

**BOARD OF SUPERVISORS**

District 1: Mark Dotson  
District 2: Steve Baker  
District 3: David Ferguson  
District 4: Kyle Gutshall  
District 5: Dennis Morris  
District 6: Tim Taylor



**ADMINISTRATION**

Evan L. Vass, County Administrator  
Mandy R. Belyea, Deputy County Administrator

Shenandoah County  
**BOARD OF SUPERVISORS**  
**AGENDA**

March 10, 2026  
4:00 p.m.  
Board Room  
600 North Main Street  
Woodstock, Virginia

*The Board of Supervisors will conduct a FY 27 budget work session following adjournment of the regular meeting.*

CALL TO ORDER

INVOCATION

PLEDGE OF ALLEGIANCE

APPROVAL OR AMENDMENT OF AGENDA

SPECIAL PRESENTATIONS

- 1. Quarterly revenue and expenditure summary FY 2026 - Finance

CONSIDERATION OF NON-ACTION ITEMS

**TAB A**

- 1. Discussion and consideration of amendments to the County’s Emergency Operations Plan (EOP) - SCFR.
- 2. Discussion and consideration of a Memorandum of Understanding between the Town of Strasburg, County of Shenandoah, and Holtzman Mason Property LLC regarding water and sewer service.

PUBLIC COMMENT (other than matters for which a public hearing has been or will be held)

CONSIDERATION OF CONSENT AGENDA ITEMS

**TAB B**

- 1. Consideration of meeting minutes of the February 24, 2026, regular meeting, the March 3, 2026, budget work session and the February 12, 2026 work retreat.

PUBLIC HEARING(S):

**TAB C**

*There are no Public Hearings scheduled for the March 10, 2026, regular meeting.*

OLD BUSINESS

**TAB D**

*There are no Old Business matters presented for the March 10, 2026, regular meeting.*

CONSIDERATION OF PLANNING COMMISSION ITEMS

**TAB E**

*There are no Planning Commission items presented for the March 10, 2026, regular meeting.*

NEW BUSINESS

**TAB F**

1. Consideration of a VDOT request to repurpose a portion of rural rustic funds.
2. Consideration of a resolution adopting an equalized real estate tax rate for the calendar year 2026.

COUNTY ATTORNEY COMMENTS

BOARD MEMBER COMMENTS

COUNTY ADMINISTRATOR'S COMMENTS

OTHER BUSINESS

CLOSED SESSION(S)

1. A closed session as authorized by Virginia State Code 2.2-3711 (A)(5) to discuss a prospective business or industry or the expansion of an existing business or industry where no previous announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community. The subject matter of the closed session is the discussion of a prospective business or industry and the expansion of an existing business or industry where no previous announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community.

ADJOURNMENT



# FISCAL YEAR 2026

## Quarterly Revenue & Expenditure Summary Report

*for the period of July 1, 2025 through January 31, 2026*



### MISSION STATEMENT

*"Shenandoah County delivers transparent, responsible, and high-quality public services that ensure safety, support sustainable growth, and enhance the quality of life for all who live, work, and visit here and call Shenandoah County home."*

**REVENUE SUMMARY  
FOR THE PERIOD OF  
July 1, 2025 through January 31, 2026**

	Final Appropriation	Current YTD Actual Revenues	Percent Collected
<b>General Fund Local Revenues:</b>			
<i><b>General Property Taxes</b></i>			
Real Property	38,450,000	17,489,055	45.5%
Public Service Corp	2,035,000	1,004,210	49.3%
Personal Property	22,580,000	9,159,789	40.6%
Machinery and Tools	2,575,000	898,767	34.9%
Merchants Capital	400,000	232,176	58.0%
Penalties and Interest	1,075,000	692,894	64.5%
<i><b>Total General Property Taxes</b></i>	<b>67,115,000</b>	<b>29,476,891</b>	<b>43.9%</b>
<i><b>Other Local Taxes</b></i>			
Local Sales and Use	7,095,107	3,902,095	55.0%
Consumer Utility/E-911 Tax	1,000,000	462,733	46.3%
Utility Gross Receipts	30,000	10	0.0%
Motor Vehicle License Fee	945,000	157,661	16.7%
Recordation and Wills	610,000	409,067	67.1%
Transient Occupancy	980,000	621,170	63.4%
<i><b>Total Other Local Taxes</b></i>	<b>10,660,107</b>	<b>5,552,737</b>	<b>52.1%</b>
<i><b>Permits, Fees &amp; Licenses</b></i>			
Dog License	22,750	14,118	62.1%
Permits and Fees	538,000	401,817	74.7%
<i><b>Total Permits, Fees and Licenses</b></i>	<b>560,750</b>	<b>415,935</b>	<b>74.2%</b>
<i><b>Fines and Forfeitures</b></i>			
Court Fines and Forfeitures	51,700	26,821	51.9%
<i><b>Total Fines and Forfeitures</b></i>	<b>51,700</b>	<b>26,821</b>	<b>51.9%</b>
<i><b>Revenues from the Use of Monney and Property</b></i>			
Earned Interest	1,945,000	1,580,308	81.2%
Rental of Property	338,668	253,596	74.9%
<i><b>Total Revenues from Use of Money &amp; Property</b></i>	<b>2,283,668</b>	<b>1,833,904</b>	<b>80.3%</b>
<i><b>Charges for Services</b></i>			
Charges for Other Services	109,488	59,741	54.6%
Commonwealth's Attorney Fees	5,500	2,575	46.8%
Charges for Correction and Detention	30,000	20,846	69.5%
Charges for Animal Protection	8,000	3,860	48.3%
Charges for Spay/Neuter	0	1,999	100.0%
Charges for KidzRec	684,487	380,195	55.5%
Expenditure Refunds - Law Library	11,000	6,058	55.1%
Expenditure Refunds	0	4,000	100.0%
<i><b>Total Charges for Services</b></i>	<b>848,475</b>	<b>479,275</b>	<b>56.5%</b>

**REVENUE SUMMARY  
FOR THE PERIOD OF  
July 1, 2025 through January 31, 2026**

	Final Appropriation	Current YTD Actual Revenues	Percent Collected
<b>Miscellaneous Revenue</b>			
Miscellaneous Revenue	155,347	227,309	146.3%
<b>Total Miscellaneous Revenue</b>	<b>155,347</b>	<b>227,309</b>	<b>146.3%</b>
<b>Recovered Costs</b>			
Recovered Costs	2,913,214	1,719,916	59.0%
<b>Total Recovered Costs</b>	<b>2,913,214</b>	<b>1,719,916</b>	<b>59.0%</b>
<b>Non-Revenue Receipts</b>			
Debt Service Subsidies	455,150	211,515	46.5%
Other Non-Revenue Receipts	0	6,838	100.0%
Bond/Short term debt Proceeds	4,349,644	4,431,550	101.9%
<b>Total Non-Revenue Receipts</b>	<b>4,804,794</b>	<b>4,649,903</b>	<b>96.8%</b>
<b>General Fund State Revenues:</b>			
<b>Non-Categorical Aid</b>			
Non-Categorical Aid	3,946,829	3,092,206	78.3%
<b>Total State Non-Categorical Aid</b>	<b>3,946,829</b>	<b>3,092,206</b>	<b>78.3%</b>
<b>Categorical Aid (Shared Expenditures)</b>			
Commonwealth's Attorney	680,365	382,115	56.2%
Sheriff	2,613,952	1,480,452	56.6%
Commissioner of the Revenue	199,969	109,942	55.0%
Treasurer	239,766	143,833	60.0%
Registrar/Electoral Board	118,202	0	0.0%
Clerk of the Circuit Court	515,301	288,466	56.0%
<b>Total State Categorical Aid</b>	<b>4,367,555</b>	<b>2,404,808</b>	<b>55.1%</b>
<b>Other Categorical Aid</b>			
Other Categorical Aid	888,230	4,471,783	503.4%
<b>Total Other State Categorical Aid</b>	<b>888,230</b>	<b>4,471,783</b>	<b>503.4%</b>
<b>General Fund Federal Revenues</b>			
<b>Non-Categorical Aid</b>			
Payment in Lieu of Taxes	252,852	0	0.0%
Public Assistance	23,000	0	0.0%
<b>Total Non-Categorical Aid Federal Revenue</b>	<b>275,852</b>	<b>0</b>	<b>0.0%</b>
<b>Other Federal Revenue</b>			
Other Federal Revenue	1,650,339	198,447	12.0%
<b>Total Other Federal Revenue</b>	<b>1,650,339</b>	<b>198,447</b>	<b>12.0%</b>
<b>Total General Fund Revenues</b>	<b>100,521,859</b>	<b>54,549,935</b>	<b>54.3%</b>

**EXPENDITURE SUMMARY**  
**FOR THE PERIOD OF**  
*July 1, 2025 through January 31, 2026*

	Final Appropriation	Current YTD Actual Expenditures	Percent Expended
<b>General Fund Expenditures:</b>			
<i><b>General Government Administration</b></i>			
11010 Board of Supervisors	184,900	126,898	68.6%
12100 County Administrator	737,710	405,729	55.0%
12110 Human Resources	289,777	159,554	55.1%
12200 County Attorney	205,000	107,266	52.3%
12240 Auditor	133,947	22,105	16.5%
12310 Commissioner of Revenue	1,020,006	540,261	53.0%
12320 Reassessment	594,911	427,441	71.8%
12330 Board of Equalization	9,939	0	0.0%
12410 Treasurer	966,642	583,500	60.4%
12440 Financial Administration	671,045	398,872	59.4%
12540 GIS	167,751	108,460	64.7%
13100 Electoral Board	196,535	74,469	37.9%
13200 General Registrar	374,164	169,459	45.3%
<i><b>Total General Government Administration</b></i>	<b>5,552,327</b>	<b>3,124,014</b>	<b>56.3%</b>
<i><b>Judicial Administration</b></i>			
21100 Circuit Court	100,549	57,333	57.0%
21200 General District Court	17,550	5,170	29.5%
21300 Magistrate's Office	5,325	533	10.0%
21500 Juvenile/Domestic Relations	16,350	6,651	40.7%
21600 County Clerk/Circuit Court	1,023,528	582,911	57.0%
21700 Sheriff (Courts)	1,186,469	628,918	53.0%
21800 Law Library	6,000	1,882	31.4%
21910 Records Restoration	17,800	0	0.0%
22100 Commonwealth's Attorney	1,328,240	741,110	55.8%
22200 Victim-Witness Coordinator	152,059	75,748	49.8%
<i><b>Total Judicial Administration</b></i>	<b>3,853,870</b>	<b>2,100,256</b>	<b>54.5%</b>
<i><b>Public Safety</b></i>			
31200 Sheriff (Law Enforcement)	10,260,171	5,253,582	51.2%
32200 Volunteer Fire Department	2,143,182	714,527	33.3%
32400 Forest Fire Extinction Services	11,096	10,687	96.3%
32500 Fire/Rescue	11,421,184	6,375,653	55.8%
33100 Adult Corrections and Detention	3,443,327	2,598,195	75.5%
33200 Processing Center	9,033	824	9.1%
33300 Juvenile Probation	731,497	159,599	21.8%
34410 Building Inspections	822,721	418,081	50.8%
35100 Animal Control	223,508	74,924	33.5%
35200 Animal Shelter	389,998	225,016	57.7%
35300 Medical Examiner	2,500	60	2.4%
35500 Emergency Services/Civil Defense	3,541,666	2,022,825	57.1%
<i><b>Total Public Safety</b></i>	<b>32,999,884</b>	<b>17,853,972</b>	<b>54.1%</b>

**EXPENDITURE SUMMARY**  
**FOR THE PERIOD OF**  
*July 1, 2025 through January 31, 2026*

	Final Appropriation	Current YTD Actual Expenditures	Percent Expended
<b>Public Works</b>			
43200 General Properties	2,165,276	1,114,263	51.5%
<b>Total Public Works</b>	<b>2,165,276</b>	<b>1,114,263</b>	<b>51.5%</b>
<b>Health and Welfare</b>			
51100 Local Health Department	516,298	351,441	68.1%
52100 Mental Health	262,650	135,075	51.4%
53230 Area Agency on Aging	78,000	39,000	50.0%
53300 Tax Relief for Elderly/Handicapped	630,390	0	0.0%
53500 Support/Social Services	69,500	59,500	85.6%
<b>Total Health and Welfare</b>	<b>1,556,838</b>	<b>585,016</b>	<b>37.6%</b>
<b>Education</b>			
68000 Community Colleges	45,973	45,973	100.0%
<b>Total Education</b>	<b>45,973</b>	<b>45,973</b>	<b>100.0%</b>
<b>Recreation and Cultural</b>			
71300 KidzRec	684,487	365,949	53.5%
72600 Cultural Services	114,350	114,350	100.0%
73100 Library Administration	1,185,925	668,268	56.3%
<b>Total Recreation and Cultural</b>	<b>1,984,762</b>	<b>1,148,567</b>	<b>57.9%</b>
<b>Community Development</b>			
81100 Planning and Zoning	652,988	395,139	60.5%
81500 Economic Development	1,132,438	714,872	63.1%
81600 Litter Control Program	31,000	103	0.3%
82400 Soil/Water Conservation District	891,385	448,606	50.3%
83500 Cooperative Extension Service	246,638	80,020	32.4%
<b>Total Community Development</b>	<b>2,954,450</b>	<b>1,638,740</b>	<b>55.5%</b>
<b>Non-Departmental</b>			
91100 Judgments and Settlements	250	0	0.0%
92100 Revenue Refunds/Suspense Account	3,500	522	14.9%
92200 Transfer (Suspense Account)	12,456,910	4,608,436	37.0%
93200 Fund Transfers - Fund 140 DSS	2,069,801	607,026	29.3%
93200 Fund Transfers - Fund 205 Public Schools	43,450,343	19,877,643	45.7%
93200 Fund Transfers - Fund 208 Schools Debt	1,187,205	197,399	16.6%
93200 Fund Transfers - Fund 209 County Debt	5,225,793	4,585,653	87.8%
93200 Fund Transfers - Fund 250 CSA	1,500,000	1,137,563	75.8%
<b>Total Non-Departmental</b>	<b>65,893,802</b>	<b>31,014,242</b>	<b>47.1%</b>
<b>Capital Outlay</b>			
94000 Capital Outlay	6,751,212	367,113	5.4%
<b>Total Capital Outlay</b>	<b>6,751,212</b>	<b>367,113</b>	<b>5.4%</b>
<b>Total General Fund Expenditures</b>	<b>123,758,392</b>	<b>58,992,157</b>	<b>47.7%</b>
<b>Net Revenues Over (Under) Expenditures</b>	<b>(23,236,533)</b>	<b>(4,442,221)</b>	
<b>Net Revenues Over (Under) Expenditures</b>		<b>(4,442,221)</b>	



# EMERGENCY OPERATIONS PLAN



2026

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**EMERGENCY  
OPERATIONS PLAN**

**Section 1  
Basic Plan**

# Executive Summary

## Introduction

Shenandoah County is vulnerable to a variety of hazards such as flooding, drought, man-made hazards, hurricanes, and severe winter weather. To respond effectively to any emergency of a size or complexity beyond routine response, it is critical that all Shenandoah County employees, public officials, departments and agencies, non-governmental emergency organizations and the public understand their roles and responsibilities. These non-routine responsibilities begin as the incident is recognized, and response arises and become particularly important as command organizes beyond the initial reactive phase of first due responders.

The foundation for this coordinated response is established through the Shenandoah County Emergency Management team and its component Emergency Operations Plan (EOP). The EOP identifies the departments and agencies that are responsible for providing command and coordination capabilities for large-scale or unusual events and describes how the multiple command and response components are organized and managed. It provides the framework to mitigate, prepare, respond, and recover from any emergency or disaster.

