles in the ECH to support field operations. Additionally, the Coordinator may recommend a declaration of local emergency to the Director. More detailed information regarding ECH Operations and Emergency Declaration can be found in the Direction, Control, and Coordination section.

As the incident objectives are met through coordination with field personnel, there will be a transition into recovery. Response personnel will be released from assignments and staff with skill sets in planning and restoration will be brought in to assist with recovery operations. The ECH will continue to operate in a recovery mode to coordinate the provision of disaster

¹ Emergency Management & Security Coordinator will be referred to as the Coordinator throughout the plan.
² Director of Emergency Management will be referred to as the Director throughout this plan.

assistance from local, federal and state partners and to assist with the development of a recovery plan. An important component of recovery operations will be to implement resilient practices to lessen future disaster impacts and foster rapid recovery should future incidents occur.

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

Organization and Assignment of Responsibility

This section identifies individuals and groups who have functional and/or operational responsibilities before, during, or after a significant event. The Director may engage any Town department and assign specific tasks or missions even if the department is not pre-identified in this EOP.

Town Council

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

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

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

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

Director of Emergency Management

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

- Declare a local emergency in response to an actual or impending incident
- Implement any applicable emergency plan and mutual aid agreements
- Control, restrict, allocate or regulate the use, sale, production and distribution of food, fuel, clothing and other commodities, materials, goods, services and resource systems which fall only within the Town
- Enter into contracts and incur obligations necessary to combat such threatened or actual disaster
- Protect the health and safety of persons and property and provide emergency assistance to the victims of such disaster
- Direct any Town employees to work at such hours and to perform such duties as are reasonably necessary to help protect and serve the public

- Order an emergency curfew
- Order the evacuation of areas of the Town. Evacuations may be enforced by any sworn law enforcement officer
- Provide support or cooperation for the county director of public health or the state health commissioner

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

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

Emergency Management & Security Coordinator

The Emergency Management & Security Coordinator is responsible for the day-to-day management of the comprehensive emergency management program.

During steady state the Coordinator:

- Develops comprehensive emergency management plans, maintains and reviews plans and procedures to support all phases of emergency management
- Ensures readiness of the ECH
- Works with all town departments in building their response capabilities, identifies gaps, and assists in closing those gaps Maintains awareness of Town resources and assists with the development of mutual aid agreements as required
- Provides training to educate personnel on their assigned roles and responsibilities
- Conducts exercises to test and refine plans and procedures
- Coordinates with local, state and federal agencies to increase preparedness
- Conducts public outreach to educate and prepare residents and businesses
- Responsible for managing department budget
- Develops and maintains Continuity of Operations Plan (COOP)

During an emergency the Coordinator:

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

Town Government Departments

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

Emergency Management Advisory Committee (EMAC)

- Provides strategic guidance and direction on the Town’s emergency management program
- Reviews plans, policies, and procedures
- Identifies additional planning, training, and exercise needs

Emergency Coordination Hub (ECH)

The Emergency Coordination Hub (ECH) was established based on the Town’s capabilities and objectives during an incident. The ECH represents a hybrid approach utilizing the traditional ICS system augmented by the Incident Support model. Based on how the Town operates and responds to different emergencies individual departments often “own” the incident and are supported by the Emergency Management & Security Coordinator, personnel from the Town Managers Office and other departments. The individual departments will run their Department Operations Center (DOC) and are supported by the Coordinator and personnel from Town Managers Office and other departments through the ECH. The purpose of the ECH is to maintain situational awareness, provide communication and regular updates to the Town Council, inform the community, and provide the needed resources both in personnel and equipment to complete incident objectives.

In the event that an incident exceeds the capabilities of a DOC the ECH would expand and assume additional responsibilities that would include resource management, procurement, allocation of resources, and coordination with additional partners to include Loudoun County, State, and Federal partners as needed based on the incident.

The lifelines within the Town of Leesburg enable the continuous operation of critical government services and are essential to the health and safety of the community.

