

INTRODUCED: July 27, 2026

A RESOLUTION No. 2026-R031

To adopt the City of Richmond's Emergency Operations Plan in accordance with the Commonwealth of Virginia Emergency Services and Disaster Law of 2000.

Patron – Mayor Avula

Approved as to form and legality
by the City Attorney

PUBLIC HEARING: SEP 14 2026 AT 6 P.M.

WHEREAS, section 44-146.19(E) of the Code of Virginia (1950), as amended, requires the City of Richmond to conduct a comprehensive review and revision of its emergency operations plan every four years to ensure that the plan remains current; and

WHEREAS, section 44-146.19(E) of the Code of Virginia (1950), as amended, requires that the City Council formally adopt the City's emergency operations plan, as revised, every four years; and

WHEREAS, on July 25, 2022, by Resolution No. 2022-R043, the City Council formally adopted the City's emergency operations plan;

AYES: _____ NOES: _____ ABSTAIN: _____

ADOPTED: _____ REJECTED: _____ STRICKEN: _____

WHEREAS, the Council believes that it is in the best interest of the citizens of the City of Richmond that the Council adopt the City's updated emergency operations plan as section 44-146.19(E) of the Code of Virginia (1950), as amended, provides;

NOW, THEREFORE,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND:

That the City of Richmond's Emergency Operations Plan, dated July 2026, a copy of which is attached to this resolution, is hereby adopted in accordance with section 44-146.19(E) of the Code of Virginia (1950), as amended.

CITY OF RICHMOND

O&R REQUEST

DATE: 5/27/2026

EDITION: 1

TO: The Honorable Members of City Council

THROUGH: The Honorable Dr. Danny Avula, Mayor

THROUGH: Odie Donald II, Chief Administrative Officer

THROUGH: Al Wiggins, Deputy Chief Administrative Officer of Operations

THROUGH: Stephen M. Willoughby, Director, Department of Emergency Communications, Preparedness and Response

FROM: Jonathan Fetterman, Senior Manager, Department of Emergency Communications, Preparedness and Response

RE: Adopt the City of Richmond's Emergency Operations Plan

ORD. OR RES. No. _____

PURPOSE: This resolution is to promulgate the adoption of the City's Emergency Operations Plan (EOP) by City Council.

BACKGROUND: The Virginia Emergency Services and Disaster Law (Virginia Code section 44-146.19(E)) requires each locality to conduct a comprehensive review and revision of its EOP every four years to ensure the plan remains current, and the plan must be formally adopted by the locality's governing body. City Council formally adopted the City's emergency operations plan on July 25, 2022 through Resolution No. 2022-R043. Throughout 2025 and 2026, EOP development occurred utilizing numerous internal and external stakeholders to ensure input was received and drove the development of this EOP. This is critical because no single department, agency, or organization possesses all the authorities, resources, and expertise or operational perspectives required to manage a complex emergency. Effective emergency management depends on coordinated, whole-community planning that reflects how disasters actually unfold in real life.

COMMUNITY ENGAGEMENT: The EOP was developed using external partners to include but not limited to: FEMA (guidance, support and policy), VDEM, Henrico County, Chesterfield County, Henrico County, Goochland County, Powhatan County, Henrico HAZMAT team, Virginia Department of Health/RHHD, VCU, GRTC, RBHA, American Red Cross, Salvation Army, Richmond CERT, Dominion Energy, Port of Richmond, Federal Reserve of Richmond

STRATEGIC INITIATIVES ALIGNMENT: MAP: Thriving Neighborhoods Goal D: Keep our neighborhoods safe and prepared.

CITY OF RICHMOND

FISCAL IMPACT: There is no fiscal impact to the adoption of the EOP.

DESIRED EFFECTIVE DATE: Upon Adoption

REQUESTED INTRODUCTION DATE: July 27, 2026

CITY COUNCIL PUBLIC HEARING DATE: September 14, 2026

REQUESTED AGENDA: Consent Agenda

RECOMMENDED COUNCIL COMMITTEE: Organizational Development

AFFECTED AGENCIES: Department of Emergency Communications, Preparedness and Response

RELATIONSHIP TO EXISTING ORD. OR RES.: Res. 2022-R043

ATTACHMENTS: City of Richmond Emergency Operation Plan

STAFF: Ed Porner 646-6287; Jonathan Fetterman 646-1340

City of Richmond Emergency Operations Plan

Basic Plan

Richmond, Virginia

July 2026



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Promulgation

Promulgation Statement

The City of Richmond Emergency Operations Plan (EOP) has been approved by Richmond City Council by Resolution adopted on _____ 2026.

This EOP shall be effective upon its full execution by all entities covered thereby and supersede all previous editions of the EOP.

Approval and Promulgation

WHEREAS, section 44-146.19(E) of the Code of Virginia (1950), as amended, requires the City of Richmond to conduct a comprehensive review and revision of its EOP every four years to ensure the EOP remains current; and

WHEREAS, section 44-146.19(E) of the Code of Virginia (1950), as amended, requires that the City Council formally adopt the City's EOP, as revised, every four years; and

WHEREAS, the City Administration has conducted a comprehensive review and revision of the City's EOP; and

WHEREAS the Council believes that it is in the best interest of the citizens of the City of Richmond that the Council adopt the City's EOP as section 44-146.19(E) of the Code of Virginia (1950), as amended, provides.

NOW, THEREFORE, BE RESOLVED BY THE COUNCIL OF THE CITY OF RICHMOND: That the City of Richmond's EOP, a copy of which is attached to this resolution, is hereby adopted in accordance with section 44-146.19(E) of the Code of Virginia (1950), as amended.

Dated: _____

City Council, City of Richmond, VA

Attest: _____

Clerk, City of Richmond

Commonwealth of Virginia



Promulgation Statement

The City of Richmond EOP was developed to prevent, prepare for, respond to, and recover from natural, human-caused, technological disasters, and public health emergencies, including pandemics, which threaten its jurisdiction. It was developed to ensure a coordinated, efficient and organized response to those hazards. The City of Richmond Department of Emergency Communications Preparedness and Response (DECPR) - Office of Emergency Management (OEM) has been charged with the coordination of all emergency management activities and is legally authorized to serve as the coordinating agency for execution of the EOP within the City. In the City of Richmond, the Director of Emergency Management is the Mayor of the City of Richmond, henceforth known as the “Director of Emergency Management,” and the Deputy Director may be the Chief Administrative Officer (CAO). The Director of Emergency Management empowers and delegates emergency management authority to the City of Richmond Emergency Management (EM) Coordinator.

The Code of Virginia, § 44-146.19, requires each local jurisdiction and inter-jurisdictional agency to prepare and keep current a local EOP. The law further requires that the EOP be updated every four years, and the revised plan be formally adopted by the Locality’s governing body. Every four years, each local agency will conduct a comprehensive review and revision of its EOP to ensure that the EOP remains current. Included herein is the revised EOP for the City of Richmond. The EOP supersedes any previous EOP promulgated for this purpose. It provides a framework in which the City and other local governmental entities within the City can plan and perform their respective functions during an emergency or disaster.

The EOP aligns with the *National Response Framework (NRF)*, *National Incident Management System (NIMS)* requirements, “Commonwealth of Virginia Emergency Services and Disaster Laws of 2000” (Code of Virginia, §44-146.19), and the *Virginia Department of Emergency Management (VDEM)*. The EOP is based on the long-established recognition that planned and coordinated response on the part of local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services. The EOP contains all the necessary elements to ensure that the local governments effectively discharge their legal responsibility to minimize the adverse effects of any type of disaster.

The EOP will be reviewed and recertified annually by the City of Richmond's DECPR-OEM. All participants are requested to advise the City's DECPR-OEM of any changes that might affect it.

Director of Emergency Management

Date

City of Richmond, VA



Programmatic Planning Elements

This EOP was developed in conjunction with the supporting Mitigation, Preparedness, Response, and Recovery Annexes, each with a specific purpose and scope. The EOP provides an overview of the City of Richmond's guiding principles and methods. The Annexes provide greater detail and actionable guidance for personnel with responsibilities in each of the four mission areas. The following table provides an outline of the EOP and supporting Annexes and the types of information found in each:

Table 1: EOP Base Plan Outline

Plan	Purpose
EOP Basic Plan	• Provides an overview of the City's approach to emergency operations. • Explains emergency response policies. • Describes the response organization. • Assigns responsibilities. • Provides a foundation for the development of functional annexes.
Annex A: Mitigation	• Defines protective actions that may reduce the impacts of a disaster or emergency. • Guides the development of post-disaster/post-exercise After-Action Reports (AARs) and Improvement Plans (IPs).
Annex B: Preparedness	• Defines ongoing emergency management preparedness activities. • Defines the plan maintenance process and schedule. • Defines training and exercise/testing requirements.
Annex C: Response	• Outlines response operations under the Incident Command Structure (ICS) (i.e., EOC Manager, operations, planning, logistics, administration and finance). • Provides instructions and guidance for all roles that fall under the Emergency Operations Center (EOC). • Orchestrates the delivery of functions identified in the annex.
Annex D: Recovery	• Provides a framework that will guide Richmond's Recovery activities in emergencies or disasters. • Provides guidance on initiation of Recovery operations as soon as an event occurs within the City. • Provides guiding principles for departmental cooperation to enhance Recovery operations.

Record of Changes

The table below provides a list of the changes made by the City to the EOP, including the sections, a summary, and the associated date for the change.

Table 2: Record of Changes



Version Control

The City of Richmond will periodically update this document. The following table provides the date and a brief description of each revision to track version history.

Table 3: Version Control

Date	Version	Description
11/25/2025	0.1	Draft Emergency Operations Plan

Record of Distribution

The table below includes a record and its distribution date.

Table 4: Record of Distribution

[illegible]

Introduction

Purpose

The purpose of the EOP is to establish the legal and organizational framework for how the City of Richmond (the City) manages emergency and disaster operations. All essential entities are to utilize all available resources when preventing, protecting, and mitigating against, preparing for, responding to, and recovering from an incident. At the Mayor's direction, the EOP may be revised and amended as needed, including when departments and agencies identify necessary changes.

This EOP incorporates a whole-community approach to emergency management. It ensures that planning for preparedness, response, and recovery operations considers the needs of underrepresented community members, including children, individuals who are marginalized, and those with access and functional needs. Further, this EOP is designed to ensure equitable access to services and support during an emergency for all members of the community.

Goals

The following goals guide the City's preparedness, response, recovery, and resilience efforts. This EOP:

- Guides coordinated actions for the prevention, protection, mitigation, response, and recovery from threats and hazards to the City of Richmond;
- Utilizes innovative and efficient methods to preserve life and property and to stabilize and resolve incidents; and,
- Guides efforts to optimize funding that might be received from the state or federal level in connection with a disaster.

Objectives

This EOP guides the City based on the following objectives:

- Establish the City's policies and procedures to respond to emergencies;
- Describe the City's emergency management organization;
- Define the concept of operations for emergency management;
- Identify the roles and responsibilities of assigned personnel during an emergency; and,
- Identify lines of authority and relationships during an emergency.

Scope Statement

This EOP provides guidance for community-wide coordination of incident planning and response to incidents and hazards affecting the City, including all individuals, resources, and property within



it. The scope of the EOP includes all entities within the geographic boundaries of the City. This EOP is scalable and was designed to support the organization, management, and coordination of all types and scales of incidents and/or hazards affecting the City. This document considers emergent operations from an all-hazards perspective.

Planning Assumptions

The City of Richmond EOP is based on the following planning assumptions:

- The City of Richmond is responsible for initial response within its boundaries with the resources it has on hand.
- The City of Richmond incorporates Diversity, Equity, and Inclusion (DEI) in all aspects of emergency planning, training, and exercise.
- Response to a particular incident may require State and Federal assistance.
- Assistance from outside the city may be needed for large-scale or no-warning incidents.
- The level of impact may vary in location, type, and magnitude, and will require a flexible approach to emergency operations.
- Incidents, including major emergencies or catastrophic events, will require full coordination of operations and resources. They may occur at any time with little or no warning and may:
 - Require significant information-sharing across multiple jurisdictions and between the public and private sectors;
 - Involve single or multiple jurisdictions and/or geographic areas;
 - Require significant inter-governmental resource coordination and/or assistance;
 - Span the spectrum of incident management to include prevention, preparedness, response, recovery, and mitigation;
 - Involve multiple, highly varied hazards or threats on a local, regional, statewide, or national scale;
 - Result in numerous casualties, fatalities, displaced people, property loss, significant damage to the environment, and disruption of the economy and normal life support systems, essential public services, and basic infrastructure;
 - Impact critical infrastructures across sectors;
 - Overwhelm the capabilities of the city and private-sector infrastructure owners and operators;
 - Attract a sizeable influx of independent, spontaneous volunteers and supplies;
 - Require extremely short-notice asset coordination and response timelines; and/or,
 - Require extended incident management and support activities to enable long-term community recovery and mitigation.
- Top priorities for incident management are to:



- Save lives and protect the health and safety of the public, responders, and recovery workers;
- Ensure security of the City;
- Protect and restore critical infrastructure and key resources;
- Protect property and mitigate damages and impacts to individuals, communities, and the environment;
- Facilitate recovery of individuals, families, businesses, and communities; and,
- Manage public expectations regarding response activities.
- All departments are responsible for allocating equipment, personnel, and other resources for emergency response.
- Those who are assigned to the EOC should familiarize themselves with the EOP.
- The EOP and personnel adhere to ICS and NIMS based on Homeland Security Presidential Directive-5 (HSPD-5) and according to the requirements of the U.S. Department of Homeland Security (DHS).
- All departments complete training as required by City policies.
- Planned coordination is necessary to avoid conflicting responsibilities and duplication of services during an incident.
- The City's emergency mass notification system is sufficient to adequately provide warnings and notifications.
- City departments will ensure that alternate staff, facilities, and resources will be available in the event of damage or disruption to those normally used.
- Disaster conditions may require the city to fulfill emergency response and disaster recovery operations independently and without assistance for up to 72 hours following the impact of the event.
- The City will coordinate response and recovery activities with neighboring jurisdictions, as necessary.
- City officials will work toward re-establishing order and control within the area of the City impacted by a disaster.
- The City may need to adjust day-to-day operations to assist disaster victims, restore community services, coordinate debris removal, and similar operations.
- Communication, exchange of information, and coordination of resources for life safety will be among the highest priorities for the EOC.
- Critical lifeline utilities may be interrupted. These utilities may include water delivery, electrical power, natural gas, telephone communications, microwave, and repeater-based radio systems, cellular telephones, and information systems.
- Emergency conditions that affect the City of Richmond may also affect surrounding communities.



- Regional and local services may not be available.
- Major roads, overpasses, bridges, and local streets may be damaged.
- City-owned buildings, structures, and infrastructure may be damaged.
- Damage may cause injuries and/or displacement of the City of Richmond's population, disruption of City services, and postponement or cancellation of activities.
- The City of Richmond may be in competition with other organizations for available resources, and existing suppliers may not be able to deliver materials.
- Requests for assistance from entities (e.g., nursing homes and authorities) will be submitted to OEM.
- OEM will submit requests for assistance to the Virginia EOC.
- When a major disaster depletes the available resources of the city, requests for assistance will be made to the VDEM.
- The severity of the impact on Commonwealth and local resources might necessitate a request for federal assistance. Factors that might determine the need for federal involvement in response and recovery include:
 - The need to protect the public health, welfare, or the environment;
 - The type or location of the incident;
 - The severity and magnitude of the incident;
 - State or local needs that exceed available resources;
 - The economic ability of the state and the affected localities to recover from the incident; and,
 - People may become stranded at City of Richmond facilities, and conditions may be unsafe to travel.

Situation Overview

Geography and Location

The City of Richmond, founded in 1737, occupies 62.55 square miles and is home to an estimated population of 226,610 (2020 U.S. Census). The City of Richmond is the Capital of the Commonwealth of Virginia and the commercial and cultural center of the Richmond Metropolitan Statistical Area (MSA), comprising over 1.2 million people. Located in the middle of the eastern seaboard, the city is within 750 miles of two-thirds of the Nation's population and less than 100 miles from the Nation's Capital. The City is in the Piedmont Region of Virginia at the fall line of the James River (which travels through Richmond) between the Tidewater Region and the Blue Ridge Mountains. Richmond is located 66.10 miles southeast of Charlottesville, Virginia, 79.24 miles northwest of Norfolk, Virginia, 96.87 miles south of Washington, D.C., and 138.72 miles northeast of Raleigh, North Carolina.



The City of Richmond is within 50 miles of both the Surry and North Anna Power Stations. If an accident were to occur at either of the stations, the area within 50 miles of the facility would be assessed to determine if there has been any impact on the environment. The City maintains a *Radiological Response Plan*.