The purpose of the Basic Plan is to establish organizational basis for operations in Shenandoah County to effectively respond to and recover from hazards, disasters and/or emergency situations. This EOP identifies a range of disasters that could possibly occur in Shenandoah County and works to anticipate the needs that the county may experience during an incident/emergency. This EOP uses a multi-agency team approach and operates under a structure based upon the principles of the Incident Command System (ICS)/National Incident Management System (NIMS) to manage, coordinate, and direct resources committed to any incident.

The County Administrator is officially designated as the Deputy Director of Emergency Management. The County Administrator reports to the six-member Board of Supervisors. The Chairman of the Board serves as the County's chief elected official and is officially designated as Director of Emergency Management.

# Promulgation of the Shenandoah County Emergency Operations Plan

By virtue of the authority vested in me by the Shenandoah County Board of Supervisors as Shenandoah County Administrator of Shenandoah County and as the administrator ultimately responsible for emergency management of Shenandoah County. I hereby promulgate and issue the Shenandoah County Emergency Operations Plan ("the Plan") dated \_\_\_\_\_ . The Plan provides for Shenandoah County response to emergencies and disasters to save lives; to protect public health, safety, and property; to restore essential services; and to enable and assist with economic recovery.

The Plan complies with the Commonwealth of Virginia Emergency Services and Disaster Law of 2006, as amended and is consistent with the National Incident Management System as implemented in the National Response Framework adopted October 28, 2019.

The Shenandoah County Coordinator of Emergency Management, on behalf of the Shenandoah County Administration, is hereby authorized to activate the Shenandoah County Emergency Operations Center ("EOC") to direct and control Shenandoah County emergency operations. Augmentation of the EOC shall constitute implementation of the Plan.

Furthermore, the Shenandoah County Coordinator of Emergency Management is hereby authorized, in coordination with the Shenandoah County Administration, to amend the Plan as necessary to ensure the continued health and safety of the residents and property of Shenandoah County.

Assigned in the Plan, the head of each designated Shenandoah County department or agency shall appoint a lead and at least one alternate for the department or agency.

This Promulgation rescinds Promulgation Number \_\_\_\_\_ issued on date, by the County Administrator.

This Promulgation shall be effective upon its signing and shall remain in full force and effect until amended or rescinded by further promulgation.

Given under my hand and under the Seal of the Shenandoah County, this \_\_\_ day of \_\_\_\_\_  
(date) (year)

County Administrator: \_\_\_\_\_

Attest: \_\_\_\_\_

Witness

# RESOLUTION



**WHEREAS**, the Shenandoah County Board of Supervisors is greatly concerned with the health, safety and wellbeing of its citizens and desires that the best possible emergency services be available to them; and

**WHEREAS**, the Commonwealth of Virginia Emergency Services and Disaster Law of 2022 required that each city and county develop and maintain an Emergency Operations Plan which addresses its planned response to emergency situations; and

**WHEREAS**, such a plan has been developed by County staff in coordination with the Virginia Department of Emergency Management with input from responsible local agencies;

**NOW, THEREFORE, BE IT RESOLVED**, by the Shenandoah County Board of Supervisors that, on the

\_\_\_\_\_ day of \_\_\_\_\_, 20 , it does hereby officially adopt the Shenandoah County Emergency Operations Plan, to include plans and procedures for both peacetime and war-caused disasters.

**This resolution was approved by the Shenandoah County Board of Supervisors during regular session on**

\_\_\_\_\_, on motion by Supervisors \_\_\_\_\_ and \_\_\_\_\_, with voice vote as follows:

**Supervisor Mark Dotson**

**Supervisor Timothy F. Taylor**

**Supervisor Steven A. Baker**

**Supervisor Kyle Gutshall**

**Supervisor Dennis Morris**

**Supervisor David Ferguson**

**TESTE: \_\_\_\_\_ (clerk)**

# Maintenance of the Emergency Operations Plan

The Shenandoah County Department of Fire and Rescue is responsible for developing, maintaining, and distributing the Emergency Operations Plan. The plan will be reviewed periodically as required to incorporate new local, state, and federal guidelines or directives. At a minimum, the EOP is updated every four years in accordance with the Commonwealth of Virginia's requirements.

## RECORD OF CHANGES

Notices of change will be prepared and distributed by the Fire & Rescue Department. The notice of change will include revised pages for replacement within the EOP.

<b>Change</b>	<b>Date of Change</b>	<b>Page or Section Changed</b>	<b>Summary of Change</b>	<b>Name of Person Authorizing Change</b>
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# RECORD OF DISTRIBUTION

Group	Agency/Department	Title of Recipient	How Distributed (electronic or hard-copy)
Law Enforcement	Mt Jackson PD Sheriff's Office Woodstock PD Strasburg PD New Market PD	Chief Cowart Sheriff Carter Chief Reiley Chief Sager Chief Rinker	Electronic
Building and Code Enforcement	Community Development	Director	Electronic
County Administration	County Administration	County Administrator Deputy Co. Administrator	Electronic
Communications	Emergency Communications	Director	Electronic
Social Services	Social Services	Director	Electronic
Extension	VA Cooperative Extension	Extension Agent	Electronic
Board of Supervisors	Board Members		Electronic
School District	Shenandoah Co School District	Superintendent	Electronic
EM Group	SCFR	Chief and Designees	Electronic
Transportation	VDOT	Residency	Electronic
Animal Shelter	Animal Shelter	Manager	Electronic
Sanitation	Shenandoah Co Landfill Sanitary Districts Woodstock Edinburg	Director	Electronic
Town Government	Mt Jackson New Market Strasburg Toms brook Woodstock	Mayors/Town Managers	Electronic
Fire and Rescue	Fire and Rescue Stations	Chiefs/Captains	Electronic

## Purpose and Scope

The purpose of the Shenandoah County EOP is to establish a comprehensive all-hazards approach to incident management that addresses preparedness, response, recovery, and mitigation in the event of an emergency. The EOP also provides the necessary framework and guidance for critical cooperation and interaction with the local, state, and federal governments, the private sector, and non-governmental organizations before, during and following an incident. The plan describes emergency response organization and assigns roles and responsibilities for various emergency tasks. The primary audience for this document is chief elected officials, emergency management staff, department and agency heads and their senior staff members, leaders of local volunteer organizations that support emergency operations and others who may participate in mitigation, preparedness, response, and recovery efforts in Shenandoah County.

## Plan Development & Maintenance

The Shenandoah County Emergency Operations Plan represents experience gained through training, exercises, and responses. The primary responsibility for the development and maintenance of the emergency operations plan is that of the office of Fire and Rescue, with support from all agencies and departments that have responsibilities therein. This plan should be reviewed, revised, and exercised at least annually, unless significant changes warrant earlier revision.

## Plan Organization

The Basic Plan is an overview of Shenandoah County's emergency response organization and policies. It sets forth lines of authority for emergency operations, organizational leadership, summarizes situations addressed by the plan, explains the general concept of operations, and assigns responsibilities for emergency planning and operations. The plan provides guidance on critical action and interfaces during response, how interaction between the locality, regional, state, and federal authorities is managed as well as interaction between private partner and private sector organizations is managed.

Emergency Support Functions (ESF) – In order to facilitate effective operations, Shenandoah County has adopted a functional approach to the groups and types of assistance provided into Emergency Support Functions. Each ESF details the group, roles and responsibilities of the lead and supporting agencies. Each ESF lead was selected based on its authority, resources, and capabilities in that functional area. The primary agency appoints a representative to coordinate that function in the Emergency Operations Center.

Support Annexes – Support annexes develop specific information and direction for emergency managers concerning a particular emergency management function or plan.

## Policies

- This plan is effective upon receipt.
- As much as possible, agencies and departments involved in the execution of this plan should be organized, equipped, and trained to perform all designated responsibilities contained in this plan and its implementation for response and recovery operations.
- All departments are responsible for the development and maintenance of their own internal standard operating guidelines and notification procedures.
- All departments are responsible for filling in any important vacancies, recalling personnel, and alerting those absent due to other duties or responsibilities.
- Unless directed otherwise, release of information to the public or media should be handled through the PIO, using concepts outlined in ESF 15, External Affairs.
- The safety of both the affected population and response/recovery personnel should be of the utmost consideration throughout an emergency. All actions contemplated should take safety into consideration prior to any implementation and safety should be constantly monitored during the operation itself.
- Requesting state or federal aid when local resources are exhausted will occur with the Coordinator of Emergency Management's approval (or designee).

## Limitations

- There is no guarantee implied with this plan. Because local government assets and systems may be damaged, destroyed, or overwhelmed, Shenandoah County can only endeavor to make responsible efforts to respond based on the situation, information, and resources available at that given time.

## Training and Exercises

- Training and exercises are an important function of Shenandoah County's emergency preparedness program. Through comprehensive team training, emergency operations personnel develop the necessary knowledge and skills to effectively prepare for emergency/disaster situations. Exercises provide an opportunity to learn and demonstrate the ability of emergency operations to implement plans and accomplish checklist requirements.
- Shenandoah County follows guidelines from the Virginia Department of Emergency Management and Federal Emergency Management Agency by participating in a wide variety of training and exercises. Such participation allows for continual evaluation and adjustments of emergency plans.

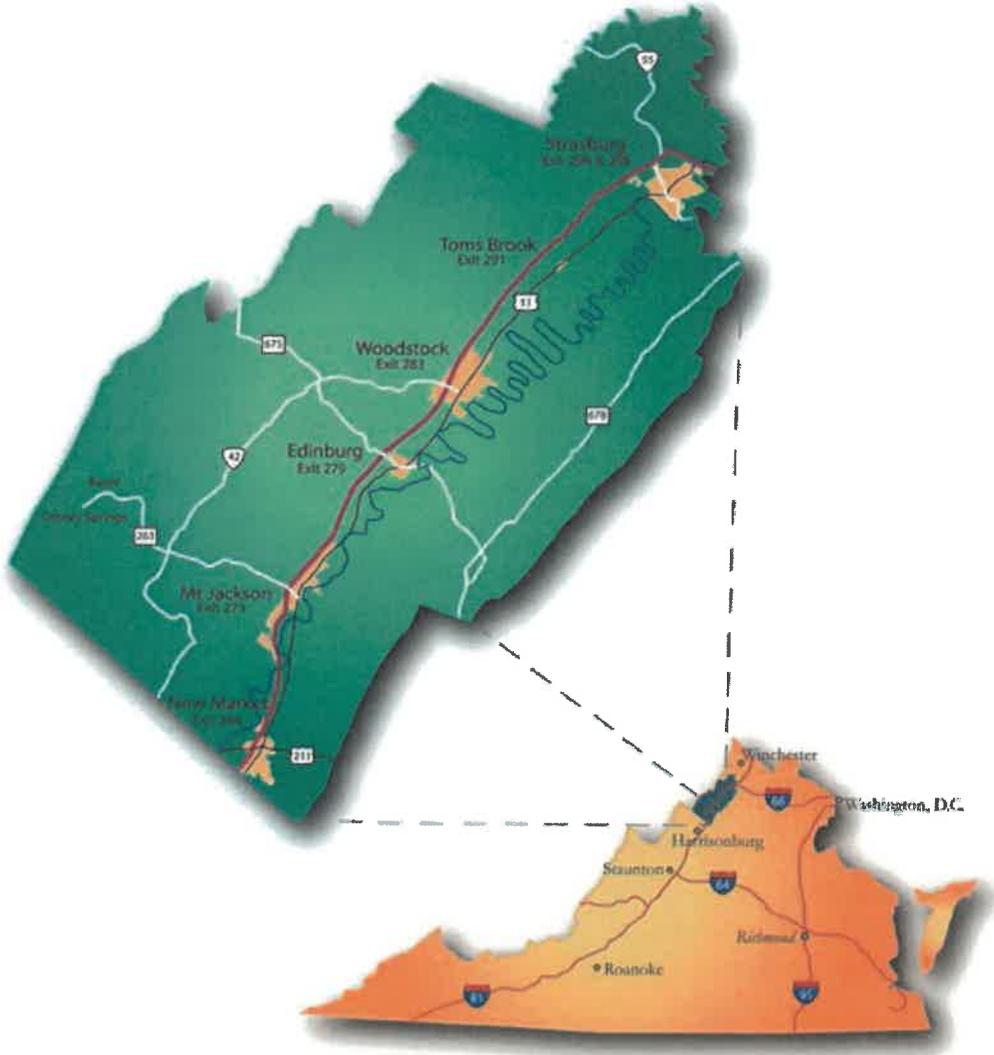
# COMMUNITY PROFILE

## *Shenandoah County, Virginia*

Shenandoah County, Virginia, is in the northern Shenandoah Valley approximately 1.5 to 2 hours from Washington D.C., Baltimore, MD, Richmond and Roanoke. Shenandoah County is a rural county with 6 cluster towns and that also includes George Washington National Forest as well as Jefferson National Forest.

<b>Demographic 2020 Census data</b>	<b>Percentages/Numbers</b>
<b>Square Mileage</b>	508.1
<b>Population</b>	44,190
<b>Persons per square mile</b>	87.0
<b>Female population</b>	50.6%
<b>Male population</b>	49.4%
<b>Median Age</b>	43.6
<b>Median Income</b>	\$62,149
<b>Persons below poverty level</b>	12.4%
<b>Households</b>	17,542
<b>Housing Units</b>	21,530
<b>Homeownership</b>	72.8%
<b>Persons under 18 years of age</b>	21.1%
<b>Persons 65 years of age or older</b>	2.3%
<b>Caucasian</b>	92.3%
<b>African American</b>	3.6%
<b>American Indian /Alaskan Native</b>	0.6%
<b>Two or more races</b>	2.2%
<b>Hispanic or Latino</b>	9.6%

Shenandoah County has several private schools within the county. They include Massanutten Military Academy, Shenandoah Valley Academy, and Valley Baptist Christian School. Shenandoah County also has several major routes of transportation including 70 miles of Interstate 81, approximately 35 miles of U.S. Highway Rt. 11. State Primary routes of note are approximately 12.5 miles of John Marshal Highway (Rt. 55), 25 miles of Senedo Road (Rt. 42), 13 miles of Orkney Grade (Rt. 263) and 6 miles of Lee Highway (Rt. 211). Shenandoah County has one public airport in New Market and 10 private airports throughout the jurisdiction.



## Vulnerability/Risk Assessment

Although any type of disaster is possible for any given area in the United States, the most likely natural hazards that could potentially affect Shenandoah County, based on past incidences are (but are not limited to), Winter Storm/Ice/Extreme Cold, High Wind/Hurricanes, Flooding, Tornado and Lightning/Thunderstorms. Human caused disasters would include hazardous materials spills, pipeline eruptions/explosions, and mass evacuation from Northern Virginia. Shenandoah County is an active participant in the Northern Shenandoah Valley Regional Hazard Mitigation Committee (NSVRHMC). The natural and man-made hazards below are identified as posing a potential for loss of life, property, agriculture, and infrastructure as determined by the NSVRHMC in the Northern Shenandoah Valley Regional Hazard Mitigation Plan.

Hazard	Threat Level/Ranking
Flooding	1
Pandemic	1
Winter Storm/Ice/Extreme Cold	2
High Wind/Hurricanes	2
Tornado	3
Lightning	4
Thunderstorms	5
Hazardous Materials Spills	6
Pipeline Eruptions/Explosions	6
Mass Evacuation from Northern V.A.	6

## Capability Assessment

Capability Assessments indicate the strength and knowledge of the personnel in emergency procedures, the importance of the installed and tested emergency alert system throughout Shenandoah County and to reinforce the need to continue efforts to integrate response with local and state response plans. The Local Capability Assessment for Readiness (LCAR) is a process used to determine community capabilities and limits to prepare for and respond to the defined hazards. The LCAR is updated annually with the assistance of the Virginia Department of Emergency Management (VDEM).

## Planning Assumptions

The Shenandoah County EOP is based on an all-hazards approach that most emergency response functions are similar regardless of the hazard.