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

- Provide trained personnel who are authorized to act on behalf of their department and are able to commit resources on behalf of their department to the ECH

- Maintain and report situational awareness regarding activities within the department's area of responsibility
- Notify the Emergency Management & Security Coordinator of any resource deficiencies and provide detailed resource request information
- Maintain documentation of all actions taken supporting incident response to include cost tracking procedures
- Lead pre-event planning efforts in conjunction with the Emergency Management & Security Coordinator to bolster preparedness efforts

Residents

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

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

Private Sector

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

Section 2: Command and Coordination

ECH Operations

The Town's Emergency Coordination Hub serves as the central hub for incident coordination and support, focusing on sharing incident information and centralizing allocation of resources. The ECH may operate in a physical location, virtual, or hybrid based on the incident. Regardless of the operation location technology is being developed that allows staff to collect, analyze, and report incident specific information and create a common operating picture. The Emergency Management & Security Coordinator is responsible for the readiness of the ECH.

Each department has identified what constitutes the varying ECH activation levels along with the notification process. Upon receiving notification of an incident or identifying a potential incident the Coordinator in coordination with the affected department Directors makes the recommendation to activate the ECH at one of three levels listed below depending on the size, scope and complexity of the event:

1. **Normal Operations:** Routine normal operations
2. **Monitoring:** Activation of representatives from key agencies to maintain situational awareness of an emerging or impending event
3. **Partial:** Activation
4. **Full:** Activation

If an activation is approved by the Director, the Coordinator notification will be sent to ECH personnel with the following information:

- Incident type
- ECH activation level
- ECH location/platform
- Personnel required
- Reporting time

The Coordinator will also ensure the following actions are completed:

Initial Activation

- Notify Loudoun County OEM of activation
- Determine platform that will be utilized during activation i.e., Teams, conference line