Government

Richmond's chosen form of local government is a Council-Mayor form of government, which establishes the Richmond City Council as the governing body of City government, and a mayor is elected to oversee a CAO in the delivery of day-to-day government operations. The City has four Deputy CAOs who oversee City Departments and Offices. The City also has personnel, departments, and offices that do not fall under a Deputy CAO, including the Public Safety Chiefs, the Department of Emergency Communications (DEC) and Office of Strategic Communications (OSC).

In Richmond's Council-Mayor form of government, the City is divided into nine citizen geodemographic voter districts. These districts are used to elect members of the Richmond City Council, Richmond City Public Schools Board of Trustees, and a Mayor At-Large. These Richmond Voting Districts include the Richmond West End 1st Voter District, Richmond North Central 2nd Voter District, Richmond Northside 3rd Voter District, Richmond Southwest 4th Voter District, Richmond Central 5th Voter District, Richmond Gateway 6th Voter District, Richmond East End 7th Voter District, Richmond Southside 8th Voter District, and Richmond South Central 9th Voter District.

One person is elected in each of the nine individual Richmond Voting Districts to represent the district's residents as members of Richmond City Council. These members are responsible for creating and amending local laws, providing policy and government oversight, appointing members to boards and commissions, and approving the annual Richmond Government Budget.

Richmond City Council elects from among its members one person to serve as Council President and one to serve as Vice President. These positions are elected to serve for two-year terms. The Council President is responsible for providing overall Richmond City Council direction; leading Council meetings; serving as the senior representative of Council on behalf of Council action; and working with the administration.

Climate

The climate in the City of Richmond is classified as a humid, subtropical climate (hot, humid summers and moderately cold winters). Precipitation (rain, snow, sleet, or hail) falls uniformly throughout the year. At the same time, dry periods lasting weeks at a time can occur, particularly in the fall season when mild weather is common. Rainfall amounts average 44 inches annually, while snowfall averages about 11 inches per season. In recent years, weather patterns have produced warmer-than-average summer temperatures, more rainy days, and severe weather,



including tornadoes, thunderstorms, freezing rain, flooding, and snow events (e.g., ice and snowstorms). Additionally, the City is subject to the Atlantic Hurricane Season, which runs from June 1 to November 30 annually.

Transportation

City of Richmond Roadways

The City of Richmond has an extensive network of interstate and state highways and expressways, offering multiple travel pathways throughout the region. The major east-west route is Interstate 64 (I-64). The major north-south route is Interstate 95 (I-95). Three-digit Interstates 195 (I-195, Downtown Expressway) and 295 (I-295) are also heavily traveled highways. State Route 76, a toll road known as the Powhite Parkway Extension, reaches southwest into Chesterfield County between Chippenham Parkway (State Route 150) and State Route 288, the World War II Veterans Memorial Highway. State Route 895, also known as the Pocahontas Parkway, is operated as a toll road under a public-private partnership. The City is separated into a north and south side, connected by several key bridges.

Richmond International Airport (RIC)

The Richmond International Airport (RIC) is located 8.7 miles east of the City in Sandston, an unincorporated town in Henrico County. It offers 170 daily flights, including nonstop service to sixteen major domestic destinations and connecting service to locations worldwide. RIC is served by seven airlines: Allegiant, American Airlines, Delta Airlines, JetBlue Airways, Southwest Airlines, Spirit, and United Airlines. RIC has dedicated cargo carriers, including Amazon Air, Federal Express (FedEx), and the United Parcel Service (UPS). Even with reduced flight traffic due to the novel coronavirus disease (COVID-19) pandemic, over 121,000 passengers and more than 180 million pounds of cargo passed through RIC for Fiscal Year 2021. Annually, RIC typically conducts about 105,000 operations (landings/takeoffs) and has the capacity to accommodate about 225,000 operations.

Greater Richmond Transit Company (GRTC)

Founded in 1860, the public transit system known today as GRTC Transit System operated continuously, with one temporary suspension of service during the Civil War, for over 150 years. Jointly owned by the City of Richmond and Chesterfield County, the transit agency was purchased from private owners and incorporated as GRTC Transit System on April 12, 1973. It was purchased to provide public transportation service in the Greater Richmond area, including fixed route and express route bus service, and specialized services such as Coordinated Accessible/Rural/Regional/Reduced-Fare Escort (CARE) and RideFinders. GRTC Transit System's CARE and CARE Plus services provide origin-to-destination service under the Americans with Disabilities Act (ADA) for individuals with disabilities who may not be able to use



GRTC fixed-route bus service. In 2018, GRTC launched the Pulse, a Bus Rapid Transit (BRT) system serving a 7.6-mile east-west route through the city.

Industry and Commerce

The City of Richmond Department of Economic and Community Development works with the Richmond Economic Development Authority (EDA), an independent organization created under the Code of Virginia, to expand and diversify the City's economic base. Together, they aim to attract new business investments to the area and build resilience in the City's economy.

The City of Richmond's economic base includes research and development, manufacturing, retail services, tourism, banking, and state government. The City is home to the Fifth District Federal Reserve Bank and Fourth Circuit U.S. Court of Appeals, several Fortune 500 company headquarters, and many Fortune 1000 companies. The Port of Richmond and RIC provide water and air service to both the City and the surrounding areas. Two major freight rail lines (Norfolk Southern and CSX) and Amtrak passenger rail serve the area.

Several institutions of Higher Education (IHEs) call Richmond home. These include Virginia Union University, Union Theological Seminary and Presbyterian School of Christian Education, J. Sergeant Reynolds Community College, University of Richmond, and Virginia Commonwealth University (VCU) and its health system schools. Additionally, the VCU Health System is the largest Level 1 Trauma Center in the Commonwealth.

Table 5: City of Richmond's Population and Demographics¹

Richmond City Demographics	
Population	
Total Population (2020 Census)	226,610
Race and Ethnicity	
White	45.5%
Black	46.9%
Native	0.4%
Asian	2.1%
Islander	0.0%
Other	1.72%

¹ U.S. Census Bureau data, 2020.



Richmond City Demographics

Two+		3.4%	
Hispanic		6.9%	
Age			
0-9	11%	40-49	10%
10-19	10%	50-59	11%
20-29	20%	60-69	11%
30-39	18%	70+	9%
Median Age			
At Risk Population			
Population <18yrs		19%	
Population >65yrs		10%	
Population with any type of disability		11.9%	
Population with English as second language		9.44%	
Marital Status			
Married		33%	
Single		67%	
Number of Households			
Number of Households		89,878	
Persons per Household		2.39%	
Married Couples		23.8%	
Single Male		4.0%	
Single Female		17.9%	
Non-Family		11.8%	
Per Capita		\$33,549	
Median Household Income		\$47,250	
Population Living in Poverty		23.2%	
Families in Poverty with Children		24%	
Families in Poverty over 65 years of age		14%	
Families living on less than <\$50,000 per year		49%	



Richmond City Demographics

Housing	
Housing Units	99,455
Housing Units Built 1939 or Earlier	30,412
Owner-Occupied Housing Units	44%
Renter-Occupied Housing Units	56%
Occupied Housing Units (Owner and Renters) with No Vehicle Available	15%
Vacant Housing Units	11%
Median Value Owner-Occupied Housing Units	\$249,500
Veteran Status	
Total Veterans	10,136

Hazard Analysis Summary

The City is vulnerable to a variety of hazards, including natural, human-caused, and technological. These hazards can occur independently, simultaneously, in conjunction with, or as a result of a particular hazard.

- **Natural hazards** are hazards related to weather patterns and/or physical characteristics of an area. Often, natural hazards recur in the same geographic areas. They include extreme heat, hail, flooding, hurricanes, lightning, severe wind, and winter storms.
- **Human-caused hazards** are hazards that arise from deliberate, intentional human actions to threaten or harm the well-being of others. Examples include school violence, terrorist acts, or sabotage.
- **Technological hazards** refer to hazards originating from technological or industrial accidents, infrastructure failures (e.g., dam/levee failures, utility outages, gas leaks), and Hazardous Materials (HazMat) spills.
- **Public Health Emergencies** are defined by the World Health Organization (WHO) as an occurrence or imminent threat of an illness or health condition, caused by bio terrorism, epidemic, or pandemic disease, or novel and highly fatal infectious agent or biological toxin, that poses a substantial risk of a significant number of human fatalities or incidents or



permanent or long-term disability.² A public health emergency is a condition that requires the Governor to declare a State of Public Health Emergency.

- **Civil Disturbance** refers to civil unrest, the risk of which is always present in densely populated urban areas with dynamic social, economic, and political issues.
- **Terrorism** refers to activities undertaken by terrorist organizations, affiliates, or “lone actors” that employ threat or actuality of physical violence to threaten, terrify, or intimidate populations to achieve political aims.

Levels of Disaster

The City of Richmond has identified several natural, human-caused, and technological events that pose the greatest risk to the City in terms of likelihood of occurrence and estimated impact severity outlined in the table below.

Table 6: The City of Richmond's Disaster Landscape

Hazard Type	Hazard Likelihood of Occurrence	Estimated Impact Severity
Natural Disasters		
Flooding	Likely	Moderate
Winter Weather	Likely	Moderate
Wind Events	Likely	Moderate
Tornado	Likely	Significant
Tropical Storms/Hurricanes	Likely	Significant
Thunderstorms	Likely	Moderate
Droughts	Less Likely	Limited
Mass Evacuation	Less Likely	Limited
Wildfires	Possible	Limited
Earthquakes	Possible	Limited
Landslides/Shoreline Erosion	Less Likely	Limited

² World Medical Association. WMA Statement on Medical Ethics during Public Health Emergencies.” Accessed [12/31/2025]. [WMA Statement on Medical Ethics during Public Health Emergencies – WMA – The World Medical Association](#)

Hazard Type	Hazard Likelihood of Occurrence	Estimated Impact Severity
Land Subsidence/Karst/Sinkholes	Possible	Limited
Human-Caused		
Active Threat	Possible	Significant
Civil Disturbance	Likely	Moderate
Public Health Emergency/Pandemic/Epidemic	Likely	Moderate/Significant
Technology		
Cyber Terrorism	Likely	Moderate/Significant
Infrastructure Failure	Likely	Significant

Capability Assessment

The City is aware of and appropriately leverages its capabilities to maximize response and recovery efforts during incidents. The City outlines its capabilities in its *2025 Threat and Hazards Identification and Risk Assessment (THIRA)* and its *2022 Richmond-Carter Multi-Region Hazard Mitigation Plan (HMP)*. These plans serve as blueprints for planning and executing emergency response operations.

Mitigation Overview

The City practices comprehensive mitigation actions, including protective measures to lessen the impact of incident-related damage to the area. These actions include regular maintenance and review of preparedness, response, and recovery plans. More information on the City's mitigation posture can be found in its 2022 *HMP*.



Concept of Operations

Principles of Emergency Management

The City's EOP and EOC are designed to manage, coordinate, and direct resources during an incident in compliance with NIMS and through a multi-agency operational structure based on the Incident Command System (ICS). The City is a NIMS practitioner and is committed to ensuring that the required training is provided to all persons responsible for implementing the EOP and its critical functions within the EOP. This EOP and its supporting Annexes describe the concepts and procedures by which the City of Richmond can effectively apply available resources to minimize casualties and property damage and restore essential services after an incident.

The National Response Framework

This EOP and its supporting Annexes were built to reflect NRF elements. The NRF framework guides how the Nation conducts all-hazard responses. It uses scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation. This framework also provides the structure and mechanisms for incident management national-level policy. Adopting and employing NRF principles will assist the City in successfully coordinating and engaging with additional city, regional, Commonwealth, and federal response entities, should a disaster require their support and resources.

Phases of Emergency Management

The City of Richmond EOP is built around the Emergency Management phases. This framework enables the City to mitigate, prepare for, respond to, and recover from any type of incident.



Mitigation

Mitigation activities provide a critical foundation for reducing the loss of life and property from hazards by avoiding or lessening their impact. Mitigation is usually a pre-disaster activity. However, mitigation efforts may also occur in the aftermath of an incident to prevent an expansion or repetition of the effects.

The City will conduct mitigation activities as an integral part of its emergency management program. The Mitigation Act of 2000 (Public Law 106-390)³ is the guided document that ensures mitigation aligns with federal standards and recommendations. Mitigation is intended to:

- Eliminate as many hazards as possible;
- Reduce the probability of hazards causing an emergency; and,
- Lessen the consequences of unavoidable hazards.

Mitigation is further explained in **Annex A: Mitigation**.



Preparedness

Preparedness is the process of identifying the personnel, training, equipment, and other resources needed for a wide range of potential incidents and developing specific plans for delivering capabilities when needed for an incident. Preparedness includes actions to organize, plan, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk. It also involves providing disaster education to the City of Richmond's "whole community," including City of Richmond staff, to assist them in their personal preparedness efforts. Preparedness activities are identified in **Annex B: Preparedness**.

The City of Richmond will conduct preparedness activities to develop the response capabilities needed in the event of an emergency. Among the preparedness activities included in the City's emergency management program are:

- Providing emergency equipment and facilities;
- Emergency planning, including maintaining the EOP, its annexes, and appropriate Standard Operating Procedures (SOPs);
- Conducting or arranging appropriate training for the Policy Group and others who will assist during an emergency;
- Distributing disaster preparedness education materials, information, and training to the City of Richmond's business and residential communities; and,



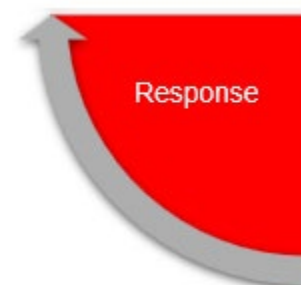
³ FEMA. Mitigation Act of 2000. https://www.fema.gov/sites/default/files/2020-11/fema_disaster-mitigation-act-of-2000_10-30-2000.pdf.

- Conducting periodic drills and exercises to evaluate plans and training.

Response

Response activities are immediate actions to save and sustain lives, protect property and the environment, and meet basic human needs. Primary response functions include:

- Public information and warning;
- Emergency medical services;
- Firefighting;
- Law enforcement operations;
- Intelligence development and dissemination as part of the Law Enforcement function;
- Evacuation;
- Shelter and mass care support (including compliance with the ADA);
- Search and rescue;
- Transportation; and
- Other associated functions.



When an emergency has caused severe damage, injury, or loss of life, or appears likely to do so, the City Council and the Director of Emergency Management are the legal authorities responsible for approving EOPs and declaring a local state of emergency. The Declaration of a local emergency activates the EOP and authorizes the provision of aid and assistance thereunder. More activities and procedures regarding response can be found in **Annex C: Response**.

Recovery

The City's recovery operations are formally established in **Annex D: Recovery**. The response phase formally ends when there is no longer a threat to life safety. Recovery operations can begin in concurrence with response operations. During response, the Emergency Management Coordinator will work with the Policy Group to determine the need to activate a Recovery Coordinator to lead the recovery coordination structure within the City.



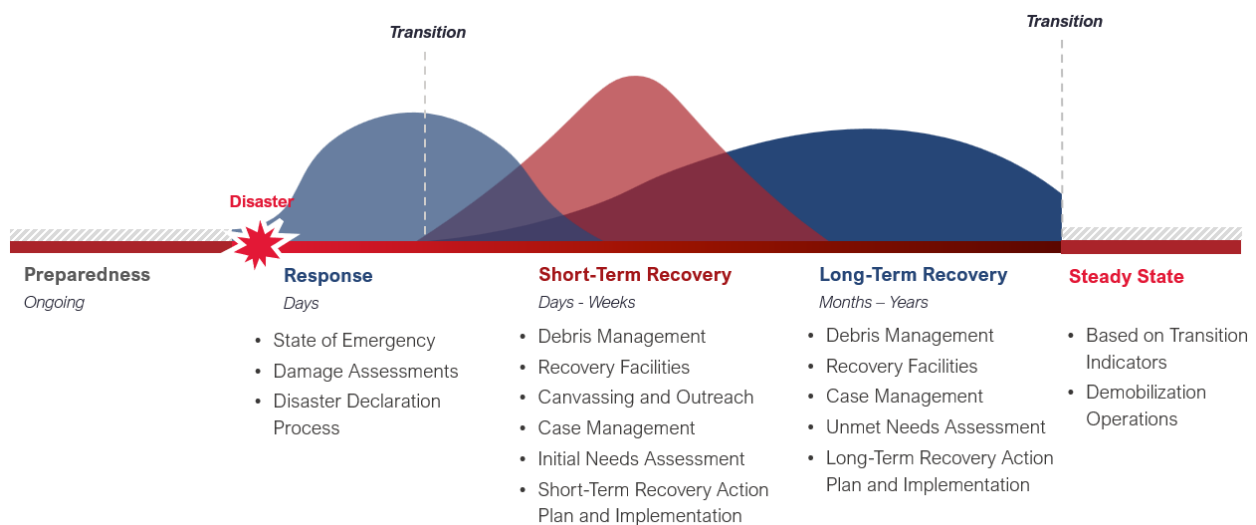
The City may consider the following as indicators for transitioning from response to recovery:

- Immediate life-safety concerns associated with a disaster incident are contained.
- Demand for services to meet the needs of survivors has decreased (e.g., shelters are closing, and food and water provisions have decreased substantially).
- The situation is expected to persist for an extended period.