- Shenandoah County will experience natural, technological, and/or man-made incidents, emergencies, or disasters requiring county government response. Some emergencies or disasters will occur with enough warning that appropriate emergency notification will be possible. Other situations will occur with little or no advance warning.
- Incidents, emergencies, or disasters will require varying levels of response. It is anticipated the county's response will be conducted at the lowest possible activation level to handle the situation using NIMS and ICS systems effectively and efficiently.
- All County departments and agencies will support the EOP to the full extent of their abilities, resources and expertise during the emergency. Day-to-day functions may be suspended for the duration of the emergency/disaster. Staff and resources may be re-directed to perform duties in support of emergency response.
- The Coordinator of Emergency Management will mobilize resources and personnel as required by the situation to save lives, protect property, restore critical infrastructure, ensure continuity of government, and facilitate the recovery of individuals, families, businesses, and the environment.
- The occurrence of one or more hazards could result in a catastrophic situation that could overwhelm local resources and disrupt government functions.
- Incidents will be managed at the local level utilizing local resources unless the magnitude of the incident exceeds the capability of Shenandoah County's delivery service. If the response requirements go beyond the county's capabilities, state assistance may be requested.
- All efforts will be made to coordinate with local, state, private, volunteer, surrounding jurisdictions or state entities to effectively manage the consequences of any incident, emergency, or disaster. Mutual Aid Agreements exist with surrounding jurisdictions.
- Certain facilities within Shenandoah County are required to develop emergency plans, such as hospitals, nursing facilities, schools, and childcare facilities.
- Residents of Shenandoah County should be prepared to be self-sufficient for 3 days after the onset of a disaster.

## Concept of Operations

Coordination between agencies during the mitigation and preparedness phases is accomplished through the Local Emergency Planning Committee. Response and recovery coordination is accomplished using Incident Command System (ICS) and the Emergency Operations Center team. The Incident Command System (ICS) is a standardized, on scene, all-hazards incident management approach. ICS is flexible and can be used for incidents of any type, scope, and complexity and utilized at all levels of government. Shenandoah County uses ICS standards regarding common terminology that allows diverse incident management and support organizations to work together across a wide variety of incident management functions and scenarios. The EOC is made up of personnel with varied skills and functions from the county and private organizations and groups.

While the ICS system is employed at almost every response event in Shenandoah County, activation of the EOC and emergency management team is only contemplated for an event that exceeds the normal capabilities of local response agencies. More specific details are provided in the ESF and Annexes that follow.

## Plan Activation

- A local emergency declaration must comply with the Virginia Emergency Services and Disaster Laws of 2000 as amended, Chapter 3.2, Section 44-146.21. Chapter 3.2, Section 44-146-21 states, "A local emergency may be declared by the local director of emergency management with the consent of the governing body of the political subdivision. In the event the governing body cannot convene due to the disaster or other exigent circumstances, the director, or in his absence, the deputy director, or in the absence of both the director and deputy director, any member of the governing body may declare the existence of a local emergency, subject to confirmation by the governing body at its next regularly scheduled meeting or at a special meeting within forty five days of the declaration, whichever occurs first. The governing body, when in its judgment all emergency actions have been taken, shall take appropriate action to end the declared emergency."
- The EOP will be activated when ordered by the County Administrator (or designee) or a member of the Emergency Operations Team.
- The EOP will be activated also if a declaration of a local emergency has been declared. This authorizes the provision of aid and assistance. The parameters considered when determining whether to invoke an emergency declaration include:
  - Any imminent hazard threat or hazard impact in Shenandoah County that threatens or impedes the continuity of Shenandoah County Government.
  - The Governor of Virginia declares a state of emergency and Shenandoah County is within the declared impact area.
  - Assessment by Shenandoah County that an imminent hazard threat or actual hazard impact exists in Shenandoah County and those critical needs will exceed the capacity of response resources operating under baseline procedures. The assessment may determine that:
    - The needs of the incident related to the risk of loss of life or substantial property

damage is beyond the capacity or capacity of response resources operating under baseline procedures.

- The scope of the emergency exceeds the baseline management capacity for effective management of the incident or scene(s).
  - The incident response requires coordination with or support from additional departments, agencies and other emergency organizations beyond their routine working relationships and operating procedures, including financial compensation for services and supplies' expenditures.
  - The operations response phase is expected to continue for an extended period, exceeding the resource availability for successive operational periods.
- 
- The EOP may be activated to manage significant requests for mutual aid and cooperative assistance to other jurisdictions that have requested appropriate assistance in response to a major event or incident.
  - The EOP may continue in operation beyond the emergency declaration, allowing an orderly incident response demobilization and transition to recovery management.
  - When emergency activities have resolved the emergency and ongoing demobilization and recover actions may be adequately managed without continued emergency declaration powers, the County Administrator shall recommend to the Board of Supervisors a termination of the declared emergency.

## EOC Activation and Notifications

- The implementation of the EOP and activation of the EOC may occur simultaneously. The level of EOC and EOP activation will be determined upon the severity and scope of the incident.
- The Emergency Communications Supervisor will notify the Shenandoah County Department of Fire and Rescue Shift Commander. The Shift Commander will notify the Coordinator of Emergency Management who will then determine the level of ESF activation.
- All county department heads will be notified of the EOC activation by the Emergency Management Team. Department EOC representatives will be notified through their agency's notification process.
- Upon notification, identified EOC representatives will report to the EOC at the appointed time and be prepared to carry out their role and responsibilities. The Coordinator of Emergency Management will provide an initial information briefing.
- EOC representatives shall remain at the EOC until they are relieved by appropriate personnel, or the incident has been completed.

## EOC Operations Level

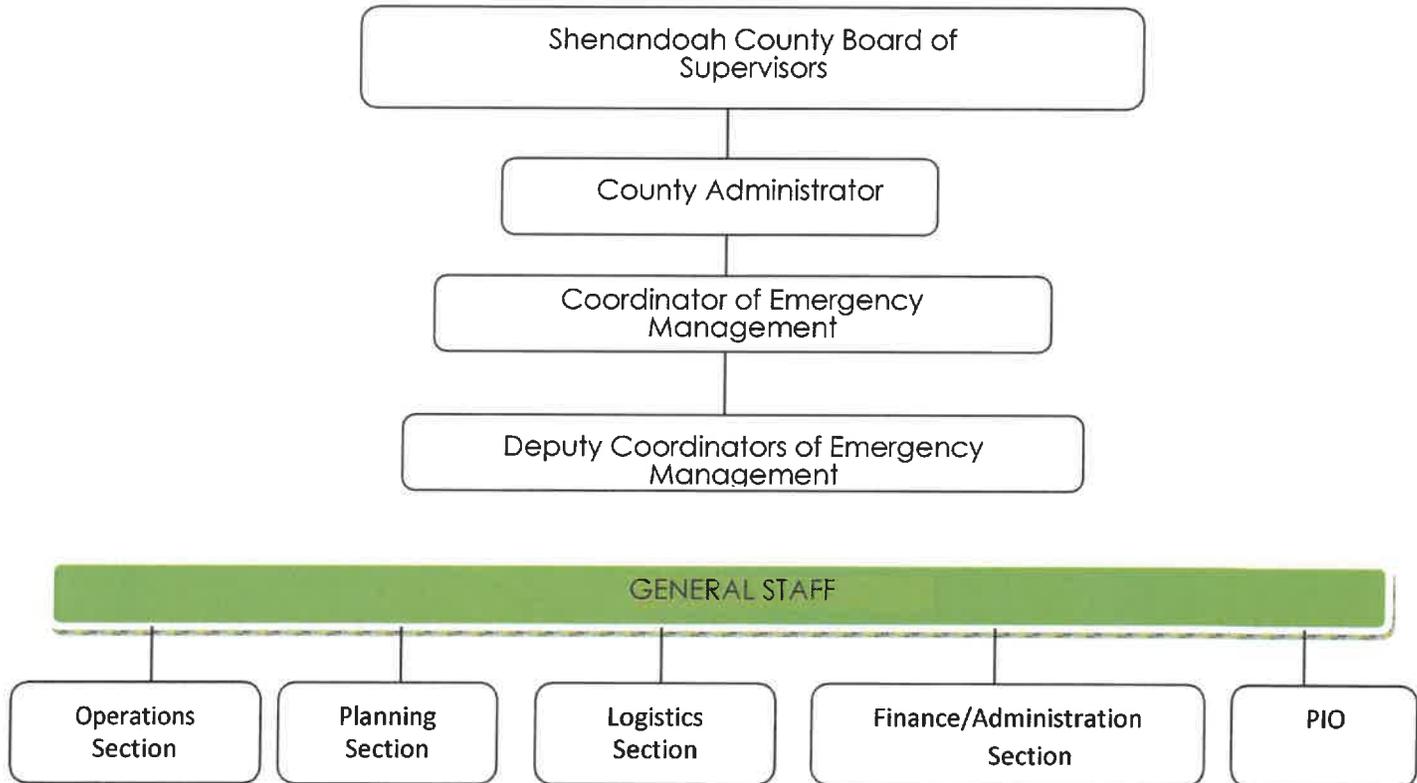
- Routine/Non-Emergency – Normal daily activities and monitoring of conditions are ongoing by the Emergency Communications Center. No staffing of the EOC. There is no declared local emergency.
- Increased Readiness – A situation has developed or threatens to develop which could potentially overtax local resources. Virtual, limited to partial staffing of the EOC will take place. A Local emergency may or may not be declared.
- Response Operations – Partial to full staffing of the EOC depending on the size and scope of the emergency/disaster. Contact Chief Regional Coordinator with VDEM. A Local emergency has been declared.
- Recovery Operations – Activities are decreasing and staffing of the EOC may be reduced.

# Phases of Emergency Management

Shenandoah County maintains a comprehensive emergency management program through the Fire & Rescue Department. The program is organized to address the five phases of emergency management.

- Prevention – Any activity taken in advance that reduces the potential for an emergency. This is accomplished through public information, media releases, social media updates and educational materials.
- Preparedness – Any activity done in advance of an emergency to develop, support and enhance operations capabilities, to facilitate an effective and efficient response and recover from an emergency. The Shenandoah County Department of Fire and Rescue maintains up-to-date telephone directories, resource lists and emergency contact lists as well. Other examples of preparedness efforts include but are not limited to testing and maintaining equipment, participation in exercises and training and hazard identification. A Special Needs Registry has been developed and is maintained.
- Response – Action taken immediately before, during or after an emergency to reduce casualties, save lives, minimize damage, and enhance the speed of recovery. All efforts will be taken to accomplish emergency tasks with life safety and critical infrastructure in the forefront. Examples of response include, but are not limited to: EMS, Law Enforcement services, Fire and hazmat services, public works activities, and public health response actions.
- Recovery – Actions and activity that will return critical infrastructure to a minimum operating standard. Initial damage assessments will be done as quickly as possible and submitted to VDEM via WebEOC and immediate life safety repairs will begin with critical infrastructure. Examples of recovery actions include but are not limited to damage assessment, debris clearance, decontamination, counseling, disaster assistance, and temporary housing.
- Mitigation – Actions taken to eliminate or reduce long term risk to human life, property, and critical infrastructure from hazards either man made or natural. Mitigation efforts include but are not limited to building codes, disaster insurance, public education and identifying resources.

# Shenandoah County's Organizational Structure



## Organization & Responsibilities

The following briefly describes the roles and responsibilities of the County Administrator and of each team during an emergency. For detailed information about each team's function, please see the appropriate Emergency Support Function (ESF) following this summary. The Shenandoah County Board of Supervisors is responsible for policy and political actions related to an emergency. The Board of Supervisors provides oversight to the County Administrator. The Shenandoah County Board of Supervisors has direct responsibility for ratifying an Emergency Declaration that has been recommended by the County Administrator or designee. The Board of Supervisors must act on the Emergency Declaration within forty-five days. The Board also formally declares an end to an emergency.

## County Administrator and County Board of Supervisors

The role of the County Administrator during an emergency is to advise on Shenandoah County Board policies, monitor the response of County agencies for adequacy, delegate authority for command of the situation, fulfill legal requirements of an emergency declaration, and other issues that must be addressed at the County Administrator level. The County Administrator also serves as a link between the Shenandoah County Emergency Operations Team and the Shenandoah County Board of Supervisors.

Functions of the County Administrator during an incident or emergency include:

- Empowering the Emergency Operations Team to manage emergencies, and the Incident Command Team to manage the incident itself.
- Informing the Emergency Operations Team and Incident Command Team of decisions and actions taken at the County, Regional, State and Federal political leadership levels
- Remaining available to the Emergency Operations Team for consultation and support

Shenandoah County is governed by the six-member Shenandoah County Board of Supervisors. The Chairman of the Board serves as the County's chief elected official. The Vice Chairman of the Board of Supervisors serves in the Chairman's absence.

The County Board of Supervisors is responsible for policy and political activities related to an emergency. The County Board of Supervisors must formally act on the County Administrator's recommendation for a Declaration of an Emergency within forty-five days. The County Board of Supervisors also formally declares an end to the declared emergency. Other responsibilities of the Board, typically handled by the Chairman of the Board, include serving as overall spokesperson for the County and coordinating with other elected officials at the regional and state levels, including the Congressional delegation. The Chairman also conducts any other activities required of the chief elected official.

## Emergency Policy Team

The Emergency Policy Team advises the County Administrator in pre-emergency planning, and emergency and incident command and recovery, while focusing on policy and providing oversight advice to the County Administrator.

The Emergency Policy Team includes:

- County Administrator
- Deputy County Administrator
- Director of Finance
- County Attorney

## Emergency Operations Team

The Emergency Operations Team is a functional organization that manages EOC during an emergency. This team coordinates and manages Shenandoah County assets beyond the incident and oversees the coordination of the Emergency Support Functions (ESF).

The Coordinator of Emergency Management is the Chief of Shenandoah County Department of Fire and Rescue. Other team positions include:

- Deputy Coordinator of Emergency Management
- Public Information Officer
- General staff

The Emergency Operations Team is responsible for all strategic emergency management operations away from the incident site. These responsibilities include:

- Directly support the Incident Command Team, providing resources that are not available through the established incident command system operating in the specific event. This includes coordinating assistance from outside resources (federal, state, and other local jurisdictions) that is not obtained through tactical mutual aid or other incident-level command processes.
- Directly manages emergency issues related to the incident, but outside the defined scope of the incident as delineated by the Incident Command Team. Usually, this will entail maintaining or restoring essential County services during an emergency, avoiding, or minimizing casualties and property damage, and addressing financial and other major impacts as soon as possible following the onset of an emergency or disaster.
- Provide information assimilation between the Incident Command Team and the Shenandoah County Administrator and the Board of Supervisors.
- Coordinates administrative, material and personnel support to Field Operations and the Incident Commander as necessary. Processes requests for resources that cannot directly be addressed or obtained from within the agencies directly involved in the response. Forms new task groups within the Emergency Operations Center to address complex issues that fall between the authorities of

multiple Emergency Support Functions. Assistance from non-county resources will be arranged as needed to meet critical needs. The Emergency Operations Center will coordinate all assistance from the State and Federal Government. Emergency Operations Center personnel manage outside resources until they are assigned to the incident when required.

- The Emergency Operations Team, through the EOP, manages other non-incident emergency issues, such as public communications and coordination with state and federal authorities. The Coordinator of Emergency Management will oversee the planning efforts for contingencies, long-range issues and demobilization for each operational period.
- The Emergency Operations Team is responsible for coordination between the County EOC and the Virginia Emergency Operations Center (VEOC). The Coordinator of Emergency Management will notify the VEOC immediately upon either the declaration of a local emergency or the activation of the EOC.
- The Emergency Operations Team will coordinate with Virginia Fusion Center for information collection, analysis and dissemination regarding Homeland Security efforts.
- The Emergency Operations Team recommends to the County Administrator when the EOC should be fully activated, and when the levels of the EOP should be implemented. The Team recommends to the County Administrator when an emergency should be officially declared, and when other direct action is required by law or regulation. The Team raises policy questions and facilitates the application of policy decisions made by the County Administrator by incorporating the policy direction into Emergency Operations Center planning and conveying the instructions to the Incident Command Team. The Emergency Operations Team provides and facilitates timely and accurate information to the members of the Emergency Policy Team and other county government officials at the County Administrator's direction.