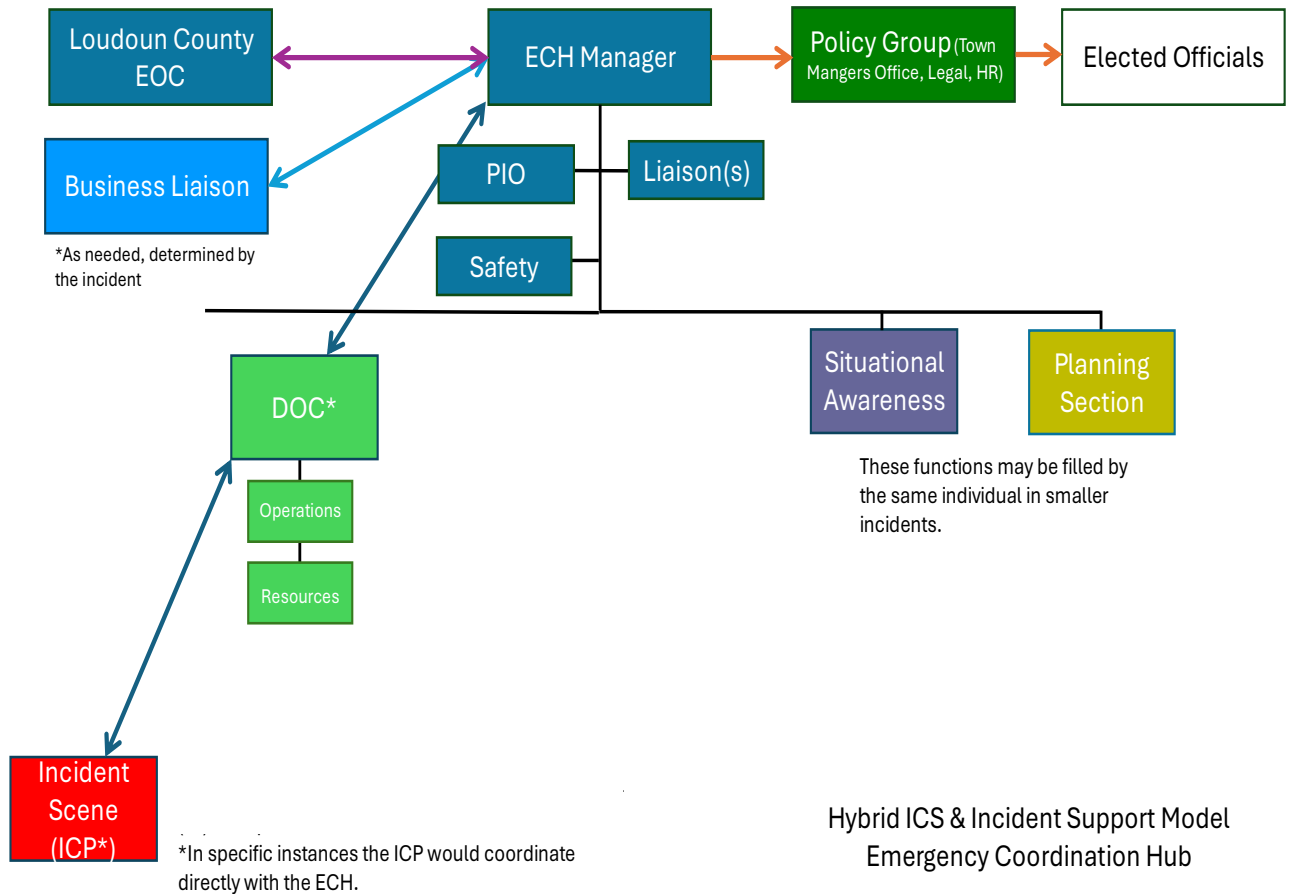
Post Initial Operational Period

- Create the initial incident action plan (IAP)
- Ensure appropriate staffing of all activated functions
- Provide Situation Reports (SitReps) to Town Managers Office and Loudoun County OEM

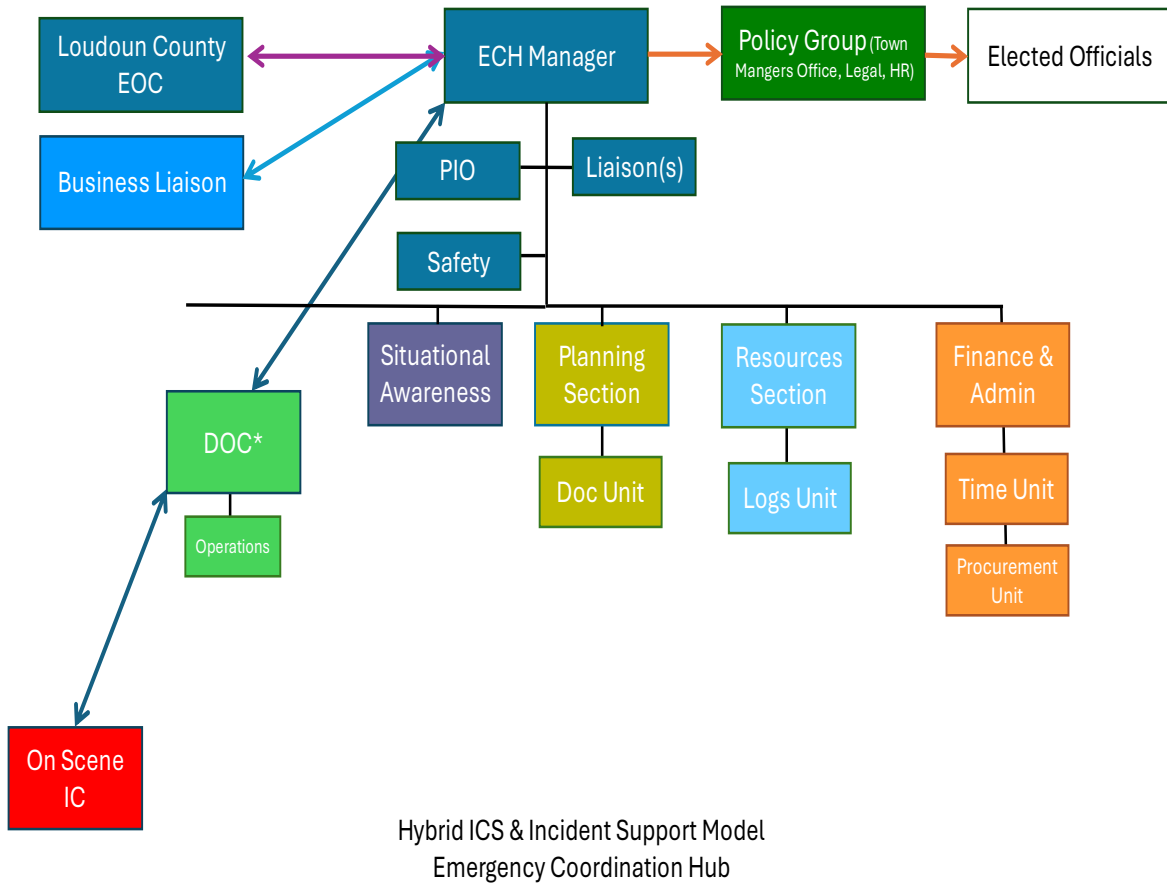
Operational periods in the ECH will not exceed 12 hours, and if 24-hour operations are warranted, two 12-hour shifts will be implemented. Personnel will be provided with adequate rest periods to ensure their safety and well-being.