- The community or community partners are requesting assistance related to recovery needs based on unmet needs following an emergency or disaster.
- The Policy Group determines the need to activate.
- The EOC is beginning demobilization from a response focus and is transitioning to a reduced (or otherwise adjusted) footprint to support recovery operations.

Recovery operations may span weeks or months and can initially be coordinated through the City of Richmond EOC and the Recovery Coordinator. The City of Richmond adheres to the phases outlined in the *National Disaster Recovery Framework (NDRF)*. The image below depicts the City's recovery operations through response, short-term recovery, and long-term recovery.

Figure 1: Recovery Continuum for the City of Richmond



Emergency Declarations

Local Declaration of Emergency

The Director of Emergency Management declares an emergency whenever the threat or actual occurrence of a threat is or has the potential to be of sufficient severity and magnitude to require significant expenditure, resource mobilization, and a coordinated response to prevent or alleviate loss of life, damage, hardship, or suffering.

A local emergency is declared under the authority of Section 44-146.21 of the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, by the Director of Emergency Management with the consent of the City Council.

If the City Council cannot convene due to the disaster or other exigent circumstances, the Director of Emergency Management, or, in their absence, the Deputy Director, shall declare a local emergency. If neither the Director nor Deputy Director is available, any member of the City Council

may declare the existence of an emergency. Such a declaration is subject to the confirmation by the City Council at its next regularly scheduled meeting or at a special meeting within 45 days of the declaration, whichever occurs first.

The Declaration of a local emergency activates the EOP and authorizes the provision of aid and assistance there under. The Emergency Management Coordinator will notify VDEM immediately upon the local declaration of emergency. All appropriate locally available forces and resources will be fully committed before requesting assistance from the State. All disaster-related expenditures will be documented in alignment with the City's *Cost Recovery Plan* to maximize reimbursement.

State and Federal Emergency Declarations

The Mayor may also request the Governor to declare a “state of emergency.” If it is determined that the damage is beyond the City’s capability and the damages exceed the Commonwealth thresholds established under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), the Governor will typically send a letter to the President requesting a formal declaration of emergency or disaster under the Stafford Act. The President, in consultation with the Federal Emergency Management Agency (FEMA), decides on declaring a major disaster or emergency depending on the severity of the event and if necessary thresholds are met.

Jurisdiction-Specific Information

Most emergency incidents will be managed with a graduated response effort based on the extent, size, duration, and/or complexity of the event. Initially, at the onset of an emergency, a single or dual response from City Departments (i.e., Law Enforcement and Fire) may be sufficient to manage the incident. If the emergency escalates beyond the capability of a single or dual response, additional measures will be implemented as needed. These may include coordinating with external stakeholders of the City to request resources.

Common Operating Picture

A Common Operating Picture (COP) will be established and maintained by the EOC to support both internal and external coordination. Having a COP enables incident managers to make informed decisions, ensures consistency across incident management activities, and supports Unified Command (UC) when multiple agencies or jurisdictions are involved.

An effective COP provides the information necessary to complete the following:

- Formulate and disseminate indications and warnings.
- Formulate, execute, and communicate operational decisions.
- Prepare for potential requirements and requests supporting incident management activities.



A COP is not a standalone planning product, but rather a representation of a shared understanding that response members should aim to achieve to encourage seamless operations.

Internal and External Coordination

To effectively implement emergency management actions in response to an incident, the City coordinates with regional, Commonwealth, federal, private sector, and Nongovernmental Organizations (NGOs) partners. As an incident evolves, expands, or affects certain sectors, various agencies may become involved to support response and recovery operations. This section provides a general overview of how different agencies and entities are involved as an incident becomes more complex.

Internal Coordination

The City is responsible for the following coordination elements:

- Responding to incidents with its available resources and capabilities;
- Notifying internal and external stakeholders of the incident, incident updates, and needs of support;
- Activating the EOC to carry out effective response and recovery operations;
- Conducting timely and accurate coordination; and,
- Declaring a local emergency if warranted.

External Coordination

REGIONAL

The region consists of central Virginia localities. The City is responsible for the following coordination elements as they are needed:

- Supplying available resources and support if there is a request to support response and recovery operations for the City;
- Maintaining mutual aid relationships with neighboring jurisdictions and agencies and requesting mutual aid support as applicable (see **Mutual Aid** for additional information); and,
- Requesting Commonwealth assistance through VDEM Region 1, if needed.

COMMONWEALTH

The Commonwealth is responsible for the following coordination elements as they are needed:

- Coordinating federal assistance;
- Deploying regional support staff to state EOCs, Regional Coordination Centers (RCCs), or local EOCs to coordinate the support and regional movement of resources to support incident response;



- Declaring a state emergency; and,
- Reviewing and processing resource requests to support the City with response and recovery operations.

FEDERAL GOVERNMENT

The federal government provides response and recovery support when the Commonwealth's capabilities are insufficient to address an incident. Federal assistance is provided in accordance with the NRF and, when applicable, under a Presidential disaster or emergency declaration pursuant to the Stafford Act.

Under the NRF, the federal government is organized by Emergency Support Functions (ESFs), with designated primary agencies responsible for coordinating federal capabilities and resources within each functional area. For incidents involving Stafford Act assistance, FEMA coordinates federal support with the Commonwealth of Virginia, including through FEMA Region III and established state–federal coordination mechanisms.

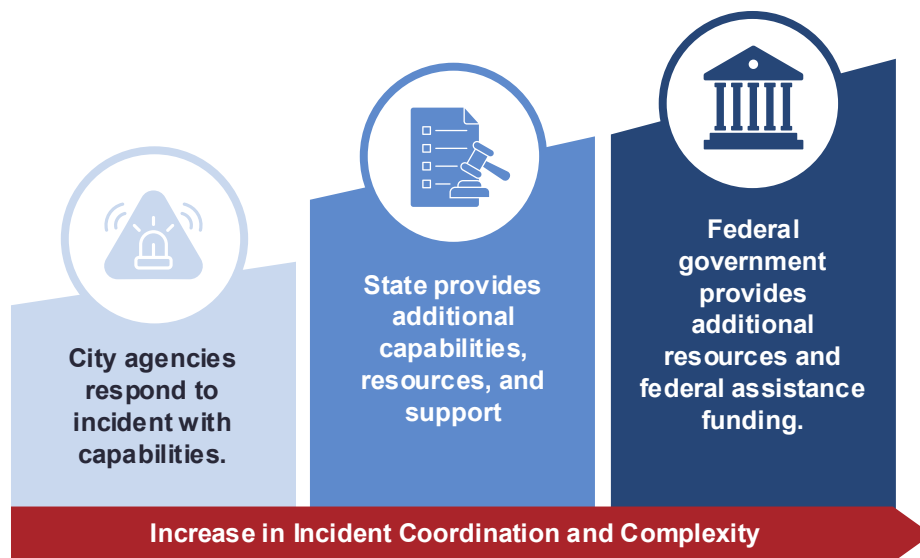
The City of Richmond coordinates with the Commonwealth to identify unmet needs and advocate for federal assistance, as appropriate. Requests for federal assistance are typically submitted through the Commonwealth, and federal resources are typically provided to the City through state-led coordination processes. Federal coordination is normally conducted through the Commonwealth's EOC, and federal liaisons may be present to support information sharing and resource coordination.

In some cases, federal assistance may be provided without a Stafford Act declaration. In these cases, a Lead Federal Agency (e.g., the U.S. Department of Agriculture) may coordinate the federal response. The federal government coordinates such assistance with the Commonwealth, which in turn coordinates the provision of federal support to the City, as needed.

PRIVATE SECTOR/NONGOVERNMENTAL ORGANIZATIONS

Private sector partners and NGOs may provide support to the City through resource requests and/or contracts/agreements, as needed.

Figure 2: Coordination Elevation



Legal Information

The City Attorney will guide the EOC and respond to members on an as-needed basis regarding legal questions, laws, and lawsuits. Any potential legal issue should be elevated to the EOC Manager, who will then coordinate with the City Attorney. Should City response efforts or actions be of legal concern, the City Attorney will provide liability protection.

The Whole Community Approach

The City of Richmond is committed to achieving and fostering an EOP that uses a whole community approach and is fully inclusive of unique needs and circumstances. Planning for emergencies must be a community-based approach, involving individuals, families, public and private organizations, non-profits, religious organizations, the City, and partners. The City is committed to supporting an accessible and equitable emergency management program. The City maintains Diversity, Equity, and Inclusion and Accessibility Functional Needs language and policies that are used during emergencies to ensure a whole community and equitable approach to emergency efforts.

Marginalized Communities

This EOP is executed equitably to ensure that it meets the needs of vulnerable communities during a significant incident. In coordination with the information and data collected by City Departments, the *HMP* and Census will be used to determine the specific populations and areas that have been marginalized. These communities, due to social, economic, and geographical factors, may have reduced access to resources, services, and opportunities that strengthen emergency preparedness and resilience. Because of this, targeted strategies will be incorporated into response and recovery operations to ensure equitable support.

Children

During emergency preparedness, response, and recovery efforts, the City accounts for the unique needs of children. Children are considered during emergency sheltering, family reunification, and transportation modes in emergency efforts. To the maximum possible extent, the City encourages practices to ensure that children stay with their families or caregivers during evacuations and the execution of other protective actions.

Disability Access and Functional Needs

People living in or temporarily present in the City with access and functional needs may include children, the elderly, and persons with disabilities (e.g., mobility/vision/hearing/speaking/cognitive impairments). The City EOC and decision-makers are responsible for accounting for these populations as response and recovery efforts are developed and operationalized. This may include sharing crisis communications with a whole community approach to meet the needs of the community.

Emergency shelters and evacuation measures are designed to accommodate individuals who are accompanied by service animals. In emergency shelters, staff ensure that they practice accommodating individuals and their service animals while also maintaining a safe separation from the general household pet population.

Culture and Language Considerations

The EOP is designed to serve all populations of the City including those of all cultures and individuals with limited or no English proficiency. The City coordinates with partner organizations to support in ensuring services are provided to the whole community. The City also ensures accessible and equitable public messaging giving close attention to those with limited to no English proficiency. Additional information regarding community outreach is in plans and processes related to crisis communications.

Service Animals and Pets

Should evacuations take place during response operations, the City of Richmond follows national guidance, such as the Pets Evacuation and Transportation Standard (PETS) Act. This act prioritizes household pets during evacuation. The City's Animal Care and Control Department oversees policies and procedures as they relate to pets and service animals for the City.

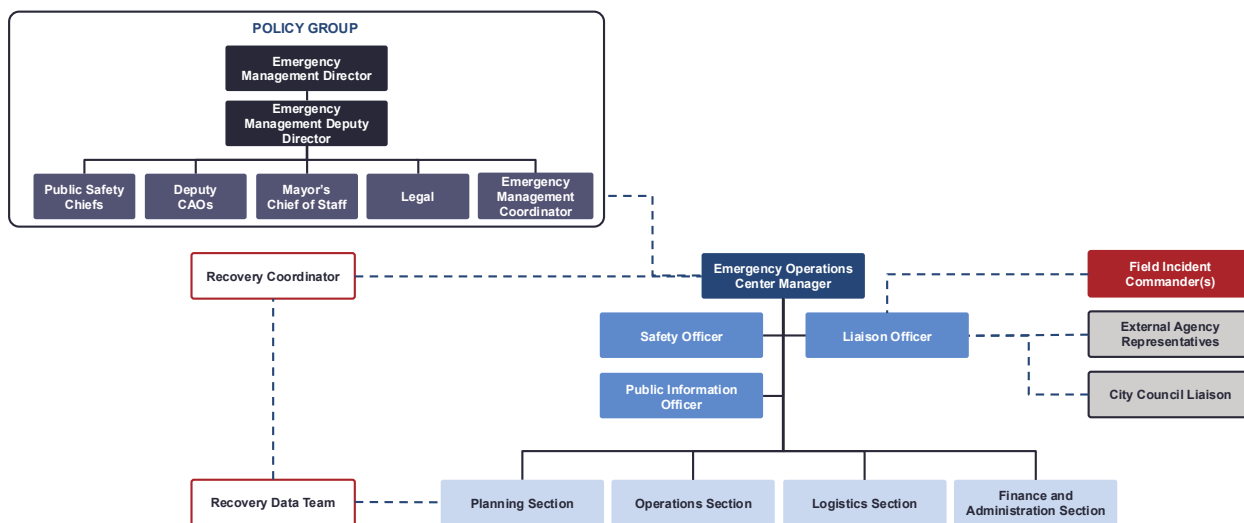


Organization and Assignment of Responsibilities

Organizational Structure

During an emergency response activation, the City of Richmond will follow a function-based format. The EOC Manager provides leadership. The EOC Manager is supported by the Policy Group, Command Staff, and four functional areas, including the Planning Section, Operations Section, Logistics Section, and Finance and Administration Section. This is depicted in the organizational chart below.

Figure 3: Organizational Chart



Agency Roles and Responsibilities

This section defines the roles and responsibilities of the City. For a detailed list of roles and responsibilities across the organizational chart during emergency operations, refer to the **Annex C: Response**.

Leadership

This section includes the roles and responsibilities for the positions that are in a lead role as it relates to City emergency operations.

City Council

The City Council is responsible for the following emergency operations:

- Readopt the EOP every four years;

- Collectively review and ratify the local declaration of emergency;
- Collectively work in conjunction with the Director of Emergency Management or Deputy Director to provide guidance to citizens concerning the response and recovery phase;
- Individually, host community meetings to ensure needs are being addressed and to provide information to residents;
- Individually, serve as advocates for constituent recovery efforts; and,
- Individually, maintain notification for their respective office and staff.

PUBLIC SAFETY STANDING COMMITTEE

The City of Richmond Public Safety Standing Committee is inclusive of four members of City Council and is responsible for monitoring and reviewing all matters that pertain to public safety. Specifically, the Standing Committee is responsible for making recommendations to the City Council on matters related to law enforcement, the judiciary, fire safety, ambulance services, and emergency operations.

Director of Emergency Management

The Mayor is defined as the Director of Emergency Management according to the Code of Virginia § 44-146.19. The Director of Emergency Management is designated to oversee and direct emergency operations and perform duties as assigned under the Code of Virginia, City Code, and the EOP.

Deputy Director of Emergency Management

The Director of Emergency Management (Mayor) appoints the Deputy Director of Emergency Management, in accordance with the Code of Virginia § 44-146.19. The Deputy Director of Emergency Management may substitute for the Mayor as needed. The Deputy Director of Emergency Management performs duties as assigned under the Code of Virginia, City Code, and the EOP.

Emergency Management Coordinator

The Director of Emergency Management (Mayor) appoints the Emergency Management Coordinator in coordination with the City Council, in accordance with the Code of Virginia § 44-146.19. The Emergency Management Coordinator reports to the Director of Emergency Management or the Deputy Director of Emergency Management (as directed by the Director of Emergency Management). The Emergency Management Coordinator performs duties assigned under the Code of Virginia, City Code, and the EOP.



Department of Emergency Communications, Preparedness, and Response - Office of Emergency Management

The mission of DECPR-OEM is to provide comprehensive management and coordination for the prevention, protection, mitigation, response, and recovery from all potential threats to the City of Richmond. Utilizing the most innovative and efficient methods to preserve life and property, and to stabilize and resolve incidents, DEPR-OEM continues to engage and educate those who live and work in the City. By optimizing funding as well as training opportunities, the resilience the Office nurtures will ensure a strong and vibrant community.

DECPR-OEM also maintains relationships with federal, state, and local emergency management organizations as well as private and nonprofit partners. DECPR-OEM leads and/or coordinates response to and recovery from emergencies and identifies and protects critical infrastructure and key assets. DECPR-OEM is responsible for developing planning materials, including the EOP, and for training and exercising those materials to ensure staff readiness and for providing responders with information and resources. DECPR-OEM also identifies and secures funding for the City related to emergencies. Additionally, DECPR-OEM coordinates emergency communication systems.