The Emergency Operations Team raises policy questions and communicates decisions made by the County Administrator to the appropriate Emergency Support Functions or other sections and the Incident Command Team.

## **Emergency Support Functions (ESF)**

Emergency Support Functions (ESF) are organized task groups that operate out of the Emergency Operations Center and provides resources to support both Incident Command and Emergency Operations teams. The Emergency Operation Team monitors the activities of the Emergency Support Functions. The needs of the emergency incident or event will dictate activation of ESFs. Not all emergency incidents or events will require all ESFs to be present in the EOC.

During emergency operations, the ESFs carry out assignments unique to each task group's expertise that have been delegated to them. Support agencies are also designated for each ESF, assigning the appropriate departments, agencies and non-governmental organizations that respond to requests.

Each ESF is assigned a lead County department or office that is responsive for contacting their respective support agencies. Each lead agency's response role includes:

- The department head of the lead agency for each ESF is responsible for either being the ESF Leader or designating a leader.
- The leader is responsible for ensuring the ESF is fully operational for the emergency.

Duties include:

- Conducting necessary planning and training activities to ensure EFS members understand their roles and responsibilities.
- Preparing necessary information and resources that support function during activation.
- Assuring assigned tasks are completed and reported back to the EOC position.
- Bringing difficult to resolve operational issues to the appropriate EOC position for resolution.
- Evaluating overall performance of ESF during the incident.

## **Incident Command Team**

The Incident Command Team directly leads the incident response and defines the scope of the incident response and defines the scope of the incident within Shenandoah County. The Incident Commander or Unified Command Team (for those incidents which cross jurisdictional or functional boundaries) and appropriate command and general staff personnel are assigned to an incident.

The Incident Command Team provides guidance to responders in field operations and to the support sections by establishing goals and objectives and overseeing the development of incident strategy and overall tactics. The Incident Command Team is responsible for briefing the EOC of situational awareness, determining incident objectives and strategies, implementation of the Incident Action Plan, and any other roles and responsibilities the incident may warrant.

## **Emergency Operations Center Planning Section**

The Emergency Operations Center Planning Section supports the Coordinator of Emergency Management during the Emergency Policy Team meetings, documenting policy decisions that are resolved. They also provide the agenda and supporting documents for subsequent meetings. The Coordinator of Emergency Management receives the policy direction and other recommendations from the County Administrator, conveying them to the Incident Command Team from incident implementation, and overseeing their implementation through the EOC operations plan and ESF directives.

## **Administration, Finance and Logistics**

During and after emergency/disaster events normal fiscal and administrative functions need to be temporarily modified or suspended to support emergency operations in a timely manner. All departments should designate personnel responsible for documentation of disaster operations and expenditures.

Shenandoah County will manage the expenditure of funds and provide necessary accountability and

justification for expenditures made to support emergency operations. Emergency expenditures are not normally integrated into the budgeting process. However, disasters do occur on a periodic basis requiring substantial and necessary unanticipated expenditures. Shenandoah County will incur disaster related expenditures in accordance with the provisions applicable to County and State policy. All departments and agencies participating in emergency response will maintain detailed cost of emergency operations to include:

- Personnel costs including overtime costs
- Equipment operations costs
- Leased or rented equipment costs
- Contract services costs
- Specialized supplies to support emergency operations

These records may be used to recoup costs of the disaster or as a basis for requesting financial assistance for response and recovery costs from Virginia or the Federal Government.

Logistics will be needed to support field operations, EOC operations and victims of the emergency/disaster. When this plan is implemented, the Logistics Section of the EOC will become the focal point for procurement, distribution and replacement of personnel, equipment, and supplies. Services and equipment maintenance should also be provided. This plan does not contain a listing of resources. Resource inventory is kept and maintained by the Department of Fire and Rescue. It will include emergency resource information and points of contact to facilitate rapid acquisition of resources. The Department of Fire and Rescue will also be familiar with resources available from local private sector and volunteer organizations as well as from state government.

## Mutual aid

In the event an emergency exceeds local emergency response capabilities, outside assistance is available through mutual support agreements with nearby jurisdictions and volunteer emergency organizations, or through the Commonwealth of Virginia's Statewide Mutual Aid Compact. For assistance beyond tactical mutual aid a local emergency must be declared, and local resources fully committed, with anticipated or actual unmet needs, before state and federal assistance is requested. The Emergency Operations Center coordinates the request for outside assistance.

## State Assistance

Identified response needs will be addressed initially and by locally available Shenandoah County and mutual aid resources. With the onset of a major incident or event, requests for State assistance may occur based upon the anticipation of unmet needs, prior to experiencing shortages after deployment of all local resources. Requests for State assistance will be made from the Coordinator of Emergency Management, or designee, through WebEOC.

- If appropriate, the County Administrator requests and recommends the Governor declares a state of emergency

## Federal Assistance

The National Response Framework (NRF) the Robert T. Stafford Relief and Emergency Assistance Act (1974) and other relevant federal statutes determine how the federal government will augment State and County response efforts when authorized. Federal resources, through the NRF must be requested through the Virginia Department of Emergency Management. Federal regulation requires that the state request be made after a state determination that it cannot meet the identified local or state needs through statewide resources. The NRF uses a functional approach to group the types of assistance under its Emergency Support Functions. Each Emergency Support Function is headed by a primary agency. After a support relationship has been established through Shenandoah County and the Emergency Operations Team, direct coordination between local, state and federal Emergency Support Function personnel may occur.

## National Guard and U.S. Department of Defense support

Support by the Virginia State National Guard is provided at the direction of the Governor of Virginia and is managed like other Virginia State assistance. Support by the Department of Defense military units may be requested through the Commonwealth of Virginia Emergency Operations Center. DoD assets, when assigned, will support, and assist local agencies.

## Other Federal Assistance

Some types of Federal assistance may be available to individual departments and agencies through avenues other than the NRF.

# SAMPLE DECLARATION

WHEREAS, at approximately \_\_\_\_\_ (time and date(s)) a \_\_\_\_\_ (disastrous event); and  
WHEREAS, said \_\_\_\_\_ (disastrous event) resulted in \_\_\_\_\_ (description of damage/effect); and  
WHEREAS, due to the extent of damage, reported personal injury and imminent overall threat to public safety, an urgent need for implementation of the County's Emergency Operations Plan was determined, and  
WHEREAS, the County Administrator, in consultation with the Chief of Fire and Rescue, did declare a Local Emergency at approximately \_\_\_\_\_ (time and date), and  
WHEREAS, the assessment of damage and the full expenditure of local financial and human resources has not yet been completed and emergency response activities are on-going, and  
WHEREAS, the imminent threat to life and property as a result of the \_\_\_\_\_ (event) no longer exists.  
NOW THEREFORE, BE IT RESOLVED, that the declaration of a Local Emergency due to the \_\_\_\_\_ (event) that impacted the County on \_\_\_\_\_ (date) is hereby ratified by the Shenandoah County Board of Supervisors effective at the time of such declaration by the County Administrator.  
BE IT RESOLVED FURTHER, that upon the final determination of damage to public and private property and expenditure of local resources required to respond to the emergency and mitigate all reasonable threats to the health and safety of the citizens of Shenandoah County, the Board of Supervisors hereby indicates its intention to seek Federal and/or State financial assistance to the full extent that such assistance is available and hereby directs that the Clerk to the Board file with the Governor of Virginia a request that the County of Shenandoah be designated as a Disaster Area for the purposes of eligibility for aid.  
Adopted by unanimous vote on \_\_\_\_\_ (date).

\_\_\_\_\_  
, Chairman  
Board of Supervisors

Attest: \_\_\_\_\_  
Evan Vass, Clerk to the Board

# SUCCESSION OF AUTHORITY

<u>Organization/Service Function</u>	<u>Authority in Line of Succession</u>		
Director of Emergency Management	Chairman of the Board of Supervisors	County Administrator	Coordinator of Emergency Management
Coordinator of Emergency Management	Fire & Rescue Chief	Deputy Coordinator of EM	Operations Section Chief
Fire Chief	Fire & Rescue Chief	Deputy Chief	Shift Commander
Head of Law Enforcement	Sheriff	Major	Captain
Public Utilities Department	Director of Public Utilities	Chief Operator	Supervisor
County Health Department	Health Director	Planner	Epidemiologist
County Social Services Director	Director of Social Services	Supervisor	Supervisor
County Department of Solid Waste Mgt	Director of Public Services	Operations Manager	Executive Assistant
County Animal Shelter	Animal Shelter Manager	Animal Caretaker	Animal Caretaker

# **AUTHORITIES AND REFERENCES**

## **Federal**

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-88, as amended

The Homeland Security Act of 2002

National Response Framework

Developing and Maintaining Emergency Operations Plans; Comprehensive Preparedness Guide 101

v.3.0 (September 2021)

Americans with Disabilities Act of 2010

## **State**

Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended

The Commonwealth of Virginia Emergency Operations Plan

## **Local**

Northern Shenandoah Valley Regional Hazard Mitigation Committee

# ACRONYMS

APHIS – Animal & Plant Health Inspection Services  
CR – Community Relations  
CSALTT – Capability, Size, Amount, Location, Type, Time  
DAE – Department of Energy  
DCJS – Department of Criminal Justice Services  
DEQ – Department of Environmental Quality  
EAP – Emergency Action Plan  
EM – Emergency Management  
EMS – Emergency Medical Services  
EOC – Emergency Operations Center  
EOP – Emergency Operations Plan  
ESF – Emergency Support Function  
FAC – Family Assistance Center  
FAD/AD – Foreign Animal Disease or Animal Disease  
FEMA – Federal Emergency Management Agency  
GIS – Geographical Information Systems  
IA – Individual Assistance  
ICS – Incident Command System  
IDA – Individual Disaster Assistance  
JIC – Joint Information Center  
LCAR – Local Capability Assessment for Readiness  
MOA – Memorandum of Agreement  
MOU – Memorandum of Understanding  
NIMS – National Incident Management System  
NRF – National Response Framework  
NSVRHMC – Northern Shenandoah Valley Regional Hazard Mitigation Committee  
NVRVOAD – Northern Valley Regional Voluntary Organizations Active in Disaster  
PA – Public Assistance  
PDA – Preliminary Disaster Assessment  
PIO – Public Information Officer  
SOG – Standard Operating Guidelines  
USDA – United States Department of Agriculture  
VCICF – Virginia Criminal Injuries Contact Fund  
VDACS – Virginia Department of Agriculture & Consumer Services  
VDCR – Virginia Department of Conservation & Recreation  
VDEM – Virginia Department of Emergency Management  
VEOC – Virginia Emergency Operations Center  
VFDA – Virginia Funeral Directors Association

# DEFINITIONS

## **Amateur Radio Emergency Services**

A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed

## **Command Section**

One of the five functional areas of the Incident Command System. The function of command is to direct, control, or order resources, including people and equipment, to the best possible advantage.

## **Command Post**

That location at which primary command functions are executed; usually co-located with the Incident Base, also referred to as the Incident Command Post.

## **Emergency**

Any occurrence, or threat, whether natural or man-made, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property or natural resources and may involve governmental action beyond that authorized or contemplated by existing law because governmental inaction for the period required to amend the law to meet the exigency would work immediate and irrevocable harm upon the citizens or the environment of the Commonwealth or clearly defined portion or portions thereof.

## **Emergency/Disaster/Incident**

An event that demands a crisis response beyond the scope of any single line agency or service and that presents a threat to a community or larger area. An emergency is usually an event that can be controlled within the scope of local capabilities; a major emergency or disaster usually requires resources beyond what is available locally.

## **Emergency Alert System**

A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission (FCC) to operate in a controlled manner to warn and inform the public of needed protective actions in the event of a disaster or emergency situation.

## **Emergency Operations Center**

A facility from which government directs and controls its emergency operations; where information about the status of the emergency situation is officially collected, assimilated, and reported on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

## **Emergency Management**

The preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or manmade disasters. These functions include firefighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

## **Exercise**

An activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are three specific types of exercises: tabletop, functional, and full scale.

## **Evacuation**

Assisting people to move from the path or threat of a disaster to an area of relative safety.

**Federal Disaster Assistance**

Aid to disaster victims and/or state and local governments by federal agencies under provisions of the Robert T. Stafford Relief and Emergency Assistance Act of (PL 93-288).

**Hazardous Materials**

Substances or materials that may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored or disposed of, which may include materials that are solid, liquid, or gas. Hazardous materials may include toxic substances, flammable and ignitable materials, explosives, or corrosive materials, and radioactive materials.

**Hazardous Materials Emergency Response Plan**

The plan was developed in response to the requirements of Section 303 (a) of the Emergency Planning and Community Right-to-Know Act (Title III) of Superfund Amendments and Reauthorization Act of 1986. It is intended to be a tool for our community's use in recognizing the risks of a hazardous materials release, in evaluating our preparedness for such an event, and in planning our response and recovery actions. This plan is separate from the county's Emergency Operations Plan.

**Incident Command System**

A model for disaster response that uses common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span of control, pre-designed facilities, and comprehensive resource management. In ICS there are five functional elements: Command, Operations, Logistics, Planning and Finance/Administration.

**Incident Commander**

The individual responsible for the management of all incident operations.

**Initial Damage Assessment Report**

A report that provides information regarding overall damage to public and private property, thereby providing a basis for emergency declaration and/or disaster assistance.

**Joint Field Office**

The central coordination point among federal, state, and local agencies and voluntary organizations for delivering recovery assistance programs.

**Local Emergency**

The condition declared by the local governing body when in its judgement the threat or actual occurrence of an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship, or suffering threatened or caused thereby, provided, however, that a local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the local governing body, when the Governor deems the threat or actual occurrence of such an emergency or disaster 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, and provided, however, nothing in this chapter shall be construed as prohibiting a local governing body from the prudent management of its water supply to prevent or manage a water shortage.

**Local Emergency Planning Committee**

Appointed representatives of local government, private industry, business, environmental groups, and emergency response organizations responsible for ensuring that the hazardous materials planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) are complied with.

**Mitigation**

Activities that eliminate or reduce the chance occurrence or the effects of a disaster. Examples of mitigation measures include, but are not limited to, the development of zoning laws and land use ordinances, State building code provisions, regulations and licensing for handling and storage of hazardous materials, and the inspection and enforcement of such ordinances, codes, and regulations.

**Mutual Aid Agreement**

A written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and/or equipment in an emergency.

**National Response Framework**

Is a guide to how the nation conducts all-hazard response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the nation.

**Preparedness**

The development of plans to ensure the most effective, efficient response to a disaster or emergency. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. Preparedness also includes establishing training, exercises, and resources necessary to achieve readiness for all hazards, including weapons of mass destruction incidents.

**Presidential Declaration**

A presidential declaration frees up various sources of assistance from the federal government based on the nature of the request from the governor.

**Situation Report**

A form which, when completed at the end of each day of local Emergency Operations Center operations, will provide the jurisdiction with an official daily summary of the status of an emergency and of the local emergency response. A copy should be submitted to the state EOC via fax or submitted through the Virginia Department of Emergency Management website.

**Span of Control**

As defined in the Incident Command System, span of control is the number of subordinates one supervisor can manage effectively. Guidelines for the desirable span of control recommend three to seven persons. The optimal number of subordinates is five for one supervisor.

**Special Needs Populations**

Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who are older adults, who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation dependent

**State of Emergency**

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

**Superfund Amendments and Reauthorization Act of 1986**

Established federal regulations for the handling of hazardous materials.

**Unified Command**

Shared responsibility for overall incident management because of a multi-jurisdictional or multi-agency incident. In the event of conflicting priorities or goals, or where resources are scarce, there must be a clear line of authority for decision-making. Agencies contribute to unified command by determining overall goals and objectives, jointly planning for tactical activities, conducting integrated tactical operations, and maximizing the use of all assigned resources.