Organizational Structure

The organizational structure utilizes a hybrid approach that allows the Town to meet its objectives based on its capabilities. The structure allows resolving the incident at the lowest possible organizational level. The structure also allows for complex issues to be tackled by groups with complementary skill sets, enhancing resolution through teamwork and collaboration. A graphical representation of the organization structure utilized during a significant event is below.



Graphic 2: ECH Partial Activation



Graphic 3: ECH Full Activation

ECH Operations

The backbone of ECH Operations revolves around a structured planning and information sharing process. The Town will utilize the FEMA “Planning P” process to facilitate a consistent approach to ECH operations. The process begins with the development and prioritization of strategic goals by the Director. The ECH manager reviews these goals with Command and General staff who work together to develop objectives to achieve the strategic goals. Each section is then briefed on the objectives. Tactical plans are developed within the operations section that address how the objectives will be met. These tactical plans are supported by the other sections within the ECH. The graphic below is taken from the Northern Virginia EOC Guide and provides a visual overview of the process flow during an ECH activation.

Briefings

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

- Situation overview/current situation
- Safety issues
- Work areas
- Communications procedures
- Personnel assignments
- Review current objectives, unmet resources and future actions
- Questions and answers
- Scheduling for the next meeting

Coordination with Loudoun County Office of Emergency Management

Loudoun County Office of Emergency Management as the Title 44 entity has the primary responsibility for some emergency management response to include sheltering, commodity distribution, debris removal, and other activities as identified. The Town will ensure coordination with the Loudoun County OEM and their Emergency Operations Center in the event of an emergency. To achieve coordination, the County may provide a liaison that may be deployed to the ECH to assist with information sharing and resource requests.

Emergency Declaration

The Emergency Management Director may declare a local emergency with the consent of the Town Council (council) in accordance with Section 12-3 of the Town Code and § 44-146.21 of the Code of Virginia. In the event the Council cannot convene due to the disaster or other exigent circumstances, the Director or successor³, may declare the existence of a local emergency, subject to confirmation by the council at its next regularly scheduled meeting or at a special meeting within 45 days of the declaration, whichever occurs first.

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

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

³ Successors identified on page 20.

Information Collection, Analysis and Dissemination

The Planning Section in the ECH will be responsible for collection, analysis, and dissemination of incident-specific information through a variety of mechanisms including situation status reports, briefings, email communication, maps, and graphics. Each department will be responsible for establishing the necessary communication and coordination mechanisms with partner organizations for information sharing and situational awareness.

During an activation of the ECH, a situation report will be developed and issued at the end of each operational period, or more frequently if necessary. Each department that is actively engaged in the response will gather and provide information to the planning section. The Planning section will be responsible for the analysis and development of a draft situation report that will be reviewed and approved by the ECH Manager prior to release.

Communications

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

Internal

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

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

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

External

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

- Media releases
- Updates to the Town's website
- Postings to the Town's social media sites, including Facebook, Twitter, Instagram and Nextdoor

- Information provided to the Leesburg Local Government Access cable TV channel
- Electronic alerts through the Alert Loudoun/Leesburg (Everbridge) notification system
- Access to Wireless Emergency Alerts (WEA) or the Emergency Alert System (EAS) coordinated through Loudoun County Emergency Management
- Mobile Electronic signboards, as available
- Public notices posted at Town facilities, time and circumstances permitting
- Announcements via public safety vehicles, time and circumstances permitting
- Door-to-door notification, time and circumstances permitting
- Press conferences and briefings

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

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

System Failure

In the event of town-wide communication system failure, physical locations have been identified that may be utilized to post public notices and/or station Town representatives to provide emergency information and assistance to residents. These locations can be found in the Crisis Communications Plan.