City Departments and Agencies

City staff are expected to play a role during emergency activations based on policy and guidance. According to Administrative Regulation 1.9, each City Department must include emergency preparedness in its strategic planning and performance management process. City Departments are also responsible for the following:

- Develop and annually review departmental *Continuity of Operations Plans (COOP)*;
- Participate in EOP revisions and review the EOP annually;
- Participate in training and exercises;
- Provide resources and capabilities to support Citywide response and recovery efforts;
- Participate in the Emergency Management Liaison (EML) Program; and,
- Track all expenses and revenues incurred during a declared local emergency or an EOC activation to streamline cost recovery processes.

Emergency Management Liaisons

Department Directors are responsible for appointing an EML and at least two alternatives to support EOP plan development and EOC efforts. This team will manage all emergency response situations. EMLs have the authority to make decisions or to access decision-makers to validate them. According to Administrative Regulation 1.9, EMLs are responsible for the following:

- Complete training as required by DECPR-OEM;
- Participate in the maintenance and comprehensive revision of the EOP every four years;



- If designated or appointed, develop and maintain a written departmental *COOP Plan* and conduct annual continuity awareness briefing for leadership;
- Review and maintain a list of the department's staff on a quarterly basis to operationalize the roles and responsibilities in the EOP or the departmental *COOP Plan*;
- Participate in exercises; and
- Support the development of After Action Reports/Improvement Plans (AARs/IPs).

Organizational Partners

Federal

FEMA may support the City by coordinating federal activities for disaster situations, supporting exercise, planning, and training resource provision, and providing funding. When an emergency exceeds the City and Commonwealth capacity, federal agencies or departments may provide resources through the NRF during presidentially declared disasters. The NRF follows a functional approach and leverages an ESF structure.

Commonwealth

The Governor has the ultimate responsibility for the safety of residents as well as visitors. The Governor is responsible for overseeing, activating, and coordinating Commonwealth resources and coordinating with local jurisdictions, state jurisdictions, and the federal government. As described in the Code of Virginia § 44-146.17-18 and Virginia § 44-146.18, the Governor also maintains the following roles and responsibilities:

- Activate the Commonwealth of Virginia Emergency Operations Plan (COVEOP) to coordinate resources throughout the emergency management lifecycle;
- Verbally, then formally, declare a state of emergency;
- Oversee evacuation orders;
- Implement mutual aid from outside states for resource sharing;
- Request federal support when Commonwealth resources are depleting;
- Authorize the deployment for the Virginia National Guard or Virginia Defense Force; and,
- Provide assistance, including monetary assistance, to localities.

Victim Services Coordination

Should an incident leading to the impact on communities occur, as outlined in §19.2-11.01 of the Code of Virginia, the Department of Criminal Justice Services (DCJS) should be contacted immediately. DCJS is responsible for coordinating services for those who have been impacted by the incident (victims). The EOP requires inclusion of this information in § 44-146.19.E.



Region

The City maintains partnerships with surrounding jurisdictions for emergency preparedness, response, recovery, and mitigation measures. In particular, the City may work with the surrounding Counties (i.e., Henrico County, Chesterfield County, and Hanover County) on activating and sharing resources. Additionally, the City partners with the Emergency Management Alliance of Central Virginia (EMACV). EMACV is a coalition of government and key stakeholder organizations that collaborate on best practices for emergency preparation, response, relief, recovery, and mitigation in Central Virginia. The Alliance ensures our region has support during major emergencies and disasters.

Private Sector

The private sector may provide relief before, during, and following an emergency. Due to their access to resources and commodities, private sector entities may coordinate with the City to provide coverage on relief efforts (e.g., providing specialized equipment and technology, contribute to communication sharing efforts). These efforts may be carried out in a complementary and supplementary manner to address areas where the government is unable to provide relief to residents and the community.

Non-Profit Entities and Volunteer Organizations Active in Disasters

Like the private sector, nonprofit entities and Volunteer Organizations Active in Disaster (VOADs) may provide immediate support to fill or address gaps during emergency operations. Non-profit organizations cover a wide range of areas and specialties, many of which naturally support specific response operations, such as sheltering, mass care, or emergency food distribution. VOADS can mobilize resources and volunteers to provide on-the-ground response efforts, sharing resources and meeting community needs. The City coordinates with non-profit entities and VOADS as needed following an emergency.

Public Safety

The City coordinates with partners to maintain public safety during response and recovery operations. The entities listed below maintain policies and procedures to ensure public order during an emergency:

- Police;
- Sheriff;
- Fire; and
- Emergency Management;

As part of public safety, the City also maintains order for public safety facilities including:



- Correctional Facility;
- Courthouses;
- Judicial facilities;
- Shelters; and
- Government facilities.

Critical Infrastructure

Critical infrastructure is maintained by the City or its partners to coordinate key resources during response or recovery operations. When critical infrastructure is owned and operated outside of City control, the City will coordinate with responsible parties to maintain the health and safety of residents and visitors. Critical infrastructure includes facilities and systems that may be owned and/or operated by municipal, City, Commonwealth, or Federal government, a public authority, a private company, a non-profit organization, or a co-op. Critical infrastructure for the City includes the following:

- **Public Utilities:** Cell towers, fuel storage, pumping stations, water and wastewater treatment facilities, and transportation structures.
- **Government Facilities:** Courthouses, judicial facilities, and government offices (e.g., City Hall).
- **Medical Facilities:** Hospitals, nursing facilities, rehabilitation centers, and outpatient centers.
- **Education:** K–12 public schools, colleges, universities, and technical schools.

Staff Rosters

Effective incident coordination relies on knowing who is available to staff the EOC. This section describes how the jurisdiction maintains staff rosters. These practices support rapid staffing of the EOC to improve situational awareness during all phases of an incident.

The City maintains staff rosters through the EML List. The EML List identifies personnel who may be called upon to support EOC operations or field incident roles. The EML List provides contact information for primary and alternate personnel.

During an activation, the EOC Planning Section and the EOC Manager determine staffing patterns, fill ICS positions (as needed and as capacity allows), and coordinate with departmental leadership to address staffing gaps. The EML List also supports shift scheduling and promotes continuity by ensuring each essential role has depth in trained personnel.

Use During EOC Operations

During an activation, staff rosters support:



- **Position Assignments**, quickly matching personnel qualifications to EOC roles; and,
- **Operational Planning**, informing the Coordinated Action Plan (CAP) and situational reporting.

Maintenance and Updates

Departments update and check the accuracy of their contributions to this list prior to and during emergencies to ensure the EOC can quickly identify, notify, and assign personnel to required positions. City Departments are responsible for providing and/or validating a list of names for the EML List in January and June of each year. OEM organizes, updates, consolidates this information, and ensures that the most current data is accessible to the EOC Planning and Logistics Sections during a response.

Direction, Control, and Coordination

National Incident Management System

The City adopted NIMS as the standard for incident management as of December 1, 2004. NIMS provides a systematic, proactive approach to guide departments and agencies at all levels of government, NGOs, and the private sector to work to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment. While NIMS provides the template for the management of incidents, the NRF provides the structure and mechanisms for national-level policy for incident management. Adoption and the ongoing practice of NIMS and NRF principles assist the City in successfully coordinating and engaging with additional City, regional, Commonwealth, and federal response entities, should a disaster require their support and resources.

NIMS outlines three core components: resource management, command and organization, and information management. The City leverages a function-based structure, as listed below and in the **Organization and Assignment of Responsibilities** section. The City maintains a crisis communications process to manage disaster communications and critical information. Additional information regarding resource management and details related to the structure of response and information management for the City may be found in **Annex C: Response**.

Incident Command System

Within NIMS, ICS provides effective and efficient management of incidents and events. ICS is scalable and can be used to organize operations for a broad spectrum of situations. During emergency operations, ICS is utilized to structure response and recovery activities into functional areas. This structure ensures that facilities equipment, personnel, procedures, and communications are organized and integrated into emergency operations.

This EOP adheres to NIMS concepts requirements, and outlines EOC operations in accordance with ICS. When necessary, multi-departmental and multi-agency coordination will occur through virtual or in-person activation of the City EOC. The City will ensure the EOC structure complements current non-emergency City functions while best supporting emergency operations.

The Emergency Operations Center

When an incident occurs, the City of Richmond's EOC is activated. Response and recovery operations are formed at the EOC by emergency management leadership and shared with



relevant stakeholders and partners. Likewise, information is shared with the EOC so its staff can plan for such operations and activities.

When EOC leadership considers which positions to activate, they will begin by filling the necessary Command Staff and leadership roles within each Section (i.e., Section Chiefs), then expand and/or contract roles identified in the organizational structure as needed to meet the needs of the incident and community.

Emergency Operations Center Organization

The City's organizational structure includes the internal positions that guide response operations. The City maintains select positions responsible for the interagency and external coordination necessary to ensure cross-sector response coordination during an emergency or response effort. The organizational structure is flexible and scalable; the nature and scope of the incident will determine who staffs the EOC. Only EOC positions needed for a given incident should be filled. The organizational structure follows the function-focused format. The basic functional sections within the EOC that the City utilizes during response operations, adhering to ICS principals, include the following:

- Policy Group;
- EOC Manager;
- Command Staff;
- Operations Section;
- Planning Section;
- Logistics Section; and
- Finance and Administration Section.

Sections are further organized across Section Chiefs, Branch Directors, and Unit Leaders. Positions may be activated at the Section, Branch, and Unit levels, depending on the response efforts.

Critical leadership positions include the Director of Emergency Management, the Emergency Management Coordinator, and the EOC Manager position. The organizational structure for response operations is listed in **Organizational Structure**. Additional details regarding each position's roles and responsibilities are in **Annex C: Response**.

On-Scene Incident Command

When an Incident Command Post (ICP) is established, Virginia Code §27-15.1 states that "The Fire Chief or other Officer in charge of the department shall have the authority to direct operations at the scene of a fire or other emergency incidents. Such officer shall have the authority to control and direct firefighting or rescue activities at such incident." In these situations, the Liaison Officer



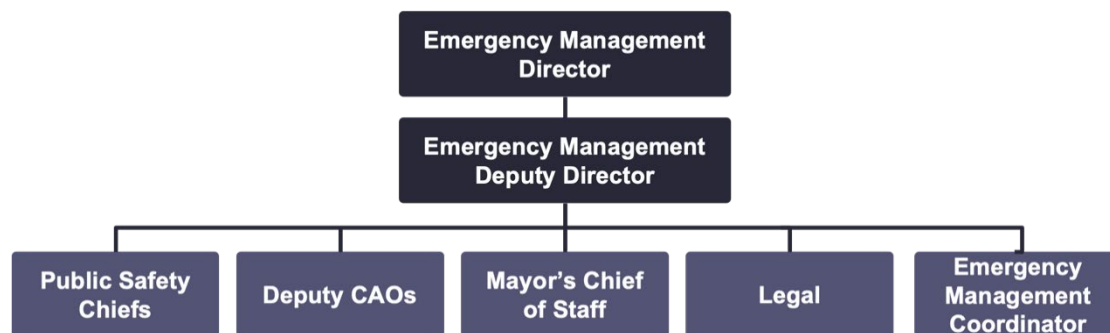
will work directly with the ICP and the EOC to relay information, resource requests, or other operational needs.

The Incident Commanders (ICs) provide direct, on-scene control of tactical operations. They have overall authority and responsibility for conducting incident operations in the field when established and are responsible for the management of all incident operations at the ICP. If they are unable to fulfill a need (via local or mutual aid responders), the IC(s) will work with the EOC to fulfill that need.

Policy Group

The Policy Group provides strategic direction and oversight during activations and emergencies. The Director of Emergency Management makes the final authority on decisions. The Policy Group remains in close coordination with the EOC Manager through the Emergency Management Coordinator. The Policy Group includes the positions as demonstrated below but may be adjusted during an incident to reflect the real-time needs of the City.

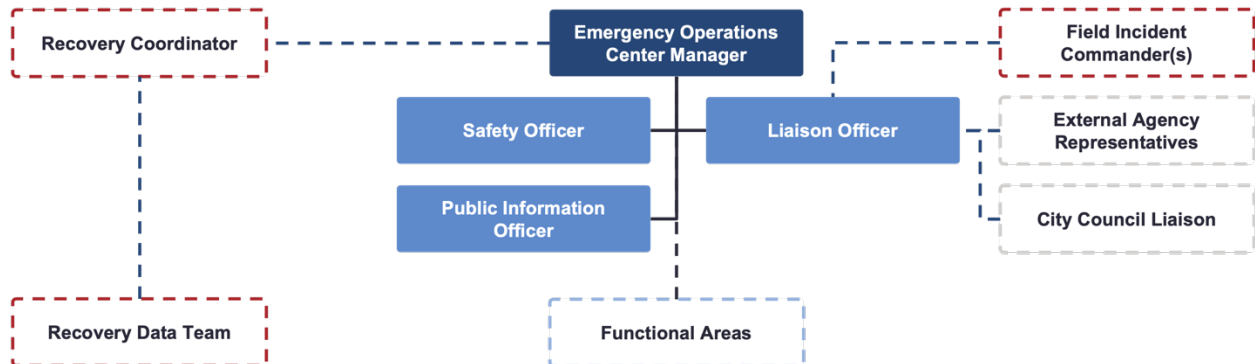
Figure 4: Policy Group Organizational Chart



Command Staff

Command Staff serve as the first layer of incident management. The EOC Manager serves as the oversight for all Command Staff and Sections and coordinates with the Policy Group through the Emergency Management Coordinator. Command staff includes the positions as demonstrated below.

Figure 5: Command Staff Organizational Chart



Planning Section

The Planning Section collects, analyzes, and disseminates incident information and facilitates action planning. The Planning Section Chief leads the Planning Section and reports to the EOC Manager. The Section includes Unit Leaders who report directly to the Planning Section Chief. The Planning Section consists of the following positions, as demonstrated below.

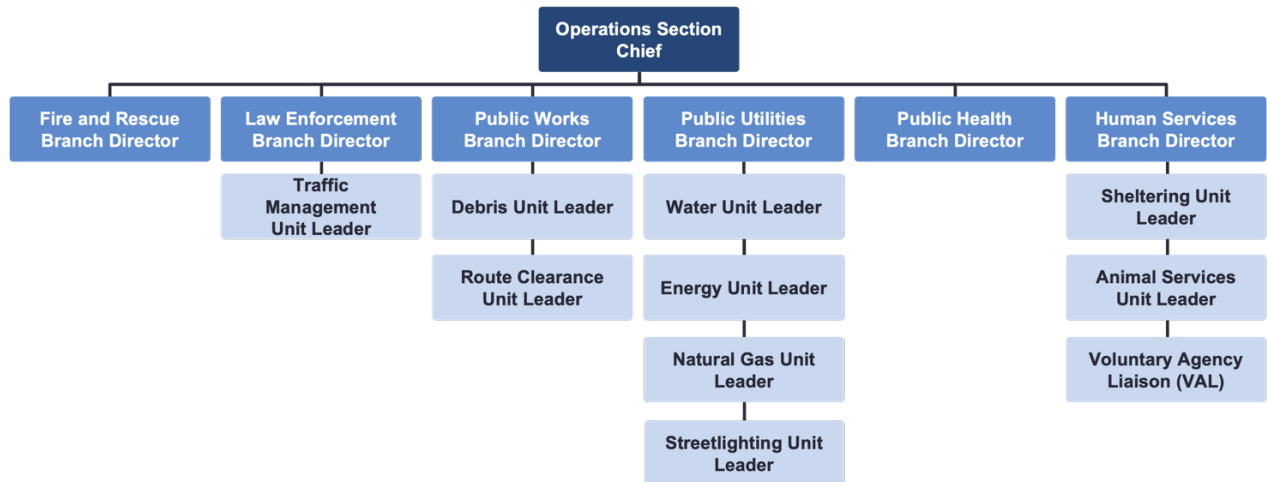
Figure 6: Planning Section Organizational Chart



Operations Section

The Operations Section prioritizes branch operations to meet EOC incident objectives. The Operations Section Chief leads the Operations Section and reports to the EOC Manager. The Operations Section is the largest section in the EOC, containing six potential Branches. The Operations Section includes the following positions, as demonstrated below.