# EMERGENCY OPERATIONS PLAN

## Section 2 Emergency Support Functions

## Emergency Support Function #1 – Transportation

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### Purpose:

Coordinate Shenandoah County's transportation resources to respond to an emergency

- Identify the need for resources
- Assists agencies and emergency support functions (ESF) requiring transportation to perform missions following a disaster or emergency

**Lead:** Shenandoah County Sheriff's Department

### Support:

- Virginia Department of Transportation
- Shenandoah County Department of Fire and Rescue
- Virginia State Police
- Strasburg, Woodstock, Mt. Jackson, New Market Police Departments
- Shenandoah County Public School System
- Parks and Recreation Department
- Volunteer Rescue Squads
- County Public Works Department

### Scope:

Assistance provided by ESF 1 includes, but not limited to:

- Coordinating transportation activities and resources during the response phase immediately following an emergency or disaster.
- Facilitating damage assessments to establish priorities and determine needs of available transportation resources
- Prioritizing all transportation resources
- Processing all transportation requests from agencies and ESFs.
- Facilitating movement of the public in coordination with other transportation agencies.
- Facilitating and prioritizing cleanup of roadway and damaged infrastructure with ESF 3

### Policies:

- Transportation planning will be directed toward satisfying the needs of responding agencies requiring transportation routes to perform their assigned disaster missions.
- Transportation planning will include the utilization of available primary and support agency capabilities.

### Examples:

- Planning will use available transportation resources to respond to an incident
- Provide traffic control, assist in evacuation
- Facilitates the prompt deployment of resources, priorities for various incidents are developed and maintained through an interagency process led by the City/County
- Should request additional resources if it is unable to provide services of ESF 1

### Situation Overview:

A significant emergency or disaster may severely damage transportation infrastructure. The movement of people, equipment and supplies may be less efficient than under normal circumstances. Many transportation activities may be disrupted or hindered by damaged surface transportation infrastructure.

### Assumptions:

- The local transportation infrastructure will likely sustain damage. The severity of damage will determine the effectiveness and efficiency of response and recovery operations. The damage may also influence the means and accessibility for relief services and supplies.
- Rapid damage assessments of impacted areas will assist in assigning priority to transportation demands.

## Concept of Operations

### General:

EOP provides guidance for managing the use of transportation services and requests for relief and recovery resources.

All requests for transportation support will be submitted to the Shenandoah County Emergency Operations Center for coordination, validation, and/or action in accordance with this Emergency Support Function.

Shenandoah County EOC along with Shenandoah County Sheriff's Department are responsible for coordinating resources needed to restore and maintain transportation routes necessary to protect lives, critical infrastructure and property during an emergency/disaster. Major routes include Interstate 81, US Rt. 11(Old Valley Pike), 211(Lee Highway), 55 (John Marshall Highway), 623 (Back Road), and 263(Orkney Grade).

ESF 1 will coordinate transportation services based on priority. Cooperating ESFs may be tasked to provide available assets to meet priorities. If necessary, private sector resources may be used to augment county resources.

The Shenandoah County Sheriff's Department will provide a representative to the EOC. This representative will serve as a liaison and provide information on road closures, alternative routes, infrastructure damage, debris removal and restoration activities.

The Shenandoah County Sheriff's Department in conjunction with support agencies will assess the condition of highways, bridges, signals, and other components of the transportation infrastructure and where appropriate:

- Close infrastructure determined to be unsafe
- Post signing and barricades
- Maintain and restore critical transportation routes, facilities, and services.

### Organization:

The Shenandoah County Sheriff's Department is responsible for transportation infrastructure of Shenandoah County. Critical infrastructure in Shenandoah County includes, but is not limited to: Public Safety Telecommunications, Hospital, Rehabilitation and Nursing facilities, Town water and sewage facilities, School facilities, and Public Safety buildings.

The respected locality is responsible for coordinating resources needed to restore and maintain transportation routes to Shenandoah County if necessary to protect lives and property during an emergency or disaster.

## Primary Agency Responsibilities

- Develop, maintain, and update plans and procedures for use during an emergency. These plans should include but are not limited to:
  - List of evacuation routes.
  - Evacuation maps.
- The personnel will stay up to date with education and training that is required for a safe and efficient response to an incident
- Alert the County, and local primary agency representative of possible incident, and begin preparations for mobilization of resources
- Keep record of all expenses through the duration of the emergency
- Follow emergency policies and procedures for evacuation
- Include procedures for traffic control
- Identify viable transportation routes to, from and within the emergency or disaster area

## Emergency Support Function #2 – Communications

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### Purpose:

To use available communication resources to respond to an incident

- Alert and warn the community of a threatened or actual emergency in a timely manner.
- Continue to communicate with the community through a variety of media to inform of protective actions.
- Maintain continuity of information and telecommunication equipment and other technical resources to support public safety and other County agencies

**Lead:** Shenandoah County Emergency Communications Center

### Support:

- Shenandoah Telecommunications
- Various Cellular Companies: AT&T, T-Mobile, Verizon
- CodeRED
- Amateur Radio Emergency Services
- CAD Specialists & Network Administrators
- Shenandoah County Public Information Officer

### Scope:

To save lives, minimize property damage and manage consequences of disasters, requires reliable, coordinated, interoperable communication between public safety, other county agencies, inter-jurisdictional mutual aid, state, federal and non-governmental resources. To inform the community of a threatened or actual emergency, to ensure that the County has the ability to notify the community of a disaster or emergency situation, to support the County with the restoration and reconstruction of telecommunications equipment, computers, and other technical resources.

### Policies:

- The County's Emergency Communications Center (ECC) operates 24 hours a day, 7 days a week and serves as the 9-1-1 center and the locality warning point
- The ECC is accessible to authorized personnel only
- Support personnel to assist with communications, designated logistics, and administration will also be designated. The Communications Director will be available for decision-making as required; and
- The ECC will initiate notification and warning of appropriate personnel
- The ECC will ensure radios, telephones, IT resources, networking capability, and communications capability essential to emergency services are maintained and operational

### Situation Overview:

The Shenandoah County Emergency Communications Center is the primary public safety answering point for Shenandoah County and the towns therein. Generators provide backup power to the ECC for essential operations. Woodstock Police Department has been designated as an alternate 911 site with phone rollover capabilities. All emergency services interface through radio channels and phone lines.

### Assumptions:

- Shenandoah County and towns therein will require accurate and timely information on which to base decisions and focus for response actions
- Routine modes of communication will continue to be utilized to the degree that they allow during a disaster
- Normal forms of communication may be severely interrupted during an emergency or disaster
- The loss of some or all telephone services will reduce or eliminate the effectiveness of the ECC
- Personnel will coordinate the activation of communication assets to fulfill specific mission assignments that support mitigation, preparedness, response, and recovery efforts
- The Amateur Radio emergency services has the ability to set up field communications to support public safety operations, as appropriate
- If electronic information systems are not available, paper, and digital logs may be used to record events, communications and messages

### Concept of Operations

#### General:

The Shenandoah County Emergency Communications Center serves as the 911 center and the county warning point.

- The ECC is most often the first point of contact for the public
- The County's Communications Center is the point of contact for receipt of all warnings and notification of actual or impending emergencies or disaster
- Uses common terminology to communicate during an emergency
- The dispatcher on duty will notify other key personnel, chiefs and department heads as required by the type of report and standard operating guidelines (SOG). Landline telephone, voice or data two-way radio, and wireless telecommunications devices may be utilized to notify public officials, Emergency Operations Center staff, emergency personnel and others as required
- A Strategic Communications Cache is available for use. Cache request is vetted through the VEOC
- RIOS Interoperable Communications System can be used to communicate with other jurisdictions
- A universal approach to communicating with the public will be used. Those in the community that chose to self-identify with special needs will be placed in the Special Needs Directory and every effort will be made to provide them with situational awareness
- Emergency service vehicles equipped with public address systems may be used to warn the public when necessary
- The Coordinator of Emergency management or his/her designee must authorize the use of the Shenandoah County Emergency Alert System. Other warning systems in place are CodeRed for citizen notification and alert as well as IPAWS. PIO will conduct press releases to media outlets when appropriate in coordination with ESF 15
- Emergency Communications SOGs will be implemented. Back-up capabilities will be activated as necessary
- Authorized amateur radio volunteers may augment primary communications. The Emergency Operations Center may authorize the operation of an amateur radio station during periods of activation
- The ECC will assist the National Weather Service with dissemination of severe weather advisories and forwarding all related information, situation reports, etc., as needed
- The Emergency Communications Director will be responsible for maintaining the operational readiness of the primary and back-up centers

### Organization:

The Shenandoah County Department of Emergency Communications is responsible for emergency communications infrastructure in Shenandoah County.

The locality is responsible for maintaining and coordinating emergency communications in Shenandoah County to protect lives and property during an emergency or disasters

## Responsibilities:

- Develop and maintain primary and alternative communications systems for contact with local jurisdictions, state agencies, and private sector agencies required for disaster support.
- Ensure the ability to provide continuous support as the PSAP for incoming emergency calls originating in Shenandoah County.
- Ensure communications lines and equipment essential to emergency services are maintained by the appropriate vendor.
- During EOC activation, emergency communications officer will be assigned to the EOC to assist with communications functions.
- Develop and maintain an emergency communications plan.
- Provide training on communications and communications equipment to essential personnel.
- Maintain records of costs and expenditures and forward them to the Finance/Administration Section Chief.
- Work with other ESFs to assess any damage to the communication infrastructure to determine the impact of the incident and resource gaps
- Support amateur radio and other non-governmental volunteer personnel with alternative emergency radio communications.

## Emergency Support Function #3 – Public Works

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### Purpose:

ESF 3 presents a system to coordinate damage assessment and reporting functions, estimate the nature and extent of the damage and provide disaster recovery assistance.

**Lead:** Shenandoah County Solid Waste Management

### Support:

- Virginia Cooperative Extension Office
- Woodstock, Strasburg, Edinburg, Mt. Jackson, and New Market public works
- Shenandoah County Community Development
- Shenandoah County Department of General Properties
- Sanitary Districts
- Virginia Department of Transportation
- Shenandoah County Health Department
- Shenandoah County Department of Fire and Rescue
- Volunteer Fire and Rescue Agencies
- Public Utilities
- American Red Cross

### Scope:

Assistance provided by ESF 3 includes but is not limited to:

- Assess extent of damage
- Repair and maintenance
- Debris removal
- Provide maintenance of the buildings and grounds and engineering-related support
- Clear roadways

### Policies:

- Personnel will stay up to date with procedures through training and education
- The Department of Solid Waste Management will develop work priorities in conjunction with other agencies when necessary
- Local authorities may obtain required waivers and clearances related to ESF 3 support
- Acquiring outside assistance with repairs to the facility that are beyond the capability of the community

### Situation Overview:

Property damages may be unprecedented in an emergency or disaster including weakened or destroyed structures to homes, public and critical facilities, infrastructure, roads, and bridges. Debris may make transportation routes impassable. Equipment used to repair or otherwise reinforce these structures may also be damaged.

### Assumptions:

- Widespread and prolonged damages from an emergency or disaster to critical structure may contribute to delays in the process of repairs.
- Rapid Assessment will determine priority and workload
- Access to the emergency or disaster area may be dependent on re-establishment of transportation and roadways
- Emergency environmental waivers and legal clearances may be needed for disposal of material from debris clearance and demolition activities
- Hazardous Materials will need special handling from appropriately trained personnel.

### Concept of Operations

## General:

- Determine if vital infrastructures are safe or need to be closed
- Coordinate with other ESFs if there is damage to utilities, water supply, wastewater, or solid waste treatment facilities
- As information comes in regarding debris from damage assessments, priorities will be given for debris clearance and restoration of critical infrastructures
- Coordinate with law enforcement to secure damaged buildings adjacent areas that may be unsafe

## Vital Infrastructure:

### Vital Facilities – {a full list of vital/critical facilities can be found within Shenandoah County Department of Fire and Rescue}

- Public Shelters
- Health Facilities
- Government Facilities
- Communications Facilities
- Correctional Facilities
- Public buildings
- Emergency Services Facilities

### Vital Utilities

- Communications Components
- Electricity Distribution Components
- Transportation Networks
- Water Distribution/Wastewater Facilities

### Special Needs Facilities

- Assisted Living/Nursing Facilities
- Day Care Facilities

### Vital Resource and Service Sites

- Landfill and Debris Collection Sites
- Public/Private Supply Centers
- Helispots

## Organization:

- A. Department of Solid Waste Management
  - a. Assume the role of coordinator of this Emergency Support Function
  - b. Provide personnel, equipment, supplies, and other resources to assist in emergency operations
  - c. Maintain activities associated with emergency landfill operations
  - d. Provide personnel, equipment, supplies and other resources to assist in debris removal operations
  - e. Track debris from the disaster as it enters the landfill or other designated zones
  - f. Maintain records of cost and expenditures and forward them to the Finance Section Chief
- B. Department of Building Inspections
  - a. Provide personnel, equipment, supplies and other resources to conduct preliminary damage assessment in the affected areas
  - b. Provide assistance in damage assessment of County facilities
  - c. Develop and maintain a damage assessment plan and ensure during an emergency/disaster that the necessary documentation is forwarded to the VEOC
  - d. Maintain records of cost and expenditures and forward them to the Finance Section Chief
- C. Virginia Cooperative Extension
  - a. Provide personnel, equipment, supplies and other resources to assist in preliminary and on-going damage assessment to Shenandoah County's agricultural community
  - b. Develop and maintain a damage assessment plan and ensure during an emergency/disaster that the necessary documentation is forwarded to the VEOC

- c. Maintain records of cost and expenditures and forward them to the Finance Section Chief
- D. Public Works Departments and Sanitary Districts
  - a. Perform damage assessment activities of water systems and wastewater systems and determine necessary repairs
  - b. Make emergency repairs to water systems and wastewater systems
  - c. Provide personnel, equipment, supplies and other resources to assist with providing water for human health needs, and firefighting operations
  - d. Maintain records of cost and expenditures and forward them to the Finance Section Chief
- E. American Red Cross – Shenandoah County Chapter
  - a. Provide personnel, equipment, supplies and other resources to conduct preliminary damage assessment of the affected areas
  - b. Provide assistance in damage assessment of County Facilities

## Responsibilities

- Alert personnel to report to the EOC
- Review plans
- Begin keeping record of expenses and continue for the duration of the emergency
- Prepare to make an initial damage assessment (IDA)
- Activate the necessary equipment and resources to address the emergency
- Assist in assessing the degree of damage of the community
- Assist in coordinating response and recovery
- Identify private contractors and procurement procedures – see EOP Resource Directory for a more detailed list
- Prioritize debris removal
- Inspect buildings for structural damage
- Post appropriate signage to close buildings

## Emergency Support Function #4 – Firefighting

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### Purpose:

Provides organizational framework that will effectively utilize all available firefighting apparatus and personnel within Shenandoah County, directs and controls operations regarding fire prevention, fire detection, fire suppression, rescue, and hazardous materials incidents; as well as to assist with warning and alerting, communications, evacuation, and other operations as required during an emergency within Shenandoah County

**Lead:** Shenandoah County Department of Fire and Rescue

### Support:

- Woodstock Rescue Squad
- Toms Brook Fire Department
- Woodstock Fire Department
- Conicville Fire Department
- Fort Valley Fire Department
- Edinburg Fire Company
- Star Tannery Fire Department
- Orkney Springs Fire and Rescue
- Mt Jackson Rescue and Fire Department
- New Market Fire and Rescue Department
- Strasburg Rescue Squad
- Strasburg Fire Department
- Shenandoah County Emergency Management

### Scope:

ESF 4 manages and coordinates firefighting activities including the detection and suppression of fires, and provides personnel, equipment, and supplies to support to the agencies involved in the firefighting operations.