Resource Management

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

Preparedness

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

Resource Identifying and Typing

Resource typing definitions establish a common language for discussing resources and defining minimum capabilities for personnel, teams, facilities, equipment, and supplies. All Town

departments will maintain up-to-date resource inventories and work with the Emergency Management & Security Coordinator annually to type resources using the FEMA Resource Typing Library Tool. This preparation will allow the Town to stand ready to support mutual aid requests and ensure horizontal and vertical integration by responding to local, state and federal response agencies if resources need to be requested to support Town response operations.

Qualifying, Certifying, and Credentialing Personnel

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

Planning for Resources

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

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

Acquiring, Storing, and Inventorying Resources

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

During an Event

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

Identifying Requirements

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

Ordering and Acquiring

Field and ECH Personnel should work collaboratively to identify:

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

Once the information is known, ECH personnel may begin acquiring resources through the following sequential steps:

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

Mobilization

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

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

Resource Tracking

It is critical that resources requested to support Town response operations are tracked from the point of order until demobilization utilizing current processes. The ECH Resources Section will be responsible for the continuous tracking of all resources assigned to the incident if the ECH is fully activated. The DOC may assume this function if the ECH is partially activated. All requested resources will be provided with a reporting location and where equipment and personnel will be inventoried prior to being committed to response operations. The information gathered during the check-in process will be sent to the ECH or DOC for overall tracking.

Demobilization

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

- Rehabilitation
- Replenishment
- Disposal
- Returned to operational condition

Incident documentation will be updated to match the disposition identified in the check-out process.

Mutual Aid

Mutual Aid Agreements

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

Name	Participating Department	Purpose
Virginia Water/Wastewater Agency Response Network (VA WARN)	Utilities	Request resources, personnel, and equipment from other utilities
National Capital Region (NCR) Wastewater Agency Response Network (WARN)	Utilities	Request resources, personnel, and equipment from other utilities
National Capital Region (NCR) Mutual Aid Operations Plan	Police	I found the NCR Mutual Aid Agreement between local jurisdictions (county level) and include WMATA
Northern Virginia Active Violence Incident Plan	Police	The communications center will inform participating agencies that an AVI has been initiated and convey the appropriate information
Northern Virginia Emergency Services Mutual Aid Agreement	EMS/Fire Department	Mutual exchange of emergency services between fire, rescue, and EMS agencies within NOVA
Northern Virginia Critical	Police	Northern Virginia will have the

Incident Response Team		option of calling upon this multi-jurisdictional team to investigate incidents within their localities. These incidents include but are not limited to; law enforcement involved shootings, any action taken by law enforcement which results in the death or a life-threatening injury of a person in the performance of an officer/deputy's duties, in custody deaths, and law enforcement officer suicides.
------------------------	--	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Table 5: Mutual aid agreements

Training and Exercise

A comprehensive training and exercise program is essential to support the effective implementation of the EOP. The Emergency Management & Security Coordinator is responsible for the overall execution of training and exercises to support emergency operations utilizing the tenets identified in the Homeland Security Exercise and Evaluation Program (HSEEP). All exercise documentation will follow HSEEP guidelines. Annually, the Town departments and partner agencies will assist the Coordinator with creating an Integrated Preparedness Plan (IPP) by identifying training/exercise priorities and target capabilities. The IPP will outline plans, training and exercises that will strengthen the identified capabilities for the Town. This plan will ensure that staff members from all departments with assigned roles and responsibilities are trained and prepared for response and recovery operations.

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

Improvement Planning

To ensure continual learning and capacity building, the Town will conduct an after action and improvement planning following any exercise, incident, and for larger planned special events in accordance with the After-Action Plan Policy. The goal of the after action and improvement planning process is to identify both strengths that should be maintained and areas for improvement to enhance preparedness, response and recovery activities. Actions identified during the improvement planning process will help strengthen the Town's capabilities in the response and recovery of an event or incident. This process is consistent with the Homeland Security Exercise and Evaluation Program process.