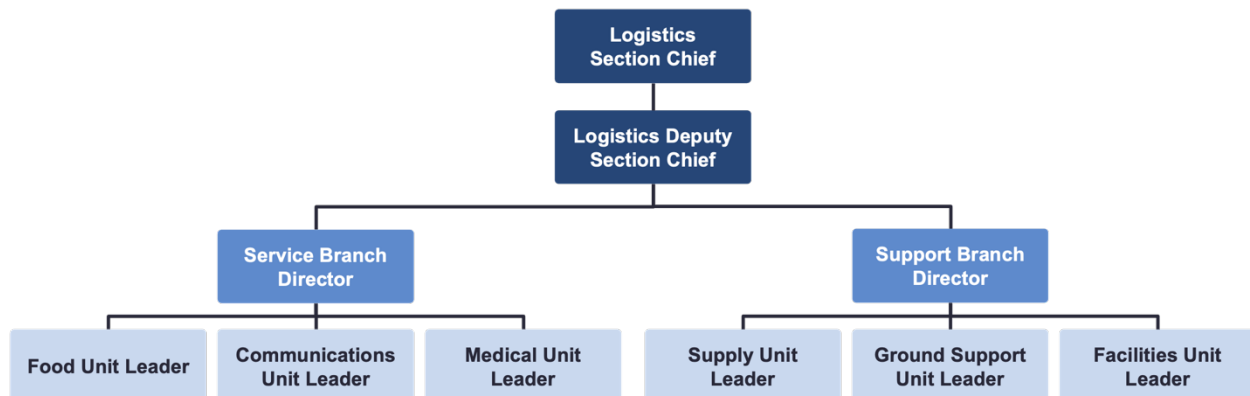
Figure 7: Operations Section Organizational Chart



Logistics Section

The Logistics Section provides facilities, services, and resources. The Logistics Section Chief and Logistics Section Deputy Chief lead the Logistics Section. The section includes two potential branches. The Logistics Section consists of the positions demonstrated below.

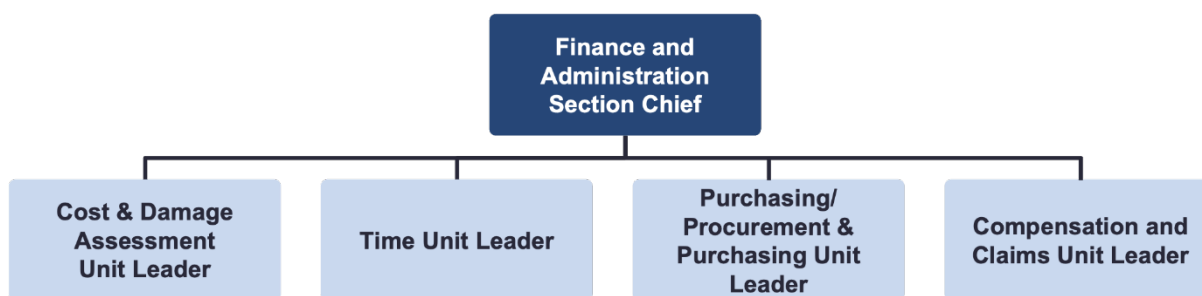
Figure 8: Logistics Section Organizational Chart



Finance and Administration Section

The Finance and Administration Section tracks costs and coordinates financial and administrative resources during response operations. The Finance and Administration Section may adhere to City finance, cost recovery, and billing procedures. The Section is led by the Finance and Administration Section Chief and includes Unit Leaders who report directly to the Section Chief.

Figure 9: Finance and Administration Section



Activation

The EOP and the EOC may be activated concurrently. The Director of Emergency Management, the Deputy Director of Emergency Management, the Emergency Management Coordinator, or their designees may activate the EOP. Upon notice of a potential or actual event requiring an activation determination, the Mayor, CAO, and DECPR Director Emergency Management Coordinator (in addition to any other relevant stakeholders as determined by the individuals noted above) will convene to:

- Determine level of activation (i.e., level 0-3) based on activation triggers and incident-specific potential or actual needs and impacts;
- Determine format of activation (i.e., in person or virtual);
- Determine the need for the Mayor to issue a declaration of local emergency;⁴

⁴ If choosing to declare, the Mayor must request consent from City Council for a declaration of local emergency. Note that if City Council cannot convene due to the disaster or other exigent circumstances, the Director may declare the emergency without immediate City Council consent. See **Emergency Declarations**

Local Declaration of Emergency

The Director of Emergency Management declares an emergency whenever the threat or actual occurrence of a threat is or has the potential to be of sufficient severity and magnitude to require significant expenditure, resource mobilization, and a coordinated response to prevent or alleviate loss of life, damage, hardship, or suffering.

A local emergency is declared under the authority of Section 44-146.21 of the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, by the Director of Emergency Management with the consent of the City Council.

- Determine the need for the Mayor to request that VDEM activate the COVEOP; and,
- Determine the need for the Mayor to request that the Governor declare a “state of emergency.”

Operations

Activation Levels

The City maintains three activation levels to remain flexible to address the nature and the scope of the emergency and its operational requirements. The table includes potential triggers as examples for an activation. The list of potential triggers is not all encompassing; triggers may vary during real world situations. The Director of Emergency Management, the Deputy Director of Emergency Management, the Emergency Management Coordinator, or their designees may consider the following as potential triggers for activation:

Table 7: The City of Richmond Activation Levels and Potential Triggers

Level	Description	Potential Triggers
Level 0 – Normal	Steady state, day-to-day operations.	• N/A

If the City Council cannot convene due to the disaster or other exigent circumstances, the Director of Emergency Management, or, in their absence, the Deputy Director, shall declare a local emergency. If neither the Director nor Deputy Director is available, any member of the City Council may declare the existence of an emergency. Such a declaration is subject to the confirmation by the City Council at its next regularly scheduled meeting or at a special meeting within 45 days of the declaration, whichever occurs first.

The Declaration of a local emergency activates the EOP and authorizes the provision of aid and assistance there under. The Emergency Management Coordinator will notify VDEM immediately upon the local declaration of emergency. All appropriate locally available forces and resources will be fully committed before requesting assistance from the State. All disaster-related expenditures will be documented in alignment with the City’s *Cost Recovery Plan* to maximize reimbursement.

for additional information.



Level	Description	Potential Triggers
Level 1 – Monitoring - Green	No active incident. EOC is not physically activated, but the City monitors emerging threats, with virtual alerts provided as needed.	- The National Weather Service (NWS) Watch issued (e.g., winter storm, hurricane, flood, tornado). - National Special Security Event or large public gathering announced (e.g., marathon, political rally) in planning stages. - Regional partner activation (Henrico/Chesterfield/State EOC moves to Monitoring). - Intelligence of a credible but non-imminent threat (e.g., DHS/Federal Bureau of Investigation [FBI] bulletin).
Level 2 – Partial Activation - Yellow	Elevated readiness due to a developing incident or planned event. EOC has a limited activation; only essential EMLs are activated. Situation reports produced; Joint Information Center (JIC) may activate. A snow event would not be a full activation and may last for several operational periods. Partial just means not everyone is needed.	- NWS Warning issued with expected city impacts (e.g., snow, flooding, severe storm, extreme heat). - Planned event with more than 10,000 attendees (e.g., July 4th fireworks, inauguration, 10K, protests). - Incident requiring two or more city departments (e.g., major structure fire with mass displacement, localized hazmat release, cyber disruption). - Extended utility outage projected to last more than 12 hours and affecting more than 5,000 customers.
Level 3 – Full Activation - Red	Significant, catastrophic, or long-duration incident requiring multi-agency, sustained coordination, and extensive city resources with regional/Commonwealth/federal involvement. The entire EOC is fully activated. All City agencies are required to send a representative (either department head or EML) to be represented at the EOC, most likely in person. 24-hour operations, full Planning P	- Widespread power outage for more than 24 hours affecting more than 25% of Richmond households. - Flooding or severe weather causing multiple road closures, facility closures, or more than 50 displaced residents. - Citywide infrastructure failure (e.g., prolonged water contamination, total communications outage). - Mass casualty incident (more than 25 injured or more than five fatalities).

Level	Description	Potential Triggers
	cycle, UC with state/federal partners present.	• Complex coordinated attack or civil unrest with widespread, sustained impacts across multiple city districts. • Regional/state request for Richmond resources beyond normal mutual aid. • Major storm event, like hurricanes or tornadoes, with projected or realized catastrophic impact. • Public health emergency requiring cross-sector resource allocation (e.g., hospital surge, mass prophylaxis).

The formats for EOC activation include either virtual activation or in-person activation, as described below:

- **Virtual Activation:** Coordination is done using the City’s digital recordkeeping platform and a series of regular virtual briefings and discussions to adequately coordinate the City’s response to an incident.
- **In-Person Activation:** Coordination is done in person at the EOC and through the City’s digital recordkeeping platform, and a series of regular briefings and discussions is conducted to adequately coordinate the City’s response to an incident. Additional support staff such as janitorial staff and security are also activated in this response type.

Operational Period

The operational period is the time dedicated to operational actions as listed in the CAP. The City adheres to 24-hour operational periods, in 12-hour shifts; however, incident needs will dictate the length of both the operational periods and shifts. Staff and departments filling EOC positions are required to identify backups and personnel who can fill multiple shifts to ensure the EOC remains staffed as needed during the operational period.

Chain of Command

Issues during response and recovery operations can become quickly problematic. To resolve issues efficiently, escalation should move along the EOC hierarchy starting at the lowest level of authority, to the highest. In the City, escalation starts at the Unit Leader level, moves to the Branch Directors, then Section Chiefs, then the EOC Manager for final determination, as needed for efficient response operations (see graphic below). If the issue is beyond the authorities delegated to the EOC Manager, the Mayor, as the Director of Emergency Management, has the final say.

Figure 10: Chain of Command



Operational Planning Cycle

The Planning “P” is a graphic that describes the process and steps involved in the operational planning cycle, and the product of the cycle which is the CAP. The Planning P guides each operational period for the EOC. The leg of the “P” describes the initial response period. Once the incident/event begins, the steps include:

- Incident Occurs
- Notifications
- Initial Leadership Briefing
- Activate the EOC

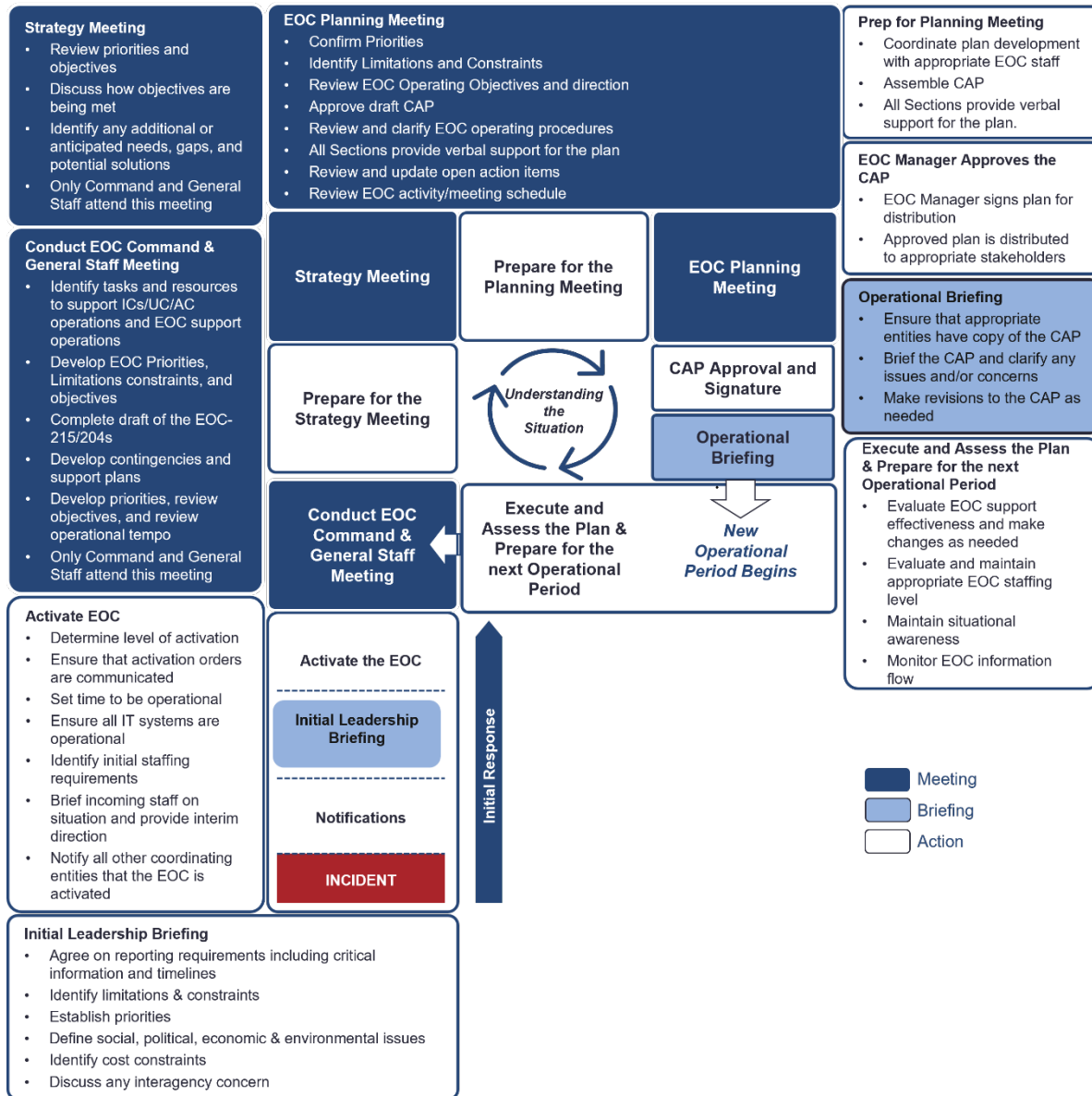
At the top of the leg of the “P” is the beginning of the operational planning period cycle. In this circular sequence, the steps include:

- Conduct EOC Command and General Staff Meeting
- Prepare for the Strategy Meeting
- Strategy Meeting
- Prepare for the Planning Meeting
- EOC Planning Meeting
- CAP Approval and Signature
- Operational Briefing
- Execute and Assess the Plan and Prepare for the next Operational Period

The Planning P depicted describes at which points the Policy Group is included in the EOC operating cycle. Additional information regarding the steps each section participates in is in **Annex C: Response**.

Figure 11: Planning P

Emergency Operations Center Operating Cycle



Notifications

When the EOC is activated, timely, accurate, and coordinated notification of staff is critical. The notification process ensures that the appropriate personnel are alerted, know their roles and responsibilities, and can report to the EOC (either virtually or in-person) in a safe, prepared state. Notification supports situational awareness, staff accountability, and readiness for resource mobilization. See **Appendix D: Non-Activated Staff Notification Procedure** for detailed process information.

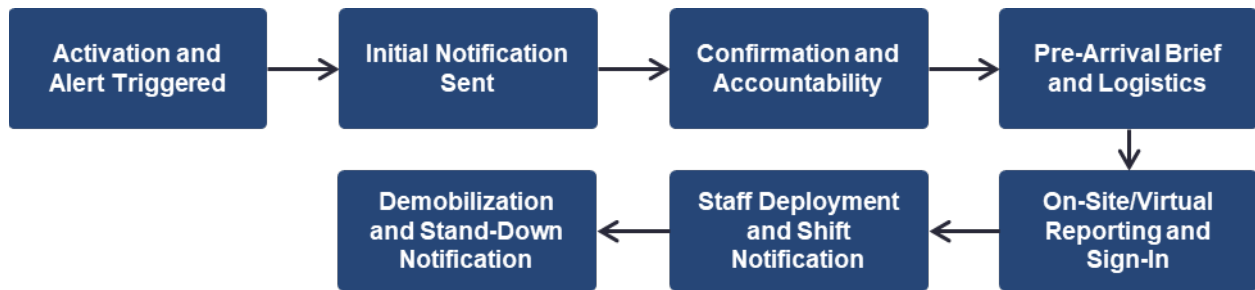
These procedures outline notification processes for three audiences:

- **Executive Notification:** Informing City leadership of significant incidents and emergencies.
- **EOC Staff Notification:** Alerting identified EOC personnel for activation and staffing.
- **Non-Activated or Impacted Staff Notification:** Maintaining situational awareness and safety for employees not assigned to the EOC.

Key Objectives

- Ensure all pre-identified EOC positions (and alternates) are contacted and confirm availability and response.
- Ensure the Executive Team (Mayor, CAO, Deputy CAOs, Department Directors, and Public Safety Chiefs) are notified in accordance with the City's Executive Notification Policy.
- Communicate the activation level, reporting instructions (physical location or virtual), expected time of arrival, initial briefing time, and any special instructions.
- Provide an initial Situation Report so that notified staff arrive informed of the situation magnitude, expected mission focus, and logistical support plan (meals, lodging, shift durations).
- Enable staff accountability and tracking mechanisms in [placeholder]. Questions to consider include "who is reporting," "where are they going," and "what actions are being taken by alternate staff." This supports both safety and operational logistics.
- Ensure redundancy in notification with multiple channels. Send messages through "Richmond Ready" via Everbridge, and then institute [placeholder] to ensure the appropriate staff are notified.
- Document the notification process and arrival times to support documentation and later after-action review.