### Policies:

- Priority is given to the public, community, firefighter safety and protecting property
- For efficient and effective fire suppression mutual aid may be required from various local firefighting agencies to aid in the community's emergency response team. This requires the use of the Incident Command System together with compatible equipment and communications
- Personnel will stay up to date with procedures through education and training

### Situation Overview:

There are 10 fire departments that service Shenandoah County. There are 8 departments in Shenandoah County that provide EMS service, both advanced life support and basic life support depending upon member training levels. Each of the fire departments within Shenandoah County is responsible for fire suppression within their respective jurisdiction; however, mutual aid agreements do exist with surrounding jurisdictions.

The ECC is responsible for dispatching fire department resources in Shenandoah County. Wild land fires do occur in Shenandoah County. Human causes, both accidental and arson, and natural occurrences of lightning are the most common ignition sources. The State of Virginia has a statewide burn ban from February 15 through April 30 annually where outside fires are banned until after 4 p.m.

## Concept of Operations

### General:

The ESF 4 coordinator will contact various Fire Departments if resources are needed to handle the situation and be prepared to have the Fire Departments assume primary operational control in fire prevention strategies, fire suppression, and hazardous material incidents. Fire department personnel who are not otherwise engaged in emergency response operations may assist in warning and alerting the public, evacuation, and communications as is necessary and appropriate during an emergency.

When the ESF is activated all requests for firefighting support will, in most cases, be submitted to the 9-1-1 Center for coordination, validation, and/or action.

The director of Emergency Management and/or designee will determine the need to evacuate and issue orders for evacuation or other protective action as needed. The incident commander may order an immediate evacuation prior to requesting or obtaining approval, if in his/her judgment this action is necessary to safeguard lives and property. Warning and instructions will be communicated through the appropriate means. Reference Evacuation Support Annex for more specific guidelines on evacuation.

In addition, Law Enforcement will use mobile loudspeakers or bullhorns, or go door to door to ensure that all affected residents have received the warning.

### Organization:

A fire representative will be assigned to the EOC to coordinate the fire service response. The fire representative will be a part of the EOC staff and will assist with the overall direction and control of emergency operations.

The Fire and EMS Departments will implement evacuations and the Sheriff's Department/Police Department will assist and provide security for the evacuated area. In the event of a hazardous materials incident, the Incident Commander should implement immediate protective actions to include evacuation as appropriate.

### Actions

- Develop and maintain plans and procedures to provide fire and rescue services in time of emergency
- Document expenses and continue for the duration of the emergency
- Check firefighting and communications equipment
- Fire Service representatives should report to the Emergency Operations Center to assist with operations
- Fire department personnel may be asked to assist with warning and alerting, evacuating, communications, and emergency medical transport
- Follow established procedures in responding to fires and hazardous materials incidents and in providing rescue services
- Requests mutual aid from neighboring jurisdictions

### Responsibilities

- Fire prevention and suppression;
- Emergency medical treatment by qualified staff;
- Hazardous materials incident response and training;
- Radiological monitoring and decontamination;
- Assist with evacuation;
- Search and rescue;
- Temporary shelter for evacuees at each fire station or other arranged site;
- Assist in initial warning and alerting;
- Provide qualified representative to assist in the EOC;
- Requests assistance from supporting agencies when needed;
- Arranges direct liaison with fire chiefs in the area;
- Implements Mutual Aid with surrounding jurisdictions if necessary. MOAs are kept by Shenandoah County Department of Fire and Rescue.

## Emergency Support Function #5 – Emergency Management

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### Purpose:

- Directs, controls, coordinates and /or supports emergency operations from the Shenandoah County Emergency Operations Center utilizing the Incident Command System
- Collect, analyze, and share information about a potential or actual emergency or disaster to enhance response and recovery activities

**Lead:** Shenandoah County Department of Emergency Management

### Support:

- Fire Departments
- Sheriff's Department/Police Departments
- Shenandoah County Department of Emergency Communications
- County Administration
- County Attorney

### Scope:

- ESF 5 coordinates the response of all the departments within the county and the use of community resources to provide emergency response
- Coordinates emergency information being released to the public through the PIO to maintain accuracy
- Maintains communication with VEOC
- Identify actions to be taken in the pre-incident prevention phase.
- Facilitates information flow
- Coordinate with agencies, organizations, and outside organizations when capabilities are exceeded
- Identify post-incident response phase activities.

Examples of functions that support and facilitate planning and coordination are:

- Alert and notification,
- Deployment and staffing of emergency response teams,
- Incident action planning,
- Coordination of operations with local government for logistics and material,
- Direction and control,
- Information management,
- Facilitation of requests for assistance,
- Resource acquisition and management (to include allocation and tracking),
- Worker safety and health,
- Facilities management,
- Financial management,
- Other support as required

### Policies:

- Provides direction, control, and coordination of resources to the emergency support functions.
- Manages operations at the county level
- Collects critical information which is of common value or need to more than one emergency support function or operational element to create an overall perspective of the incident
- Produces situation reports to be distributed to EOC staff and incident command
- ESF 5 staff supports the implementation of mutual aid agreements to ensure seamless resource response.
- Supports the short term and long-term planning process. Activities planned will be recorded and their progress tracked for all operational periods
- Departments and agencies participate in the incident action planning process which is coordinated by ESF #5.

## Situation Overview:

Emergencies or disasters may occur in Shenandoah County at any time causing significant human suffering, injury or death, public and private property damage, environmental degradation, economic hardship to business, families, individuals, and disruption of government. The Emergency Operations Center is in Suite 109 of the County Government Center. When not in emergency operations use this room will be used as a training room. This room does have backup power supply in the form of a generator that is dedicated to the Fire and Rescue/Emergency Management wing of the county government center. The EOC will require some set up depending on the level of activation. The Emergency Management Team will ensure the EOC is functional to the required level when staff is called in for activation.

## Assumptions:

- There will be immediate and continuing need to collect, process, and disseminate situational information, to identify urgent response requirements during a disaster, or threat of one, and to plan for continuing response, recovery and mitigation activities.
- Local government and critical infrastructure impacted the most will be given priority for assistance and support as needed and as available.
- Information reporting may be delayed due to damaged telecommunications infrastructure,

## Concept of Operations

### General:

The Coordinator of Emergency Management:

- Assures development and maintenance of SOGs on the part of each major emergency support function
- Each service should maintain current notification rosters
- Designate staff to the Emergency Operations Center
- Establish procedures for reporting appropriate emergency information
- Coordinate emergency response plan with the local government
- Develop mutual aid agreements with the local government
- Designate a representative to the local EOC if the local plan is implemented and a representative is needed

The Coordinator of Emergency Management or designee will assume all responsibilities and assure that all actions are completed as scheduled.

Procedures for these support operations should be established and maintained.

### Organization:

- Emergency operations may be directed and controlled from the Emergency Operations Center (EOC).
- Identify the responsibilities of the emergency manager
- Identify the role of the EOC
- Identify the EOC staff
- Identify the departments that have a role in the emergency management organization
- Identify succession of authority within these key departments and positions.
- Develop and scale the Incident Command System to the incident
- Exercise the plan annually as pursuant to The Code of Virginia

The Coordinator of Emergency Management will assure the development and maintenance of established procedures on the part of each major emergency support function.

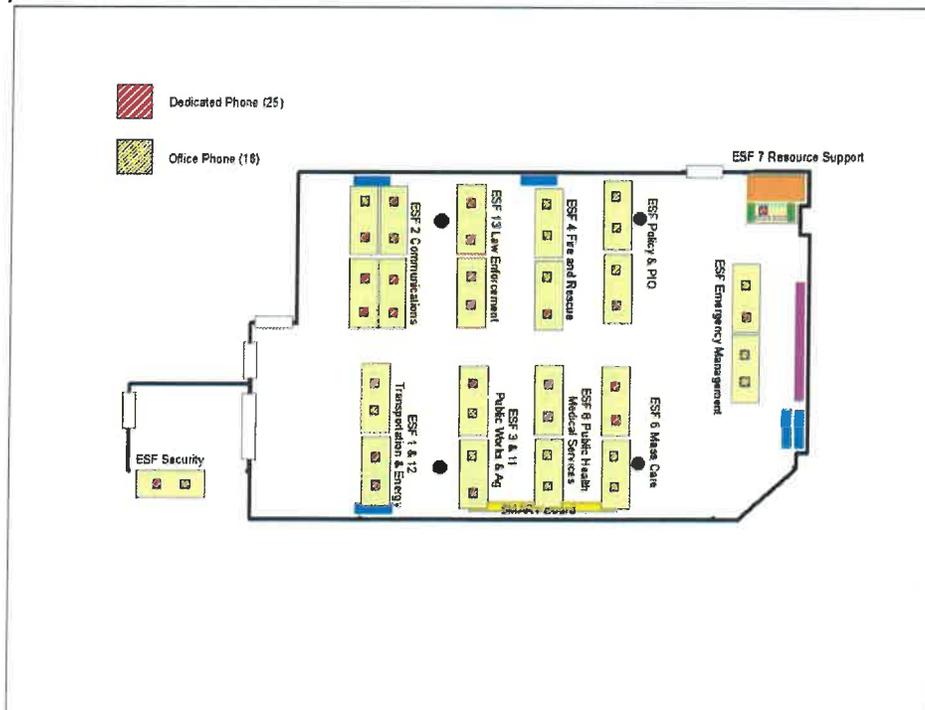
Coordinator of Emergency Management will assure that all actions are completed as scheduled.

The Coordinator of Emergency Management will coordinate training for this emergency support function and conduct exercises involving the EOC.

## Responsibilities:

- Maintain a notification roster of EOC personnel and their alternates (located in the EOP Resource Directory);
- Establish a system and procedure for notifying EOC personnel
- Coordinate Emergency Management mutual aid agreements dealing with adjunct jurisdictions and applicable relief organizations
- Maintain plans and procedures for providing timely information and guidance to the public in time of emergency through ESF 2 and ESF 15
- Identify and maintain a list of essential services and facilities, which must continue to operate and may need to be protected
- Test and exercise plans and procedures
- Conduct outreach/mitigation programs for the community
- Ensure compatibility between this plan and the emergency plans and procedures of key facilities and private organizations within the community
- Develop accounting and record keeping procedures for expenses incurred during an emergency
- Define and encourage hazard mitigation activities, which will reduce the probability of the occurrence of disaster and/or reduce its effects
- Prepare to provide emergency information to the community in coordination with ESF 2 and ESF 15
- Provide logistical support to on scene emergency response personnel
- Maintain essential emergency communications through the established communications network
- Provide reports and requests for assistance to the local and VEOC via WebEOC and Crisis Track Software
- Activates and convenes county emergency assets and capabilities

Example of EOC Layout



## Emergency Support Function #6 – Mass Care, Housing, Human Resources

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### Purpose:

ESF 6 Mass Care, Housing, and Human Resources address the non-medical mass care, housing, and human services needs of individuals and/or families impacted by natural and/or technological incidents.

**Lead:** Shenandoah County Department of Social Services

### Support:

- Shenandoah County Public Schools
- American Red Cross
- Shenandoah County Sheriff's Department
- Shenandoah County Animal Shelter
- Shenandoah County Health Department
- North Western Community Services

### Scope:

ESF 6 is intended to address non-medical mass care, housing and human service needs for individuals and family members of the community affected by a disaster. This ESF also addresses temporary short-term needs during an emergency or disaster and the coordination of mass care.

The services and programs may include the following:

- Sheltering
- Food service
- Emergency First Aid
- Counseling
- Family Assistance Center (FAC)

### Policies:

- ESF-6 support may vary depending on an assessment of incident impact(s), the magnitude and type of event, and the stage of the response and recovery efforts
- To support mass care activities and provide services
- To coordinate with ESFs 1, 3, 5, 11, 14 and others regarding recovery and mitigation assistance, as appropriate
- To assign personnel to support ESF-6 functions in accordance with the rules and regulations of their respective parent agencies
- To reduce duplication of effort and benefits, to the extent possible. This includes streamlining assistance as appropriate and identifying recovery and mitigation measures to support local planning efforts

### Situation Overview:

Some of the hazards most likely to cause a need for mass care operations in Shenandoah County include, but are not limited to severe winter weather, flooding, winds from hurricanes and tornados and human caused incidents. Shenandoah County recognizes that providing shelter and other mass care services to protect residents displaced by emergency or disaster situations is a priority. Mass care needs may range from short term operations for a limited number of people where the objective is to provide protection from the weather and access to restrooms to more lengthy operations for a larger number of people where feeding, sleeping and shower facilities are necessary. If pet sheltering is necessary refer to the Animal Sheltering Index within this document.

## Assumptions:

- Emergencies and disasters may occur without warning at any time and may cause mass casualties
- Widespread damages may necessitate victim relocation and the need for mass care
- Some victims will seek public shelters. Others will shelter in place or with relatives and friends
- Essential public and private services will be continued during mass care operations. Some services may be delayed or interrupted until the emergency or disaster is complete
- Volunteer organizations may assist in mass care operations
- The majority of the special needs population within Shenandoah County will chose not to self identify; however, technology is such today that special needs populations have access to emergency notifications and information through typical means of communication with the public
- A Special Needs Registry has been created by the department of Fire and Rescue for those with special needs that chose to self identify. These applications will be updated annually and are kept by Shenandoah County Department of Fire and Rescue

## Concept of Operations

### General:

#### Sheltering

- An emergency shelter is an immediate short-term accommodation either (1) designated by local officials for persons threatened by or displaced by an incident, or (2) designated by state officials directing a mandatory evacuation across jurisdictional boundaries either before or after an incident.
- Public emergency shelters will provide accommodations for all population groups. Appropriate provisions must be made within the shelter facilities to accommodate people with special medical needs that do not require hospital admission, people without their own transportation, and registered sex offenders. Shenandoah County Public Schools have been identified as first choice of sheltering operations should the situation call for a shelter. All public schools are ADA compliant.
- For mass evacuations directed by state officials, the VDSS will coordinate the designation of shelter facilities and the operation of shelters for people who evacuate out of their home jurisdiction.

#### Feeding

- Feeding is provided to disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding is based on sound nutritional standards and to the extent possible. When using a public school as a sheltering site, school cafeteria staff may be called in during long-term sheltering operations to assist with feeding those in shelters.

#### Emergency First Aid

- Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care facilities and at designated sites. Provision for services is coordinated with ESF 8. Refer to ESF 8 for details regarding medical care services.

#### Counseling

- North Western Community Services has the responsibility to coordinate counseling services for the local government.
- Provide counseling through local government services if it is appropriate based on the scale of the emergency and the capabilities of the counseling services

#### Security

- ESF 13 will be responsible for coordinating security during a disaster
- Secure evacuated areas.
- Provide security to shelter(s)

#### Transportation:

- Ensure that residents are transported and sheltered safely. Refer to ESF 1 for details regarding Transportation.

#### Family Assistance Center (FAC)

The Family Assistance Center (FAC) provides a centralized location where a seamless service delivery system built on multi-agency coordination will result in the effective dissemination of information and assistance to all impacted families. A FAC is the management and organizational framework to handle the victims dealing with an incident of mass casualties. The FAC offers counseling and information on the current situation in a safe and secure location.

#### Scope

This plan pertains to an incident that results in mass casualties and/or missing individuals within a locality. It will be activated in the event of multiple actual or perceived deaths. The plan will be used in conjunction with the Commonwealth of Virginia Family Assistance Center plan to develop procedures to establish and manage a FAC and to transition to a state managed FAC, if one is authorized.

#### Activation of FAC

A FAC will be established under a variety of mass-casualty situations. FAC operations should be activated as early into the event as possible. Preliminary services can be offered that include providing accurate information, meeting basic health and spiritual needs, and ensuring a safe place to gather. Once the incident commander or the operations section chief has determined the need for a FAC, consultation with other local support agencies will occur to determine:

- Severity of the incident
- Capabilities of the locality to include outside agreements and private business support
- Mobilization of resources
- Number of casualties

In addition to the event necessitating FAC services, normal day-to-day public resources may be affected by the incident, thus limiting local authorities' ability to adequately support the response without outside support. When the incident grows outside of the locality's capabilities/resources it is important to request outside assistance via mutual aid agreement or memorandums of understanding. Additional resources may be requested via the VEOC and Statewide Mutual Aid.