The Emergency Management & Security Coordinator will facilitate the review process, post exercise, incident, or larger planned special event with affected departments focusing on:

- Discussion of strengths and areas of improvement by each department
- Assignment of each corrective action to a primary point of contact (POC)
- Initiation of plan, policy or procedure review or development
- Identification of needed training, equipment or other resources
- Corrective action tracking and implementation

Section 3: FEMA Lifelines

Introduction

The purpose of FEMA lifelines is to ensure the continual operation of critical government and business functions that are essential to safety, health, and economic security. The lifelines are the most fundamental services within the Town that should remain operational or quickly stabilized and re-established following any event or incident. Lifelines provide an out-come based frame of reference that assists in developing operational priorities and objectives that focus on the restoration of critical services. Communicates disaster related information across all levels of public, private, and non-profit sectors using commonly understood plain language, and guides response operations to support and facilitate integration across mission areas.

A graphic depiction of the lifelines is located below. Each lifeline has additional subcomponents under each component.

Community Lifeline Components

Multiple components and subcomponents establish the parameters of the lifeline; component-level assessment is required to determine the condition of each lifeline.

<p>1. Safety and Security</p> <ul style="list-style-type: none"> ▪ Law Enforcement/Security ▪ Fire Service ▪ Search and Rescue ▪ Government Service ▪ Community Safety <p>2. Food, Hydration, Shelter</p> <ul style="list-style-type: none"> ▪ Food ▪ Hydration ▪ Shelter ▪ Agriculture <p>3. Health and Medical</p> <ul style="list-style-type: none"> ▪ Medical Care ▪ Public Health ▪ Patient Movement ▪ Medical Supply Chain ▪ Fatality Management 	<p>4. Energy</p> <ul style="list-style-type: none"> ▪ Power Grid ▪ Fuel <p>5. Communications</p> <ul style="list-style-type: none"> ▪ Infrastructure ▪ Responder Communications ▪ Alerts, Warnings, and Messages ▪ Finance ▪ 911 and Dispatch <p>6. Transportation</p> <ul style="list-style-type: none"> ▪ Highway/Roadway/Motor Vehicle ▪ Mass Transit ▪ Railway ▪ Aviation ▪ Maritime 	<p>7. Hazardous Material</p> <ul style="list-style-type: none"> ▪ Facilities ▪ HAZMAT, Pollutants, Contaminants <p>8. Water Systems</p> <ul style="list-style-type: none"> ▪ Potable Water Infrastructure ▪ Wastewater Management
-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

ASSESSMENT	
Status	“What?”
Impact	“So What?”
Actions	“Now What?”
Limiting Factors	“What’s the Gap?”
ETA to Green	“When?”

Version 2.1 - 07/2023

Graphic 4: FEMA Lifelines

Section 4. Incident Specific Annexes

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

Incident Specific Annex	Responsible Department	Support Department	Endorsement Date
Disaster Recovery Plan	Emergency Management	Information Technology Public Information	TBD
Cyber Incident Response Playbook	Information Technology	Emergency Management	TBD
Family Assistance Operations Annex	Emergency Management		TBD
Crisis Communications Plan	Public Information	Emergency Management Police	December 2024
Damage Assessment	Emergency Management	Public Works Plan Review Planning and Zoning	September 2021
Debris Management	Public Works	Emergency Management	TBD
Financial Management	Finance	Emergency Management	September 2021
Evacuation	Emergency Management	Public Works Police Department	TBD

Table 6: Incident Specific Annexes

Glossary of Acronyms

COOP	Continuity of Operations Plan
DOC	Department Operations Center
DPW	Department of Public Works
ECC	Emergency Communications Center
ECH	Emergency Coordination Hub
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
HSEEP	Homeland Security Exercise and Evaluation Program
ICS	Incident Command System
IPP	Integrated Preparedness Plan
NIMS	National Incident Management System
OEM	Office of Emergency Management
PDA	Preliminary Damage Assessment
PIO	Public Information Office
POC	Point of Contact
THIRA	Threat Hazard Identification & Risk Assessment
VDEM	Virginia Department of Emergency Management
VOAD	Voluntary Organizations Active in Disaster