Figure 12: Notification Key Objectives



Notification of Non-Activated or Impacted Staff

Overview

There will be staff who are not assigned to EOC operations or the staffing pattern that the incident may impact. The City must proactively notify these non-activated but impacted personnel to ensure situational awareness, support continuity of operations, and capture any issues that may affect the overall response. See **Appendix D: Non-Activated Staff Notification Procedure** for detailed process information. The goals are to:

- Inform impacted staff of any changes to their work status, environment, access, or safety;
- Capture feedback on the operational ability (e.g., loss of access to a facility, safety status, or requests for support);
- Integrate any issues into the operational picture so the EOC can address logistics, staffing, or service-continuity gaps; and,
- Ensure redundancy in communications and maintain documentation of alerts and responses for after-action review and compliance.

Deactivation

As the City of Richmond's emergency response operations are completed or recovery operations no longer require intensive coordination, the Emergency Management Coordinator may recommend the Policy Group consider deactivation and demobilization of the City EOC. Additionally, recovery activities may be implemented in accordance with **Annex D: Recovery**. Deactivation considerations are as follows:

- There is a continued need for coordination of City of Richmond responsibilities and decision-making as response operations are completed and the City of Richmond transitions to disaster Recovery operations.
- The Command Post(s) or field activities are still operational.
- The activation status of adjacent localities' EOCs and any remaining support needs.
- The ability of City departments to effectively conduct remaining operations from their normal work stations.

Upon deactivation, the Emergency Management Coordinator will:

- Notify the following of the deactivation:
 - The City of Richmond Director of Emergency Management or their designee;
 - VDEM;
 - All City departments;
 - Partners;
 - Members of the Policy Group; and
 - Any other organizations or agencies conducting operations within the City of Richmond of the deactivation.
- Continue coordination efforts with the Finance and Administration Section to ensure all financial data relating to the event is accounted for, recorded, and maintained.
- Work with OSC to issue public information and/or a media release explaining the City's ongoing actions for the event.

Command and Coordination

EOC Support Models

The EOC can operate in different support models depending on the type of incident. These models define how the EOC coordinates with departments and field operations (i.e., whether there is a single incident scene, multiple concurrent incidents, or no traditional field IC). In a single-scene incident, the EOC primarily supports an ICP. When several incidents occur at once, the EOC focuses on coordinating priorities and resources across all affected areas. In large or dispersed events where there is no central field command post, the EOC becomes the primary coordination hub for directing citywide response and recovery missions. Across all models, the EOC's role remains consistent: to provide multi-agency coordination, support operational needs, and ensure that departments are aligned under common objectives and priorities.

In the City of Richmond, the EOC shall utilize three primary support models that are consistent with the NIMS and ICS/EOC interface doctrine:

- Field Command Support (an ICP is established)
- Multiple ICP Support
- EOC-Led Operations (No field ICP)

In all three models, coordination occurs primarily through departmental liaisons and Branch Directors, rather than through field ICs. The EOC Manager, in coordination with ICPs when applicable, operates in the mode most applicable to the incident.

Field Command Support

In this mode, the EOC supports a single ICP that is managing field operations. The EOC activates to support field command by providing resources, information, and multiagency coordination. The



IC is responsible for incident objectives and tactics at the scene, while the EOC focuses on enabling those operations by coordinating with departments, external partners, and City leadership. This model maintains a clear separation: field command manages tactics, and the EOC manages support, information flow, and resource coordination. Examples of this type of support model include:

- Structure fire with an established ICP;
- Hazardous materials spill with a defined scene;
- Aircraft crash within the jurisdiction; and,
- Any single-scene incident where one ICP is clearly in charge.

Examples of EOC activities in this model include:

- Locating and deploying specialized equipment (e.g., hazmat assets, specialized teams);
- Coordinating shelter-in-place or evacuation support requested by the field IC; and,
- Activating mutual-aid partners who have specialized equipment.

Multiple Incident Command Posts

This model is used when several incident locations or operational areas each have their own ICP managing localized tactical operations. Because these operations may compete for resources or create jurisdiction-wide impacts, the EOC becomes the central point for coordinating priorities, allocating resources, and maintaining a COP.

The EOC does not direct field tactics at any of the individual or area ICPs. Instead, it ensures that all ICPs operate under consistent priorities, that critical information is shared, and that limited resources are allocated according to jurisdiction-wide needs. Examples of this support model include:

- Widespread flooding with several localized ICPs managing evacuations, rescues, and road closures;
- Severe weather with multiple impact zones (downed lines, structural damage, debris hazards) requiring separate command posts; and,
- Simultaneous major incidents (large fire and a separate hazmat release occurring at the same time).

Examples of EOC activities in this model include:

- Coordinating resource distribution across ICPs based on jurisdiction-wide priorities and constraints;
- Deconflicting competing requests for specialized units, transportation assets, staging areas, or sheltering support;
- Consolidating situational information from all ICPs into a single COP;



- Coordinating citywide public messaging in alignment with the Policy Group and impacted departments; and,
- Supporting logistical needs for prolonged operations, including staff rotations, feeding, transportation, and equipment tracking.

EOC-Led Operations (No Field ICP)

This model is used when no traditional field ICP is established. In these instances, there is no single ICP to direct on-scene tactics. Instead, operational missions occur across the City through departmental response activities, and the EOC becomes the primary hub for directing and coordinating those missions.

In an EOC-Led model, the EOC coordinates all incident objectives, operational priorities, mission assignments, and information flow. Departments execute missions within their authority and expertise, while the EOC ensures unified direction, resource management, and alignment with City leadership.

Examples of this support model include:

- Hurricanes or tropical storms with widespread, non-centralized impact such as power outages, road blockages, sheltering needs, and infrastructure disruptions;
- Severe winter storms without a single incident scene with citywide impacts;
- Pandemics or public health emergencies where operations are dispersed; and,
- Long-duration incidents where field ICPs have been demobilized but significant coordination continues during recovery.

Examples of EOC activities in this model include:

- Developing and coordinating citywide response and recovery objectives, strategies, and operational priorities;
- Issuing mission assignments to the Operations Branch and tracking execution, status, and unmet needs; and
- Managing citywide logistics, including sheltering, transportation, supply management, and points of distribution.

Unified Command

In the instance of an emergency or incident requiring action from multiple departments and organizations within the City, or if an incident crosses the City's jurisdiction into a neighboring jurisdiction, a UC is formed. The UC allows affected departments/organizations/jurisdictions the ability to collaboratively coordinate, plan, and interact effectively without interfering with the responsibility, accountability, or authority of other involved agencies. The UC is tasked with identifying, establishing, and ranking incident-related priorities and objectives under a single CAP.

Representatives in the UC are responsible for relaying information to staff responsible for overseeing response activities.

Area Command

Area Command may be established for the following:

- To oversee the management of multiple incidents that are each being managed by an ICS organization.
- To oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned.

Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are effectively managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.

EOC

Upon situations that rise to the activation trigger levels, as described above, the EOC activates. The EOC is the central point for organizing emergency management operations. The EOC supports field operations and provides operational and strategic coordination. When activated, the EOC also provides support and coordination, resource management, information collection, analysis, and distribution, and shares communications.

Information Collection, Analysis, and Dissemination

Critical Information Needs

During emergencies, decision-makers rely on accurate, timely, and actionable information. Critical information needs include the status of essential services (power, water, communications), life safety impacts, evacuation or shelter requirements, casualty and damage reports, and the availability of critical resources. These needs guide the activation of reporting systems, coordination with external partners, and the development of the Coordinated Action Plan.

Each department and external partner organization is responsible for identifying and communicating its own Essential Elements of Information (EEl)s that support situational awareness and operational decision-making. For example, law enforcement agencies may focus on public safety threats and road closures, while utilities monitor service outages and restoration timelines. These agency-specific EEl)s collectively contribute to the jurisdiction's critical information needs. The Planning Section of the EOC consolidates this information to provide leaders with a comprehensive COP.

Information Collection

Information is gathered from a variety of internal and external sources, including City Departments, field reports, partner agencies, Commonwealth and federal liaisons, NGOs, and the private sector. Collection methods may include direct communication, the City's 911 call center, automated data feeds, and public information channels. Sensitive information communicated directly to the Police Department is shared on a need-to-know basis and may not be broadly communicated unless necessary. If the EOC is activated, see **Annex C: Response** for detailed information. If the EOC is not activated, information is collected by the primary organization responsible for steady-state monitoring. By clearly outlining roles and responsibilities, the City ensures consistency, avoids duplicative efforts, and verifies accuracy before information is analyzed. It is important to note that threats and hazards can be identified by any entity or agency within the City, and information may be routed through pathways other than those identified below.

Steady State Monitoring

Day-to-day monitoring provides a baseline of "normal" conditions, enabling anomalies to be quickly identified. The DECPR serves as the primary monitoring entity through its 911 call center. The 911 call center functions as the City's central repository of emergency data. OEM supplements this repository by reviewing broader indicators such as weather forecasts, hazard outlooks, infrastructure status, and intelligence reports. Together, these agencies ensure the City



maintains continuous awareness of threats that could escalate into incidents requiring a coordinated response.

Department of Emergency Communications

The 911 call center functions as the first point of contact for emergency incidents. They must monitor, collect, and route highly time-sensitive information to the appropriate agencies for response and potential escalation. The types of information obtained are primarily tactical and operational information. This includes:

- **Emergency Call Data:** Incidents such as fire, medical, police, hazardous materials, and utility outages.
- **Incident Trends and Call Volume:** Increased call load may indicate emerging events such as weather-related emergencies, civil disturbances, or mass-casualty incidents.
- **Responder Safety and Status:** As City resources are depleted, the 911 call center can quickly identify if incidents are expanding beyond City capability and capacity.
- **Critical Infrastructure or Utility Impacts:** Incidents such as mass power outages, downed wires, water main breaks, or roadway blockages are typically reported via 911 before notification to utility providers.
- **Public Alerts:** The 911 center will receive incoming reports from external agencies for incidents that may impact the City. Examples include hazardous materials releases, terrorism threats, or incoming weather emergencies.
- **Consolidated Emergency Services Data:** As incidents expand, the 911 call center will require outside assistance in obtaining resources. The EOC may use information from the 911 call center to identify resource requirements and coordinate outside assistance. Additionally, 311 may be an additional source of information as incidents increase in severity and complexity.

911 monitoring is incident-specific, rapid, and operationally focused. It provides the first signal of community-level hazards and supports the immediate need for resources.

Office of Emergency Management

The OEM monitors broader streams of information for situational awareness, coordination, and decision-making across agencies. While they may utilize tactical or operational data from the 911 call center, that is a singular input among many other data streams. Those additional forms of information include:

- **Weather, Hazard, and Intelligence Data:** NWS provides emergency alerts, forecasts, and severe weather outlooks that may trigger an EOC activation or additional response. The state and federal Fusion Centers produce situational awareness reports and updates, as well as hazard-specific monitoring for human-caused issues.



- **Lifeline Status:** Utility reports, healthcare system capacity, transportation network conditions, and other lifeline data are managed through the OEM office.
- **Public Information and Media:** OSC, internal staff, and/or partners share media reporting and social media trend analysis, as well as community engagement platforms with OEM, allowing OEM to rapidly identify incidents within the community that may trigger a response.

This broader perspective ensures decision-makers have the situational awareness needed to coordinate resources, anticipate cascading impacts, and support unified action during emergencies.

Threat and Hazard Escalation

Whether it is an immediate or emerging threat, steps are taken to escalate the EOC. In the case of an immediate threat, verification of an EOC activation is not needed because the threat will be known. Emerging or potential threats warrant a more formal process to escalate the EOC. Once a threat is identified, it must be triaged and validated prior to escalation.

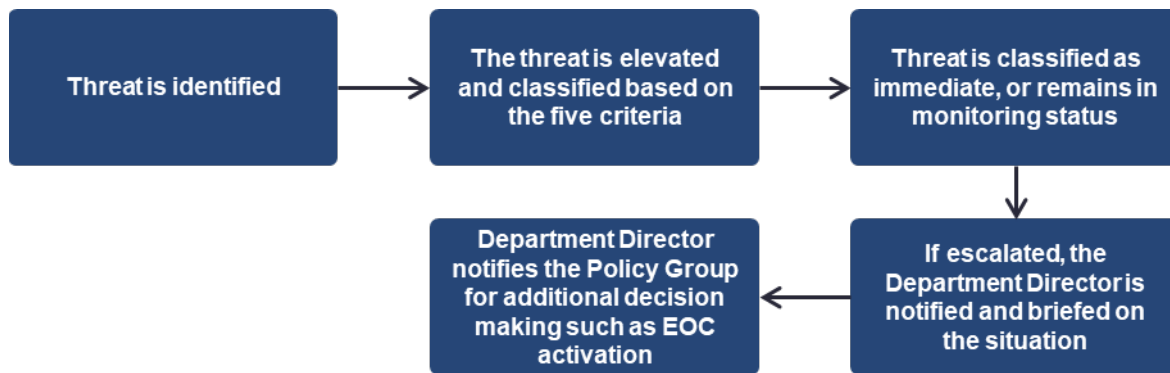
The 911 call center and OEM will quickly cross-check the threat or hazard against at least one independent source whenever possible (e.g., NWS weather warnings against flood gauges). They then classify:

- **Severity:** What is the current threat to life-safety vs the potential threat?
- **Scope:** Is the potential impact a specific location, neighborhood, citywide, or regional impact?
- **Timeliness:** Is the threat immediate, or can it be monitored?
- **Lifelines Impact:** What is the potential impact on power, water/wastewater, communications, transportation, health/medical, safety/security, or food and shelter?

If confidence is low that there is a true threat and imminent threat, the issue remains in monitoring status with targeted follow-ups as needed.

If confidence is high that there is a true and immediate threat, the issue must immediately escalate to the city's decision makers. The identifying entity (e.g., OEM or the 911 center) must immediately notify the Director of the Department for immediate Policy Group notification. The flow of information is as follows:

Figure 13: Threat and Hazard Escalation



Incident Monitoring and Information Collection Strategies

Incident Monitoring

Once an incident occurs, monitoring shifts from steady state to event-specific data gathering. The Planning Section leads this effort, collecting, validating, analyzing, and sharing information. This work is done in coordination with the 911 call center, field responders, and partner agencies. The goal is to create a COP by verifying data and producing Situation Reports.

The City should prioritize the following types of data:

- Real-time operational updates from field units;
- Resource status tracking, including requests, staging, and deployment;
- Infrastructure assessments, particularly community lifelines; and
- Inputs from public reporting and collaborative mechanisms such as the Fusion Center or the Virginia EOC.

Information Collection Strategies

Information collection during an emergency must be structured, reliable, and timely so that leadership can make sound decisions. The City recognizes the importance of confidential and sensitive information and will follow processes and procedures regarding handling confidential and sensitive information. The City will utilize the following core strategies:

- **Standardized Reporting:** All departments and partner agencies will provide updates to the EOC using established methods such as the City's digital recordkeeping platform, ICS forms, or email. This ensures consistency and provides an audit trail.
- **Scheduled Updates:** Each operational entity or agency representative will provide status updates at scheduled times during operational periods. Urgent information will be shared immediately as it becomes available.
- **External Monitoring:** OEM will monitor Commonwealth, federal, and private-sector partners for critical inputs such as weather forecasts, utility status, and intelligence updates.

- **Public Input:** Community hotlines such as 311 and verifiable public reports will be monitored for emerging hazards or unmet needs, with validation of this information occurring before dissemination.
- **Centralized Location:** Information collection may occur through the JIC, a central location for news media and participating Public Information Officers (PIOs) to collect data and information and increase information coordination and delivery.

Information Analysis

Once information is collected, it must be reviewed, organized, and shared in a way that supports decision-making and coordinated action. The Planning Section is responsible for ensuring information moves from raw data to actionable intelligence.

Incoming data must be reviewed for accuracy, timeliness, and relevance. Information from multiple sources is compared to identify trends, confirm impacts, and anticipate future needs. This process ensures that leadership bases decisions on verified, comprehensive situational awareness rather than on isolated or incomplete reports. This process is followed unless intel is critical and time sensitive, requiring an immediate response.

Dissemination of Information

Validated information is shared across all partners and with the public using structured and tiered methods:

- **Spot Reports:** Concise written reports of essential information shared when significant incidents occur and immediate notification is needed.
- **Internal Briefings:** Regular EOC briefings ensure all sections and partners operate from a COP.
- **Situation Reports (SitReps):** Written summaries are produced at scheduled intervals and distributed to City leadership, the Commonwealth, and partner agencies.
- **Visual Displays:** Utilizing the City's digital recordkeeping platform, the Incident Status Board, maps, and dashboards will be updated and maintained in the EOC to support real-time awareness.
- **Public Information:** The JIC coordinates official alerts, warnings, and press releases to ensure consistent and accessible messaging to the public.

The City can use these methods to ensure the correct information reaches the right audiences at the right time. This supports both effective operations and public confidence.