"In the event of an emergency when there are crime victims involved as defined by §19.2-11.01 of the Code of Virginia the Shenandoah County will contact the Virginia Department of Criminal Justice Services(DCJS) and the Virginia Criminal Injuries Contact Fund(VCICF) to deploy. Both entities will serve as the lead for coordinating services and assistance to the victims."

**Virginia Victims Fund (officially the Criminal Injuries Compensation Fund)**

Kassandra Bullock, Director

During office hours: (804) 367-1018

Leigh Snellings, Assistant Director

During office hours: 1-800-552-4007

**Virginia Department of Criminal Justice Services**

Julia Fuller-Wilson

During office hours: (804) 371-0386

After hours: (804) 840-4276

Email: [vacrisisresponse@dcjs.virginia.gov](mailto:vacrisisresponse@dcjs.virginia.gov)

*“The plan shall include, but not be limited to, responsibilities of all local agencies and shall establish a chain of command, and a provision that the Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be contacted immediately to deploy assistance in the event of an emergency as defined in the emergency response plan when there are victims as defined in § [19.2-11.01](#). The Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be the lead coordinating agencies for those individuals determined to be victims, and the plan shall also contain current contact information for both agencies.”*

## Emergency Support Function #7 – Resource Support

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### Purpose:

Identify, procure, inventory, and distribute critical resources, for Shenandoah County during an emergency.

**Lead:** Shenandoah County Department of Emergency Management

### Support:

- All ESFs

### Scope:

Shenandoah County will determine what resources are available and identify potential sites for receiving, storing, and distributing resources if outside assistance is needed.

Resource support may continue until the disposition of excess and surplus property is completed.

During an incident if demand for resources exceeds the locality's capabilities, then outside requests will be made based on MOUs, Mutual Aid agreements, VEOC and state policy.

Shenandoah County Department of Emergency Management maintains a list of public and private sector resources that could be utilized during an emergency/disaster response.

### Policies:

- Shenandoah County will use their own resources and equipment during incidents and will have control over the management of the resources as needed to respond to the situation
- The Emergency Management Coordinator will initiate the commitment of resources from outside government with operational control being exercised by the on-site commander of the service requiring the resources
- Individuals involved in distributing and/or obtaining resources will be aware of emergency procurement policies and have the authority to do so in an emergency
- Each department with an emergency management role will be responsible for identifying its resources that could be used in an emergency
- Shenandoah County will follow the VEOC procedure when requesting resources via WebEOC. C-SALTT Formula will be utilized. Capability, Size, Amount, Location, Type and Time
- All resource expenditures will be reported to the Finance Section of the EOC during emergency/disaster situations

### Situation Overview:

This ESF is designed to provide for the management of resources, public and private. Prioritization of requested and available resources will be given depending on the emergency or disaster. Resource needs will be anticipated for all types of hazards specified for Shenandoah County. Local resources will be utilized first before outside assistance is requested.

### Assumptions:

- Shenandoah County will not request outside assistance until local resources have been overwhelmed or exhausted. In some instances where the magnitude of the disaster makes it obvious local resources will be exhausted immediately; outside assistance may be called upon prior to formal resource exhaustion
- If necessary ESF 17 (Donations and Volunteer Management) will be activated to manage solicited and unsolicited donations from overwhelming resource management personnel
- The management and logistics of resource support is highly situational and is dependent upon flexibility and adaptability

## Concept of Operations

### General:

Potential sites for distribution centers will be identified, if necessary, and strategically located to facilitate recovery efforts.

Priorities will be set regarding the allocation and use of available resources.

### Organization:

Departments, with an emergency function, will be responsible for identifying resources, including human resources.

Convey available resources to emergency manager

Identify potential distributions sites for emergency response

Identify policies and personnel responsible for obtaining resources

### Actions/Responsibilities:

- Designate local department(s) within the community responsible for resource management
- The EOP Resource Directory will detail type, location, contact arrangements, and acquisition procedures for critical resources and be maintained by Shenandoah County Department of Fire and Rescue
- Prepare mutual aid agreements with local, and surrounding jurisdictions to aid the locality
- Develop SOGs to manage the processing, use, inspection, and return of resources coming to the locality
- Identify actual or potential facilities and ensure they are ready and available to receive, store, and distribute resources (government, private, donated)
- Develop training/exercises to test plan, and to ensure maximum use of available resources and understanding of policies to obtain resources from outside the locality
- Develop and maintain a detailed list of available community resources

## Emergency Support Function #8 – Public Health and Medical Services

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### Purpose:

The purpose of ESF 8 is to provide health and medical services to the residents of Shenandoah County during and/or after an emergency and to guide a response using community resources and to coordinate a response with the local government and/or state agencies when the incident exceeds the community capabilities.

**Lead:** Shenandoah County Health Department

### Support:

- Shenandoah County Department of Fire and Rescue
- Volunteer Fire and Rescue Agencies
- Shenandoah Memorial Hospital
- Shenandoah County Free Clinic

### Scope:

This ESF provides the foundation for emergency operations by local health officials and local medical services in accomplishment of lifesaving, triage, treatment, and transport of injured, patient evacuation, disposition of the dead; disease prevention and control; and other health related measures.

### Policy:

- Shenandoah County's response during emergencies or disasters is based on the availability of resources. When an incident exceeds the community's capabilities, outside assistance should be requested through MOUs, Mutual Aid Agreements, and the coordination of this plan with the local government's EOP.
- The provision of basic and advanced life support services shall be provided as per existing SOGs, patient care procedures, and medical protocols.

### Situation Overview:

Shenandoah County is vulnerable to many hazards including natural, man-made and technological hazards. These hazards could result in mass casualties or fatalities, disruption of food and or water distribution and utility services, the loss of water supply, wastewater and solid waste disposal services and other situations that could create potential health hazards or serious health risks. One of the primary concerns of public health officials is disease control. This involves prevention, detection, and control of disease-causing agents, maintaining safe water and food sources, and continuation of wastewater disposal under disaster conditions.

### Assumptions:

- Emergencies and/or disasters may occur without warning at any time
- Use of nuclear, chemical, or biological weapons could produce many injuries requiring specialized treatment that could overwhelm the local and state health and medical system
- Health and medical care will be adjusted to the size and type of emergency/disaster
- Public and private health, medical and mortuary services in Shenandoah County may be adversely impacted by a large-scale emergency/disaster
- Hospitals, nursing homes, ambulatory care facilities, special needs facilities, pharmacies and other medical/health care facilities may be damaged or destroyed in major emergency/disaster situations
- In a major catastrophic event, medical resources may be insufficient to meet demand. No emergency plan can ensure provision of adequate resources in such circumstances
- Hospitals, nursing homes, ambulatory care facilities and special needs facilities are expected to have emergency plans in place and have them reviewed and approved by the Fire Marshal
- The public may require guidance on how to avoid health hazards caused by an emergency/disaster or from

its effects

- Some types of emergency/disaster situations may affect a large population in Shenandoah County, making it difficult to obtain mutual aid resources
- Mental health crisis counseling for victims and emergency responders may be needed as result of an emergency/disastrous event. Emergency responders, victims and others who are affected by emergency/disaster situations may experience stress, anxiety, display physical or psychological symptoms adversely affecting their daily lives. Disaster mental health services may be needed

## Concept of Operations

### General:

ESF 8 will work under the principles and protocols outlined in NIMS to provide a coordinated, consistent approach to effective management of actual or potential public health or medical situations to ensure the health and welfare of citizens. Support and assistance from the local government will be requested based on mutual aid agreements and coordination with local government plans.

### Responsibilities/Actions:

#### Shenandoah County Health Department

- Provide personnel, equipment, supplies and other resources necessary to coordinate plans and programs for a medical response during an incident
- Inspect and advise on general food and water handling and sanitation matters
- Certify emergency water supplies for human consumption
- Coordinate through the PIO to dissemination of disaster related public health information to the public
- Provide preventative health services
- Coordinate with hospitals and other health providers on response to health needs
- Provide investigation, surveillance, and take measures for containment of harmful health effects
- Assess behavioral health needs following an emergency/disaster considering both the immediate and the cumulative stress resulting from an emergency/disaster
- Coordinate with ESF 6 to identify shelter occupants that may require assistance
- Provide water control assistance
- Provide frequent updates to the EOC on the status of public health
- Record costs and expenditures and forward them to the Finance Section

#### Volunteer Fire and Rescue Agencies

- Provide personnel, equipment, supplies and other resources necessary to ensure emergency medical services to save lives in time of an emergency/disaster
- Coordinate with hospital medical control on patient care issues and operations
- Coordinate transportation of the sick and injured with area hospitals or receiving facilities
- Provide frequent updates to the EOC on the status of Emergency Medical Services
- Record costs and expenditures and forward them to the Finance Section

#### Shenandoah Memorial Hospital

- Provide medical care for those injured or ill
- Coordinate with EMS and other health providers on patient care capacity
- Provide frequent updates to the EOC on the status of capacity
- Work with public health on community health issues

**Tab 4 to Emergency Support Function #8**  
**Virginia Funeral Directors Associations Inc.**  
**Mortuary Disaster Plan Organization**

**Mission** – To develop an efficient and effective management response system in mass fatality disaster situations to facilitate the preparation, processing, and release of deceased human remains to the next of kin or family representative.

**Organization** – The Virginia Funeral Directors Association (VFDA) is responsible for the statewide coordination of the mortuary activities in the state. VFDA's Disaster Response Team is comprised of two state coordinators, four regional coordinators, and seven district coordinators. Each district has a response team comprised of members who have completed training in the VFDA-approved program that qualifies them as certified disaster coordinators. The VFDA response teams will provide support in recovery, evacuation, and identification of the remains.

The State Medical Examiner's Office is by law responsible for the deceased. Virginia is divided into four medical examiner districts that include the Northern Virginia District based in Fairfax, the Western District based in Roanoke, the Central District based in Richmond, and the Tidewater District based in Norfolk (Attachment 1).

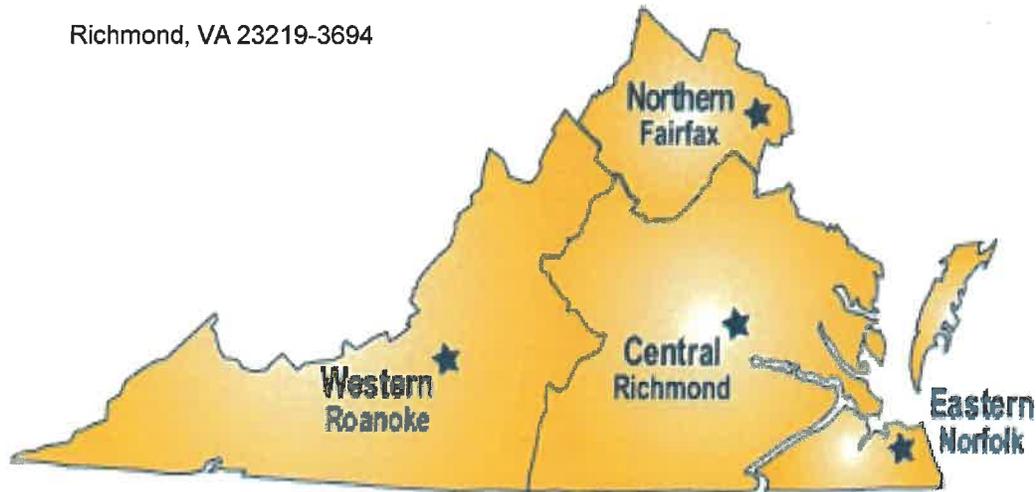
**Concept of Operations** – In the event of a mass fatality disaster situation, the State EOC will contact the State Medical Examiner's Office, who will in turn notify the Virginia Funeral Directors Association (VFDA). Once contacted by the State Medical Examiner's Office, the VFDA will activate the Mortuary Response Plan and response teams. The VFDA Response Teams will operate under the direction of the District Medical Examiner of the district in which the incident occurred.

In order to ensure a prompt and professional response, the Virginia Funeral Directors Association maintains a resource manual of needed supplies, equipment, and vehicles. If additional resources are necessary to effectively respond to a disaster, the VFDA Executive Director has emergency purchasing authority up to a specified limit. The VFDA also has a specially equipped disaster trailer to assist the State Medical Examiner's Office and other funeral directors in the state with disaster field response.

Tab 5 to Emergency Support Function #8  
Virginia Medical Examiner Districts

COMMONWEALTH OF VIRGINIA

DEPARTMENT OF HEALTH  
OFFICE OF THE CHIEF MEDICAL EXAMINER  
400 East Jackson Street  
Richmond, VA 23219-3694



OFFICES OF THE MEDICAL EXAMINER

**Central District (Richmond)**  
400 East Jackson Street  
Richmond, VA 23219-3694  
(804) 786-3174

**Northern District (Manassas)**  
10850 Pyramid Place, Suite 121  
Manassas, VA 20110  
(703) 530-2600

**Tidewater District**  
830 Southampton Ave, Ste 100  
Norfolk, VA 23510  
(757) 683-8366

**Eastern District (Norfolk)**  
830 Southampton Avenue  
Suite 100  
Norfolk, VA 23510  
(757) 683-836

**Western District (Roanoke)**  
6600 Northside High School Rd Suite 100  
Roanoke, VA 24019  
(540) 561-6615

## Emergency Support Function #9 - Search and Rescue

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### Purpose:

Provide for coordination and effective use of search and rescue activities to assist people in potential or actual distress.

**Lead:** Shenandoah County Sheriff's Department

### Support:

- Volunteer Fire and Rescue Agencies
- GIS
- Virginia Department of Emergency Management

### Scope:

Communities are susceptible to many different natural, human caused and technical hazards that may result in the damage or collapse of structures within the county. Search and Rescue must be prepared to respond to emergencies and provide specialized assistance. Operational activities can include locating, extricating, and providing on site medical treatment to victims trapped in collapsed structures. Additionally, people may be lost, missing, disoriented, traumatized, or injured in which case the agency must be prepared to respond to these incidents and implement appropriate tactics to assist those, in distress or imminent danger.

### Policies:

- The Shenandoah County Sheriff's Office provides the guidance for managing the acquisition of Search and Rescue resources
- All requests for Search and Rescue will be submitted to the EOC for coordination, validation, and/or action
- Communications will be established and maintained with ESF 5 – Emergency Management and VEOC to report and receive assessments and status information
- Will coordinate with local, state, and federal agencies when necessary
- Personnel will stay up to date with procedures through training and education
- Search and rescue task forces are considered federal assets under the Robert T. Stafford Act only when requested for a search and rescue for a collapsed structure

### Situation Overview:

Emergencies or disasters of many kinds can result in search and rescue operations. A mass casualty event may produce the need for a large-scale search and rescue response. Shenandoah County is a rural county with many recreational activity opportunities such as hunting, boating, camping, hiking, and fishing. For this reason, individual or small party search and rescue operations not related to disasters are common.

### Assumptions:

- Search and Rescue operations will continue to increase as the population and recreational activities continue to increase
- Operations may be overwhelmed during emergencies and disasters. Local search and rescue efforts may require technical assistance from other agencies, counties, or the state
- Access to search locations may be limited due to difficult to access terrain
- Rapid assessment of impacted area and lost individuals will assist in the determination of response priorities

## Concept of Operations

### General:

Search and rescue operations will be conducted by trained deputies and volunteers equipped to perform search and rescue functions. During a search and rescue operation of an emergency, local fire, rescue, and law enforcement departments will assist in the operation. The Emergency Medical Services (EMS) providers will also assist with other functions to search and rescue as set forth in the Virginia Association of Volunteer Rescue Squad's Operation Plan.

### Organization:

The Sheriff's Department will, typically, be the primary agency in any SAR operation. Community Development/Building Inspectors will assist when required by performing structural evaluation of buildings and structures. The Fire Department and EMS will provide medical resources, equipment, and expertise.