Coordinated Action Planning

The EOC shall develop a CAP for each operational period. The CAP identifies the incident objectives, priorities, and resource assignments necessary to achieve the jurisdiction's response

goals. The Planning Section leads the development of the CAP with input from all EOC sections and participating agencies.

The planning process follows the principles of ICS and the Operational Planning Cycle. Information collected and analyzed during the operational period forms the basis of the CAP, ensuring objectives are grounded in current conditions. Once reviewed and approved by the EOC Manager, the CAP is shared with all agencies and partners to align efforts and reduce duplication.

Situation Reports

When the EOC is activated, the Planning Section systematically collects, analyzes, and displays incident information to support the operation. The unit draws from all available sources of information, and validates, organizes, and transforms information into situational displays and reports. The primary product of the Situation Unit is the Situation Report (SitRep). This document provides a consolidated account of incident conditions, resource status, impacts to critical infrastructure, and anticipated needs. When developing the SitRep, the Planning Section adheres to any available policies and procedures as they relate to classified and confidential information.

Each SitRep includes:

- Current incident conditions and known impacts;
- Actions taken by City departments and partner agencies;
- Status of critical infrastructure and essential services;
- Resource shortfalls and requests for assistance; and
- Anticipated priorities and objectives for the next operational period.

SitReps are distributed to City leadership, partner agencies, the Commonwealth of Virginia, and federal partners. SitReps are also uploaded to the City's digital recordkeeping platform to support and maintain a COP. These materials are used to develop the CAP.

Communication and Coordination

[Placeholder]

Public Alerts and Warnings

[Placeholder]

Crisis Communications

[Placeholder]

Interoperable Communications

[Placeholder]

Backups and Failovers

[Placeholder]



Administration, Finance, and Logistics

This section establishes how the City secures, manages, and accounts for additional personnel and resources during emergencies through local and Statewide mutual aid, the Emergency Management Assistance Compact (EMAC), staff augmentation, and human resources measures. See **Annex C: Response** for additional information on the relevant processes.

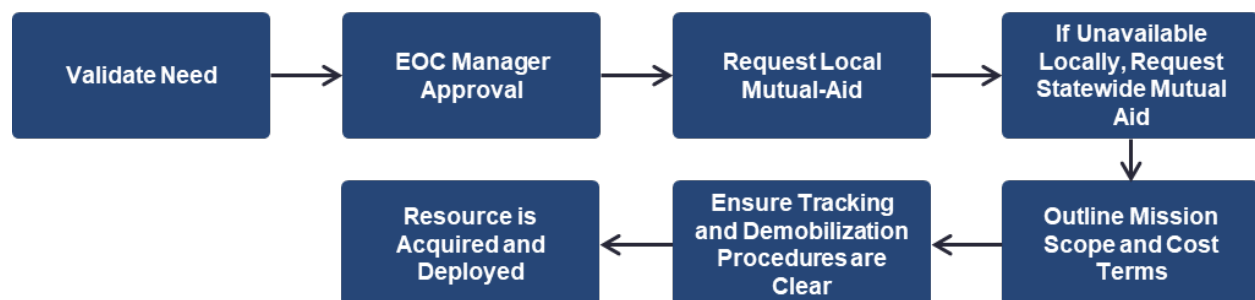
The City prioritizes local and regional mutual aid to enhance surge capacity, leverages Statewide Mutual Aid (SMA) through VDEM, as well as VEOC, and, when needed, requests or provides interstate assistance via EMAC. Requests follow CSALTT (i.e., Capability, Size, Amount, Location, Time, and Time [FEMA Type]). City Human Resources (HR) policies, the Virginia Workers Compensation Act, and liability provisions apply to City personnel and recognized volunteers engaged in emergency duties.

Mutual Aid

The City maintains mutual aid relationships with neighboring jurisdictions and agencies. When the incident exceeds local capacity, the Section Chiefs notify the EOC Manager of needs. The EOC Manager will then coordinate with the Emergency Management Coordinator to get validation from the Director of Emergency Management to request resources. Upon approval, resources can be requested from partners under existing agreements or Virginia SMA as administered by VDEM. The EOC manager facilitates jurisdictional mutual aid resource requests.

The process of requesting mutual aid is outlined below. See **Annex C: Response** for detailed process information.

Figure 14: Mutual Aid Process

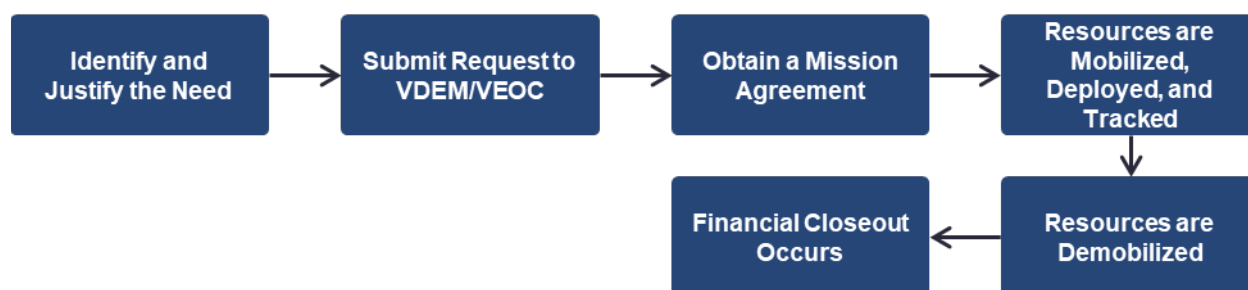


Emergency Management Assistance Compact

EMAC provides a state-to-state mechanism for sharing resources when incidents exceed Commonwealth capacity. VDEM is Virginia's EMAC coordinating agency, and the City submits EMAC requests through VDEM.

The process of initiating and fulfilling an EMAC request is outlined below. See **Annex C: Response** for detailed process information.

Figure 6: EMAC Process



Resource Typing, Credentialing, and Ordering

The City inventories its personnel, equipment, teams, and facilities using resource-typing definitions consistent with NIMS. The City uses FEMA's National Resources Hub for resource typing definitions, position qualification sheets, and credentialing concepts to ensure interchangeability and compliance in mutual and EMAC missions. Resource typing creates a common language to describe the capabilities, qualifications, and performance levels of resources, enabling clear communication both internally and externally.

Typed resources may include:

- Personnel Positions (e.g., PIO, Logistics Section Chief, EOC Support Staff)
- Teams (e.g., Damage Assessment Teams, Debris Management Teams, HazMat Teams)
- Equipment (e.g., generators, communications trailers, water pumps, snowplows)
- Facilities (e.g., shelters, staging areas, points of distribution)

Resource-typing information is maintained in a central inventory accessible to the EOC. When incidents occur, typed resource data allows the EOC to determine availability and match requests to the appropriate capability level. All requests/orders will reference typed capabilities and required qualifications. The Commonwealth requires the City to follow the CSALTT formula to ensure the capability meets the needs.

Staff Augmentation and Human Resources Considerations

Overview

Sustaining extended operations may require augmenting staff through internal reassignment, temporary hires, outside contractors, or volunteers. The City coordinates to review job roles and responsibilities and identifies the staff that can augment the appropriate roles based on needs.

The City may take into consideration factors such whether an employee is essential versus non-essential. The City is responsible for ensuring that payment, benefits, workers' compensation, safety, and liability protections remain compliant with City policy and Virginia law.

Internal Reassignment and Surge Staffing

The Director of Emergency Management, Emergency Management Coordinator, and EOC Manager may direct departmental reassignment to support emergency missions. Departments identify essential and augmentation roles for rapid approvals. It is recommended that augmentees meet NIMS position qualifications, and the City maintains qualification and credential records in line with NIMS Resource Management. If augmentees do not meet the NIMS position qualifications, the City will make efforts to provide just in time training.

Pay, Hours, and Leave

During emergencies, Administrative Regulation 1.5 governs emergency schedules, overtime/comp time eligibility, and special compensation parameters for exempt/non-exempt staff. The CAO or their designee may authorize additional compensation or leave consistent with the Fair Labor Standards Act (FLSA).

Workers' Compensation and Safety

City employees performing emergency duties are covered under the Virginia Workers' Compensation Act. Supervisors must ensure incident-related injuries are reported promptly and documented. Safety practices must meet Virginia Occupational Safety and Health standards.

Volunteers and Affiliated Personnel

When activating affiliated volunteers, the City shall issue the task in writing, ensure appropriate training, supervision, and Personal Protective Equipment (PPE), and confirm liability status through the applicable frameworks.

Contractors and Temporary Hires

The City may activate temporary personnel or contractors to backfill critical roles. Human Resources and Finance/Administration will coordinate classification, rate structure, contract terms, and documentation prior to the start date of any contractors or temporary hires. Additional Commonwealth and Federal programs may be available during disasters to obtain supplemental personnel and offset costs.



Plan Development and Maintenance

Plan Development

Internal Stakeholders

During the EOP development process, internal City stakeholders were engaged to review and validate its components. This practice ensured that the EOP accurately reflected interagency best practices and operations. DECPR-OEM led the development of the EOP and the stakeholder engagement included therein. The City's City Council was tasked with validating key portions of the EOP and promulgating it.

External Stakeholders

When considering future updates to the EOP, the City recognizes that it is essential to include external stakeholders in the process. External stakeholders may include universities, healthcare facilities, and volunteer organizations. Receiving the perspective of these stakeholders further rounds out the coordination element of the operations listed in the EOP. It also encourages considering a whole-community approach in the development of the EOP.

Review and Analysis

Should internal or external stakeholders wish to adapt portions of the EOP, a Plan Change Form must be filled out. The City's OEM will review the proposed update, and if approved, aggregate it into the EOP. Furthermore, upon updating the EOP, a record of the change must be listed in the Record of Change section, and the most up-to-date version of the EOP should be communicated internally and posted online for public access, with the older version archived.

Implementation and Maintenance

At a minimum, the EOP will be readopted by the City Council every four years. Within those four years, if any changes or updates are needed, a Plan Change Form must be completed to specify the alteration.

Testing, Training, and Exercises

To encourage this EOP to be an appropriate reflection of the City's emergency operations, as best practiced, it will be trained and exercised. The training will ensure that all City response personnel are aware of its components. Then, once the City is familiar with the EOP and subsequent annexes, staff will apply their knowledge of it, ensuring that any needed updates are made. Not only do these processes ensure that the EOP is up to date, but they also ensure that City staff are knowledgeable about the operations outlined in the EOP.



The City will aim to train and exercise the EOP annually. Relevant City staff, local emergency service personnel, and neighboring jurisdictions will be involved in the training and exercise processes. Training and exercising the contents of this EOP with the larger stakeholder group will encourage efficient practices for information sharing, unified command, and operational coordination during a real-world event.

After Action Reviews

Following the conclusion of a workshop, training, and/or exercise, the City will draft AAR/IPs following federal, Commonwealth, and City standards and best practices. The purpose of these AAR/IPs is to identify the strengths and areas for improvement within the City. This will help the City in establishing focus areas on FEMA core capabilities that mitigate the impacts of an incident, thereby enhancing the City's resilience. Any changes to preparedness, response, or recovery operations from the AAR/IPs should be reflected in this EOP. AAR/IPs used to update the EOP can also be derived from real-world events and lessons learned.

Distribution and Public Accessibility

The EOP and subsequent annexes are available online for public review. Should any updates be made to the EOP, the most current EOP will be reuploaded online. By making the EOP available to the public, the City fosters public trust and transparency. These practices also encourage the public to be educated on their city's response and recovery operations.



Authorities and References

This section includes the authorities and references that were used to inform the development of the EOP.

Applicable Laws, Statutes, Regulations, and Guiding Documents

Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act and Amendments
- Title 44 of the Code of Federal Regulations
- Homeland Security Presidential Directives #5, Management of Domestic Incidents
- Homeland Security Presidential Directive #8, National Preparedness
- United States Department of Homeland Security
- National Incident Management System (NIMS)
- National Response Framework (NRF)
- Emergency Management and Assistance, 44 Code of Federal Regulations (CFR) (Hazardous Waste Operations & Emergency Response [HAZWOPER], 29 CFR 1910.120(Federal Radiological Emergency Response Plan (National Oil and Hazardous Substances Pollution Contingency Plan
- Target Capabilities List 2.0
- Universal Task List 2.0
- Federal Radiological Emergency Response Plan (FRERP)
- Comprehensive Preparedness Guide 101 (CPG101), Version 3.1

Commonwealth of Virginia

- Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, as amended, Title 44, Chapter 3.2 Code of Virginia, §44-146.19 through §44-146.28, as amended.
- House Bill (HB) 1993, State agencies and their appointing authorities; diversity, equity, and inclusion strategic plans, March 2021
- Commonwealth of Virginia Emergency Operating Plan (COVEOP)

City of Richmond

- Richmond, VA City Code, Chapter 2, Article IV, Division 20, Section 2-731
- Richmond-Crater Multi-Regional Hazard Mitigation Plan



- City of Richmond Radiological Response Plan
- City of Richmond Departmental Continuity of Operations Plans
- City of Richmond Threat and Hazard Identification and Risk Assessment (THIRA)
- All applicable City Department Directive Manuals

Emergency Authorities, Implementation, and Limitations

The authorities and references listed in this EOP enable senior officials and those in the appropriate positions to implement the elements of this EOP. These authorities originate from federal, state, and local statutes and regulations, giving it the authority to be executed to the extent it was designed for. The power of this EOP is limited.

Continuity of Government and Continuity of Operations

To encourage Continuity of Government (COG), the *City of Richmond COG Plan* addresses how the City's governance and local ordinances will be sustained, ensured, or restored. The COG addresses the following elements using guidance provided by the VDEM:

- Delegation of authority
- Line of succession

Key operational departments, such as the City of Richmond's Emergency Management and DECPR, are refining their *COOP Plan*, which will be operational in 2026. Key elements in the COOPs consist of:

- Triggers for delegation of authority
- Line of succession
- Processes
- Essential Functions
- Resources such as applications
- Vital records

Appendix A: Glossary of Terms

Table 8: Glossary

Term	Description
Area Command	An organization established: (1) to oversee the management of multiple incidents that are each being managed by an Incident Command Structure (ICS) organization; or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are effectively managed, ensure that objectives are met, and ensure that strategies are followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.
Chain of Command	A series of command, control, executive, or management positions in hierarchical order of authority.
Command	The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.
Command Staff	In an incident management organization, the Command Staff consist of the Incident Command and the special staff positions of PIO, Safety Officer, Liaison Officer, and other positions as required, who report directly to the IC. They may have an assistant or assistants, as needed.
Continuity of Government	A process of identifying the essential functions of government, including the critical functions of government offices and departments, and developing and implementing plans to ensure the continuation of those functions in the face of disruptions from any cause.
Continuity of Operations	A process of identifying the essential functions, including staff, systems, and procedures that ensure the continuation of the department's ability to operate.
Department	The physical or chemical process of reducing and preventing the spread of contaminants from persons and equipment used at a hazardous materials incident.
Emergency	Any occurrence, or threat, whether natural or human-caused, which results or may result in substantial injury or harm to the population or significant damage to or loss of property or natural resources.
Emergency Management	The coordination of efforts to prepare for and conduct the functions to prevent, minimize, respond to, and recover from incidents caused by natural hazards, human-caused hazards, and acts of terrorism.

Term	Description
Emergency Operations Plan	The plans for managing all-hazards incidents. The Code requires the Commonwealth and its jurisdictions to prepare and maintain emergency operations plans.
Emergency Services	The preparation for and conducting of the functions to prevent, minimize, and repair injury and damage resulting from natural or human-caused disasters, together with all other activities necessary or incidental to the preparation for and conducting the foregoing functions.
Evacuation	Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe places.
Event	A planned, non-emergency activity. ICS can be used as the management system for a wide range of events (e.g., parades, concerts, or sporting events).
Incident	An occurrence or event, natural or human-caused, which requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wilderness and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.
Coordinated Action Plan	An oral or written plan containing a general objective reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.
Incident Command Post	The field location at which the primary tactical-level, on-scene incident command functions is performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.
Incident Command System	A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. The ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Term	Description
Incident Commander	The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.
Joint Information Center	A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.
Jurisdiction	A range or sphere of authority. Public agencies have jurisdiction over incidents related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health, etc.).
Liaison	A form of communication for establishing and maintaining mutual understanding and cooperation.
Liaison Officer	A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies. The Liaison Officer may have Assistants.
Local Government	A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or, in Alaska, a native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other entity.
Local Emergency	The condition declared by the local governing body when, in its judgment, the threat of 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.
Logistics	Providing resources and other services to support incident management. Logistics Section: The section responsible for providing facilities, services, and material support for the incident.
Logistics Section	The section is responsible for providing facilities, services, and material support for the incident.
Major Disaster	As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal



Term	Description
	wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, 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, tribes, local governments and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.
Mitigation	The activities are designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.
Mobilization	The process and procedures used by all organizations—federal, state, local, and tribal—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.
Multi-Jurisdictional Incident	An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of the incident. In ICS, these incidents will be managed under UC.
Mutual Aid Agreement	Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.
National Response Plan	A plan mandated by Homeland Security Presidential Directive-5 (HSPD-5) that integrates federal domestic prevention, preparedness, response, and recovery plans into one, all-discipline, all-hazards plan.
National Weather Service	The federal agency that provides localized weather information to the population, and during a weather-related emergency, to state and local emergency management officials.
Nongovernmental Organization	An entity with an association that is based on the interests of its members, individuals, or institutions and that is not created by a government but may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of non-governmental organizations include faith-based charity organizations and the Red Cross.

Term	Description
Operational Period	The time scheduled for executing a given set of operational actions, as specified in the CAP. Operational periods can vary in length, though they are usually not over 24 hours.
Operations Section	The section is responsible for all tactical incident operations. In ICS, it usually includes subordinate branches, divisions, and/or groups.
Planning Meeting	A meeting is held as needed before and throughout an incident to select specific strategies and tactics for incident control operations and service and support planning. For larger incidents, the planning meeting is a major element in developing the CAP.
Planning Section	The Planning Section is responsible for collecting, evaluating, and disseminating operational information related to the incident, and for preparing and documenting the CAP. This section also maintains information on the current and forecast situations, as well as the status of resources assigned to the incident. Includes the Situation Unit, Documentation Unit, Resources Unit, and Demobilization Unit.
Preparedness	The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government, between government and the private sector, and with nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training, and exercises; personnel qualification and certification; equipment certification; and publication management.
Prevention	Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It consists in applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the whole nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.
Public Information Officer	A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.
Recovery	The development, coordination and execution of service and site-restoration plans; the reconstitution of government operations and services; individual, private- sector, nongovernmental and public-assistance programs to provide

Term	Description
	housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.
Recovery Plan	A plan developed by a state, local, or tribal jurisdiction, with assistance from responding federal agencies, to restore the affected area.
Resources	Personnel and significant items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by type and may be used in operational support or supervisory capacities at an incident or an EOC.
Resource Management	Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual-aid agreements, the use of specialized federal, state, local, and tribal teams, and resource mobilization protocols.
Recovery	Activities that address the short-term and long-term needs and the resources to assist, restore, strengthen, and rebuild affected individuals and communities.
Response	Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity and apprehending actual perpetrators and bringing them to justice.
Section	The organizational level has responsibility for a central functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.
Stafford Act	The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 93 Pub. L. No.288 Stat. 143 as amended, establishes the programs and processes for the federal government to provide disaster and emergency

Term	Description
	assistance to states, local governments, tribal nations, individuals, and qualified private nonprofit organizations. The provisions cover all hazards, including natural disasters and terrorist events.
State of Emergency	The condition declared by the Governor when, in his/her judgment, the threat or actual occurrence of an emergency or a disaster in any part of the Commonwealth is of sufficient severity and magnitude to warrant disaster assistance by the Commonwealth to supplement the efforts and available resources of the several localities and relief organizations in preventing or alleviating the damage, loss, hardship or suffering threatened or caused thereby and is so declared by him/her. (Code § 44-146.16)
Statewide Mutual Aid	A program to assist cities, counties, and eligible towns to exchange services and resources in response to a major disaster, wherein assistance needs to be provided from one area or region of the state to another.
Threat	Any indication of violence, harm, or danger.
Unified Command	The ICS is used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to assign their IC(s) to a single ICP.
Virginia Department of Emergency Management	The state agency responsible for coordinating the preparations and actions required to prevent and minimize the impact of hazards and to respond to and recover from emergencies and disasters.
Virginia Voluntary Organizations Active in Disaster	A statewide organization, affiliated with the National Volunteer Organizations Active in Disaster (VOAD), composed of voluntary organizations, faith-based and sectarian, which have developed specific disaster response and/or recovery programs as part of their overall mission.

Appendix B: Memorandums of Understanding

[Placeholder]



Appendix C: Executive and Staff Notification Process

Executive Notification Process

The following triggers will initiate Executive Notification:

- **Public Safety and Emergency Incidents:**
 - Natural disasters or extreme weather events
- Significant snow events – 3 inches or more as per *Department of Public Works (DPW) Snow Plan*
 - Severe Weather, including Enhanced Thunderstorm Risk, following the NWS guidance
 - Flooding Risk – Moderate Risk per NWS guidance
 - James River flooding risk at stage 4 or higher
 - Mass casualty incidents, fires, or hazardous materials exposure
 - Fatal fires
 - Three (3) Alarm or more fires
 - Fires at Government Facilities or significant private structures
 - Law enforcement emergencies (e.g., active shooter, hostage situations)
 - Sudden or spontaneous protests where a significant crowd is expected or information indicates a potential for civil unrest, or where traffic disruptions are anticipated
 - Officers shot or officer-involved shootings
 - Major public health threats (e.g., disease outbreaks, contamination)
 - Immigration enforcement
- **Infrastructure and City Services Disruptions:**
 - Widespread utility outages or infrastructure failures (e.g., roads, bridges, facilities)
 - Outages affecting a significant area of the city or ten (10) percent or more of the customers in the City.
 - Road closure of two (2) hours or more
 - Long-term lane closures affecting major city roadways, such as from a long-term construction or repair project.
 - Disruptions in essential City services (e.g., water, gas, trash)
 - Major Information Technology system failures or cybersecurity incidents
- **Legal, Risk, and Compliance Issues**
 - Legal claims or lawsuits involving the City



- Arrests, investigations, or allegations of misconduct by personnel
- Violations of local, state, or federal laws or regulations by city personnel or agencies.
- **Personnel Incidents**
 - Workplace fatalities or serious injuries
 - Workplace violence or threats
 - Executive-level resignations, suspensions, or disciplinary actions
- **Public Communications and Reputational Risk**
 - Incidents likely to attract media attention or public protest
 - Social media controversies or viral events involving City personnel
 - Protests, strikes, or organized disruptions at City or State facilities
 - Scheduled or planned protests where a significant crowd is expected or information indicates a potential for civil unrest, or where traffic or community disruptions are anticipated.
- **Special Events**
 - Any large-scale planned events
 - Events, such as festivals, fairs, parades that require a permit, planning by multiple agencies, and where a large crowd is expected.

Notification Procedures

- Notifications must be delivered through one or more of the following channels, depending on urgency:
 - Face to face
 - Richmond Ready - Emergency notification system (critical incidents)
 - Phone call or text message (urgent matters)
 - Email (standard updates)
 - Scheduled briefings or reports (routine updates)
- **Urgent Notifications**
 - **Timeline:** Within 30 minutes of awareness
 - **Method:** Richmond Ready, phone call and/or text message, followed by an email summary
 - **Initiated By:** Department Director or senior designee
 - **Recipients:** Mayor, CAO, OSC, and Executive Team members
 - **Content**
 - Time and location of incident
 - Brief description and current status



- Agencies/departments involved
- Known or potential impacts
- Next steps or immediate response actions
- **Routine Notifications**
 - **Timeline:** Within 24 hours
 - **Method:** Phone call and/or text message, followed by an email
 - **Initiated By:** Department Director or Designee
 - **Recipients:** Mayor, CAO, and relevant staff
 - **Content:**
 - Description of the event or issue
 - Operational or policy implications
 - Planned actions or decisions required
 - Media or community engagement, if applicable

Initial Staff Notification Process

- **Activation Decision and Alert Trigger:**
 - The Policy Group determines activation level based on incident parameters and the Emergency Management Coordinator begins the notification process by notifying and activating the Communications Unit Leader (COML) to initiate the alert protocol.
 - The COML initiates the alert protocol and sends initial activation messages to all primary staff in the EOC staffing pattern via the EML list.
- **Initial Notification Sent:**
 - Notification includes Incident name (or appropriate identifier within the City's digital recordkeeping platform), activation level, reporting time (or "report immediately"), location or virtual access instructions, dress code and equipment requirements, initial briefing time, and any safety instructions. The developed template should be used and the cost code provided.
 - Message is sent via at least two communication modes (e.g., Everbridge and manual call down).
 - Alternates are simultaneously alerted in case primaries cannot respond, but with a modified message to indicate back-up status.
- **Confirmation and Accountability:**
 - Each notified staff member must acknowledge receipt of the message and indicate the ability to report,
 - In Everbridge, indicate three options: 1 = Yes, will report, 2 = Yes, delayed and will contact supervisor, 3= No – Cannot report.

- The COML monitors confirmations and alerts the EOC Manager and Section Chiefs as gaps arise.
- Section Chiefs review their staffing rosters and identify unfilled positions or delayed response and escalate to the EOC Manager as needed.
- **Pre-Arrival Brief and Logistics:**
 - Once the primary EOC staff (activated Command and General Staff positions) have acknowledged they are responding, a pre-arrival summary is sent by the COML.
 - This includes the incident summary, mission priorities, any key EOC contacts, parking instructions, and any safety or hygiene reminders.
- **On-Site/Virtual Reporting and Sign-In:**
 - Upon arrival, the EOC Manager will print out a physical copy of the ICS 211 and EOC Sign-In signage and place it at the EOC entry.
 - If the response is virtual, the Resource Unit Leader (RESL) will begin monitoring Microsoft Teams sign-on to the open line.
 - As soon as the RESL arrives, they will staff the Sign-In table to ensure staff accountability.
 - As soon as the COML arrives, they will hand over response documentation to the Resource Unit Leader and verbally brief them on responder status and any staffing gaps.
 - If any gaps exist, the RESL will begin alerting alternates so that they must respond to the EOC via phone.
 - Once staff have reported, the EOC Manager will conduct an initial briefing and confirm the incident status, reporting structure, and immediate tasks.
- **Staff Deployment and Shift Notification:**
 - Notifications continue throughout the incident. As soon as the Operations Section and EOC Manager agree that the incident will continue for over 12 hours, relief staff will be contacted via phone by the RESL.
 - Any alerts for shift changes, surge staffing, demobilization, or alternate contact will be managed by the RESL.
 - For prolonged operations, staff are notified by their departmental leadership in advance of shift end, breaks, relief staff arrival, lodging/meal logistics, and fatigue management guidance.
- **Documentation and Escalation:**
 - All notification messages, acknowledgements, Estimated Time of Arrival (ETA) updates, and staffing rosters must be tracked. This supports staffing metrics, after-action review, and reimbursement documentation.

- If key staff fail to report within the defined threshold (e.g., 30 minutes after the estimated time of arrival), Section Chiefs escalate the absence to the EOC Manager, who may reassign personnel or activate alternates.
- **Demobilization and Stand-Down Notification:**
 - When the EOC is being demobilized or returned to normal operations, a structured “Stand Down” notification is sent to all staff via the Communications Unit. This includes shift end time, handoff instructions, return of equipment, sign-out procedures, lodging check-out, and after-action meeting time.
 - Section Chiefs are responsible for confirming that all positions are vacated, equipment accounted for, and repository documentation is updated.
 - The COML will send a final message to all responders. This message will ask the individual to confirm that they have arrived home safely after demobilization. 1 = Yes, arrived home safely, 2 = Not arrived home.
 - The RESL must immediately contact any individuals who do not respond that they have arrived home safely.
 - If the RESL cannot confirm the safety of the responder, they will immediately escalate this information to the EOC Manager for investigation into their health and well-being.

Appendix D: Non-Activated Staff Notification Procedure

Triggers and Identification

As soon as the Policy Group decides to activate the EOC, the city-wide staffing notification procedure should be initiated for activated and non-activated staff.

- The COML will use the “All Staff” notification group within Everbridge to send a citywide message.
- **Message Preparation:**
 - COML customizes a notification message for non-activated impacted staff. The message should include: Incident name, a brief situation summary, whether they are required to report (and if so, how) or remain in place, any changes to work status (telework, reduced staffing, building closure, or *Continuity of Operations Plan (COOP)* activation, access instructions, safety and wellbeing instructions, and a request to respond with status.
 - Ensure that at least two channels will be used (e.g., Everbridge and departmental call-down lists).
- **Notification Send and Redundancy:**
 - At the specified time, the COML sends the message via the primary notification system, and departmental supervisors will initiate secondary notifications.
 - Acknowledgement and Monitoring
 - Non-activated staff must acknowledge receipt and indicate status, e.g.,
 - 1 = I am the same, and working as usual
 - 2 = I am impacted and cannot fully perform my duties. I will contact my supervisor As-Soon-As-Possible (ASAP).
 - 3 = I require assistance
 - The COML monitors responses and forwards non-responses and responses to departmental directors for follow-up and accountability.
 - Department directors review their impacted-staff rosters for outstanding non-responses or issues and escalate to the EOC Manager if significant (large numbers affected, critical functions impacted).
- **Feedback and Integration:**
 - Any issues raised by non-activated impacted staff are documented by the department for consideration of Human Resources emergency assistance, or potential *COOP Planning* activation.



- The EOC maintains situational awareness of these staff-impacted issues and incorporates them into the overall operational picture, resource tracking, or demobilization planning.
- **Follow-Up Notifications and Status Updates:**
 - At appropriate intervals, follow-up notifications are sent to the same cohort to update status (e.g., situation remains, normal operations restored, etc.)
 - If the incident escalates and these staff become needed for activation, a transition notification is sent, converting them from “non-activated impacted” to “activated EOC staffing” status per the primary EOC notification process.
- **Documentation and After-Action Review:**
 - All messages, acknowledgements, staff responses, exceptions, and actions taken are recorded in Everbridge and the City’s digital recordkeeping platform.
 - At demobilization or stand-down, the COML issues a “return to normal operations” notification to the impacted staff cohort.
 - Departments are responsible for reviewing this segment of the notification process for after-action improvement, capturing lessons learned, and making necessary amendments to the notification protocol.

Appendix E: Acronym List

Table 9: Acronym List

Acronym	Term
AAR	After-Action Report
AAR/IP	After-Action Report/Improvement Plan
ADA	American with Disabilities Act
ASAP	As-Soon-As-Possible
BRT	Bus Rapid Transit
CAO	Chief Administrative Officer
CAP	Coordinated Action Plan
CARE	Coordinated Accessible/Rural/Regional/Reduced-Fare Escort
CFR	Code of Federal Regulation
COG	Continuity of Government
COML	Communications Unit Leader
COOP	Continuity of Operations Plan
COP	Common Operating Picture
COVEOP	Commonwealth of Virginia Emergency Operations Plan
COVID-19	Coronavirus Disease 2019
CSALTT	Capability, Size, Amount, Location, Time, and Type
DCJS	Department of Criminal Justice Services
DECPR	Department of Emergency Communications, Preparedness, and Response
DECPR-OEM	Department of Emergency Communications, Preparedness, and Response – Office of Emergency Management
DEI	Diversity, Equity, and Inclusion
DHS	Department of Homeland Security
DPW	Department of Public Works
EDA	Economic Development Authority
EEI	Essential Elements of Information
EM	Emergency Management
EMAC	Emergency Management Assistance Compact

Acronym	Term
EMACV	Emergency Management Alliance of Central Virginia
EML	Emergency Management Liaison
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
ETA	Estimated Time of Arrival
FBI	Federal Bureau of Investigation
FedEx	Federal Express
FEMA	Federal Emergency Management Agency
FLSA	Fair Labor Standards Act
GRTC	Greater Richmond Transit Company
HazMat	Hazardous Material
HAZWOPER	Hazardous Waste Operations & Emergency Response
HB	House Bill
HMP	Hazard Mitigation Plan
HR	Human Resources
HSPD-5	Homeland Security Presidential Directive-5
IC	Incident Command
ICP	Incident Command Post
ICS	Incident Command Structure
IHE	Higher Education
JIC	Joint Information Center
MSA	Metropolitan Statistical Area
NDRF	National Disaster Recovery Framework
NGO	Nongovernmental Organizations
NIMS	National Incident Management System
NRF	National Response Framework
NWS	The National Weather Service
OEM	Office of Emergency Management
OSC	Office of Strategic Communications



Acronym	Term
PETS	Pets Evacuation and Transportation Standards
PIO	Public Information Officer
PPE	Personal Protective Equipment
RCC	Regional Coordination Centers
RESL	Resource Unit Leader
RIC	Richmond International Airport
SMA	Statewide Mutual Aid
SOP	Standard Operating Procedures
THIRA	Threat and Hazards Identification and Risk Assessment
UC	Unified Command
UPS	United Postal Service
VCU	Virginia Commonwealth University
VDEM	Virginia Department of Emergency Management
VOAD	Volunteer Organizations Active in Disaster
WHO	World Health Organization