### Actions

- Develops and maintains plans and procedures to implement search and rescue operations in time of emergency
- Develops and maintains a roster of certified SAR personnel
- Assist with the warning, evacuation, and relocation of citizens during a disaster
- The designated representatives should report to the Emergency Operations Center (EOC). When necessary, assign duties to all personnel
- Follow standard operating guidelines in responding to urban search and rescue incidents; and
- Record disaster related expenses.

### Responsibilities

- Manages search and rescue task force deployment to, employment in, and redeployment from the affected area
- Coordinates logistical support for search and rescue during field operations
- Develops policies and procedures for effective use and coordination of search and rescue
- Provides status reports on search and rescue operations throughout the affected area; and
- Request further assistance from the local jurisdiction and Virginia Department of Emergency Management for additional resources.

## Emergency Support Function #10 - Oil and Hazardous Materials

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### Purpose:

The purpose of ESF 10 is to designate local jurisdiction responsibilities for managing emergent hazardous material incidents and other unanticipated releases and to identify local jurisdiction responsibilities for hazardous materials to minimize exposure and/or damage to human health and safety or to the environment caused by the actual or threatened release of hazardous materials.

### Lead: Fire Departments

### Support:

- Shenandoah County Department of Fire and Rescue
- Virginia Department of Emergency Management
- Sheriff's Department/Police Departments
- Environmental Protection Agency
- Private Sector Cleanup Agencies

### Scope:

The initial response will be handled by the local fire department. Trained fire department personnel will prepare for, respond to and recover from a threat to public health, welfare or the environment caused by actual or potential oil and hazardous materials incidents. Appropriate actions include, but are not limited to: actions to prevent, minimize, or mitigate a release; efforts to detect and assess the extent of contamination (including sampling and analysis and environmental monitoring); actions to stabilize the release and prevent the spread of contamination; analysis of options for environmental cleanup and waste disposition; implementation of environmental cleanup; and storage, treatment, and disposal of oil and hazardous materials. Examples of specific actions may include: sampling a drinking water supply to determine if there has been intentional contamination; stabilizing the release through the use of berms, dikes, or impoundments; capping of contaminated soils or sludge; use of chemicals and other materials to contain or retard the spread of the release or mitigate its effects; decontaminating buildings and structures; using drainage controls, fences, warning signs, or other security or site-control precautions; removing highly contaminated soils from drainage areas; removing drums, barrels, tanks, or other bulk containers that contain oil or hazardous materials; and other measures as deemed necessary.

Other state agencies may be called upon depending on the nature of the incident.

### Policies:

The community resources as well as its policies and procedures regarding hazardous material incidents should be reviewed and possibly revised.

- Fixed Facilities will report annually under SARA Title III
- Notify the community of the need to evacuate or shelter in place
- Mutual aid agreements will be implemented; and
- Establish communications with ESF 5 and ESF 15

### **Situation Overview:**

Hazardous materials are transported through Shenandoah County, creating a relatively high exposure to potential hazmat incidents. An incident could occur anywhere and at any time. Hazardous materials incidents are considered a threat to public health and safety as well to the environment. While most hazardous material incidents involve smaller volumes of material, they do require specific approaches to different types of releases. Hazardous materials incidents may require multi-agency and multi-disciplinary responses. First responders, law enforcement, environmental containment and cleanup agencies, fish and wildlife experts, EMS and environmental health agencies may be called upon. Impacts on life, property and environment will be assessed on all incidents. The emergency field response to hazardous materials incidents is the responsibility of the fire service in Shenandoah County. Most county volunteer fire department personnel have had awareness and operations level training in hazardous materials.

### **Assumptions:**

- A natural or technological disaster could result in a single or numerous situations in which hazardous materials are released into the environment
- Emergency exemptions may be needed for disposal of contaminated material
- Hazardous materials that are transported may be involved in railroad accidents or highway collisions
- Damage to, or rupture of, pipelines, transporting materials that are hazardous if improperly released will present serious problems

### **Concept of Operations**

#### **General:**

Shenandoah County has the primary responsibility for protecting life, property and environment threatened by hazardous materials incidents. The local fire departments are initially responsible for initial assessment, identification of materials involved, incident coordination, site security, rescue and medical treatment of the injured, defensive measures or containment, if properly trained, and/or evacuation of people if endangered.

#### **Organization:**

The Local Fire Chief or designee will assume primary operational control of all hazardous materials incidents.

Mutual aid agreements between the community and the local government will be implemented

The local fire chief may request Virginia Department of Emergency Management's (VDEM) Regional Hazardous Materials Officer and Hazardous Materials Response Team

The fire chief will determine the need to evacuate or shelter in place.

Law enforcement may coordinate the evacuation of the area.

The community's ESF 2 and ESF 15 will coordinate the dissemination of public information.

### **Actions/Responsibilities:**

- Review procedures for hazard material incident
- Develop procedures aimed at minimizing the impact of an unplanned release of a hazardous material to protect life and property
- Conduct training for personnel in hazardous materials response and mitigation
- Follow established procedures in responding to hazardous materials incidents
- Record expenses

## Emergency Support Function #11 - Agriculture and Natural Resources

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### Purpose:

Agriculture and Natural Resources works to address the provision of nutrition assistance; control and eradication of an outbreak of a highly contagious or economically devastating animal disease, highly infective plant disease, or economically devastating plant pest infestation; assurance of food safety and security; and protection of cultural resources and historic property resources during an incident.

**Lead:** Virginia Cooperative Extension; Shenandoah Office

### Support:

- Shenandoah County Department of Social Services
- Red Cross
- Shenandoah County Health Department

### Scope:

Activities will be undertaken to:

- Identify food assistance needs
- Obtain appropriate food supplies
- Arrange for transportation of food supplies to the designated area in coordination with ESF 1
- Implement an integrated response to an outbreak of highly contagious or economically devastating animal disease, infective exotic plant disease or an economically devastating plant pest infestation
- Coordinate with ESF 8 to ensure that animal/veterinary/and wildlife issues are supported
- Inspect and verify food safety in distribution and retail sites
- Conduct food borne disease surveillance and field investigations
- Coordinate appropriate response actions to conserve, rehabilitate, recover, and restore natural, cultural, and historic properties resources

### Policies:

- Each supporting agency is responsible for managing its assets and resources after receiving direction from the Health Department
- Actions will be coordinated with agencies responsible for mass feeding
- This ESF will encourage the use of mass feeding as the primary outlet for disaster food supplies
- Schools and communities may be able to feed affected population for several days
- Food supplies secured and delivered are for household distribution or congregate meal service
- Transportation and distribution may be arranged by volunteer organizations as needed
- Priority is given to moving supplies into areas of critical need and then to areas of moderate need
- Animal depopulation activities and disposal will be conducted as humanely as possible; and
- Ensure food safety

### Situation Overview:

The major agricultural enterprises within Shenandoah County are livestock, crops, and timber. The county has a significant number of animals ranging from household pets to commercial livestock operations. The vulnerability of these animals in the event of an emergency/disaster is not only a personal issue but a commercial issue with potential for long-range effects on the local economy.

A significant emergency/disaster may deprive substantial numbers of county residents from access to safe and reliable supplies of food and water. Any displacement or evacuation of people from their residences may cause household pets and livestock to be put at risk for food, shelter, and care.

### Assumptions:

- Livestock, wildlife, birds, plants and/or crops may be affected. Plants and/or animals may die of disease or may have to be destroyed
- Production capability may become severely limited. Such an event could impact the economic stability of the county
- The county's resources would be rapidly depleted if an outbreak involved multiple premises or large areas
- Some landowners, individuals or groups may strenuously object to depopulation or destruction of animals or crops. Some may not consider the threat of disease valid and may take actions that are counterproductive to control and/or eradication efforts
- Any prolonged power outage will place fresh and frozen foods at immediate risk for safe consumption

## Concept of Operations

### General:

Provides for an integrated response to an outbreak of highly contagious or economically devastating animal/zoonotic disease, exotic plant disease, or economically devastating plant or pest infestation. Ensures the safety and security of the commercial supply of food (meat, poultry, and egg products) following an incident in coordination with ESF 13. Identifies, secures, and arranges for the transportation of food to disaster areas in coordination with ESF 1. Protects cultural resources and historic property resources during an incident.

### Organization:

The Head Official of ESF 11 will determine what tasks are to be completed and designate the appropriate agency and individuals by title who are responsible for:

- Assess the needs in terms of number of people, their location and usable food preparation facilities for feeding
- Assess current food supply of community and determine if safe for human consumption
- Assess resources of transportation, equipment, storage, and distribution facilities
- Assess the operating status of inspected meat, poultry distribution and retail facilities in the affected areas
- Conduct inventory of sensitive items, regarding agriculture and horticulture

## Actions

These items should be based on the community's capabilities and the type and magnitude of the emergency event.

- Assist in determining the critical needs of the affected population
- Catalog available resources and locate these resources
- Ensure food is fit for consumption
- Assist and coordinate shipment of food to staging areas
- Work to obtain critical food supplies that are unavailable from existing inventories
- Identify animal and plant disease outbreaks
- Assist in providing inspection, fumigation, disinfection, sanitation, pest termination and destruction of animals or articles found to be contaminated or infected; and,
- Proper containment and disposal of contaminated food, animals, and/or plants

## Responsibilities

- Assist with guidance to unaffected areas as to precautions that may be taken to ensure animal and plant health
- Assist handling and packing of any samples and shipments to the appropriate research laboratory
- Provides information and recommendations to the Health Department for outbreak incidents
- Assist with assigned veterinary personnel to assist in delivering animal health care and performing preventative medicine activities (list located in EOP Resource Directory)
- Participate in subsequent investigations jointly with other law enforcement agencies
- Assess the operating status of inspected meat, poultry and egg product processing, distribution, import and retail facilities in the affected area
- Evaluate the adequacy of inspectors, program investigators and laboratory services relative to the incident
- Assist with establishing logistical links with organizations involved in long-term congregate meal service
- Establish need for replacement food products

## Emergency Support Function #12 - Energy

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### Purpose:

To provide effective use of available electric power, telecommunications, natural gas, and petroleum products required to meet essential needs and to facilitate restoration of energy and utility systems affected by an emergency/disaster. Estimate the impact of energy system outages in the community.

### Lead: Public Utilities

### Support:

- Shenandoah County Department of Emergency Management

### Scope:

ESF 12 will collect, evaluate, and share information on energy system damage.

Estimate the impact of energy system outages in the community.

Provide information concerning the energy restoration process such as:

- Projected schedules
- Percent completion of restoration
- Determine schedule for reopening facilities

The incident may impact the community only or it may be part of a larger incident that impacts the locality or the region.

In the latter cases, the community will follow its plans, policies, and procedures, but ensure that they are also following local and regional plans.

### Policies:

- Provide fuel, power, and other essential resources.
- Community will contact the locality and utility providers.
- Work with utility providers to set priorities for allocating commodities (list of providers in EOP Resource Directory)
- Personnel will stay up to date with procedures through education and training
- Restoration of normal operations at critical facilities will be a priority; and
- Maintain a list of critical facilities and continuously monitor those to identify vulnerabilities
- Make decisions concerning closures
- Community will manage independently, until it needs additional resources

### Situation Overview:

Emergencies, both natural and manmade can have profound effects on the public and privately owned utilities in Shenandoah County. The ability to quickly restore damaged water, power, natural gas, phone, and sewer systems is essential to maximizing the life safety, health and minimizing the economic impact of disaster. The occurrence of a major emergency/disaster could destroy or disrupt all or a portion of the county's energy and utility system.

### Assumptions:

- The occurrence of a major emergency/disaster could destroy or damage the county's energy and utility systems
- Widespread and prolonged electric outages could occur in a major emergency/disaster
- Transportation, media, and telecommunication infrastructures will be affected
- There may be extensive distribution failures of water, wastewater, and gas utilities
- Water pressure could be low possibly hampering firefighting efforts and impairing sewer system functions

## Concept of Operations

### General:

The supply of electric power to customers may be cut off due to either generation capacity shortages and/or transmission/distribution limitations.

Generation capacity shortfalls are a result of:

- Extreme weather conditions; disruptions to generation facilities.

Other energy shortages (such as natural gas or other petroleum products) may result from:

- Extreme weather
- Strikes
- International embargoes
- Disruption of pipeline system
- terrorism

And can impact transportation and industrial uses

Other Impacts:

- Sever key energy lifelines,
- Constrain supply in impacted areas, or in areas with supply links to impacted areas,
- Affect transportation, communications, and other lifelines needed for public health and safety.

There may be widespread and prolonged electric power failures beyond the community. Without electric power, communications could become interrupted.

## Organization:

Shenandoah County may activate its EOC:

Examples:

- Provide for the health and safety of individuals affected by the event
- Comply with local and state actions to conserve fuel, if needed
- Coordinate with local government and utility providers to provide energy emergency information, education, and conservation guidance to the community's
- Coordinate information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance
- Send requests to the local or State EOC for fuel and power assistance, based on current policy
- Coordinate with local government if power outage affects an area beyond the community

The State Corporation Commission (SCC) is the designated commodity manager for natural gas and electric power. The Virginia Department of Energy (VAE) is the commodity manager for petroleum products and for solid fuels.

Following a catastrophic disaster, the Virginia Emergency Operations Center (VEOC), with staff support from SCC and VAE, will coordinate the provision of emergency power and fuel to affected jurisdictions to support immediate response operations. They will work closely with federal energy officials (ESF 12), other Commonwealth support agencies, and energy suppliers and distributors. Shenandoah County will identify the providers for each of their energy resources and maintain those contacts in the EOP Resource Directory.

## Actions

- Identify, quantify, and prioritize the minimum essential supply of fuel and resources required to ensure continued operation of critical facilities
- Monitor the status of all essential resources to anticipate shortages
- Maintain liaison with fuel distributors and local utility representatives
- Implement local conservation measures
- Keep the public informed
- Implement procedures for determining need and for the distribution of aid
- Allocate available resources to assure maintenance of essential services
- Consider declaring a local emergency; and
- Document expenses

## Responsibilities

- Review plans and procedures. Review procedures for providing lodging and care for displaced persons (see ESF 6)
- In the event of a fuel shortage, establish procedures for local fuel suppliers/distributors to serve customers referred to them by local government
- Keep the public informed and aware of the extent of the shortage, the need to conserve the resource in short supply, and the location and availability of emergency assistance in coordination with ESF 15
- Provide emergency assistance to individuals as required
- Enforce state and local government conservation programs; and
- Identifies resources needed to restore energy systems

## Emergency Support Function #13 - Public Safety and Security

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### Purpose:

ESF 13 supports local agencies by addressing public safety and security capabilities and resources to support the full range of incident management activities associated with emergencies and disasters. ESF 13 will address emergency law enforcement and security activities, augmentation of local law enforcement resources, liaise between response operations and criminal investigation activations. ESF 13 assigns responsibilities and provides coordination between all law enforcement agencies within Shenandoah County during times of emergencies and disasters. This coordination is to ensure the safety of all citizens, maintain law and order, protect public and private property, and provide protection for critical infrastructure.

Several factors may require outside assistance to respond to the event:

- Law or regulation may require involvement of state or federal agencies due to circumstances of the event (E. G. a terrorist event)
- If Shenandoah County is impacted by a larger event that affects the local or regional area.

**Lead:** Shenandoah County Sheriff's Office

### Support:

- Strasburg Police Department
- Woodstock Police Department
- Mt Jackson Police Department
- New Market Police Department
- Virginia State Police
- VDOT

### Scope:

ESF 13 provides a mechanism for coordinating and providing adequate support to authorities for law enforcement, public safety, and security capabilities and resources during an emergency or disaster situation while coordinating with other ESFs. This includes normal law enforcement responsibilities such as evacuation and movement of the public away from a hazard area and enforcing limited access to hazardous or isolation areas. The capabilities within this ESF support incident management requirements including:

- Protecting Critical Infrastructure
- Maintain law and order
- Coordinate public warning
- Provide security of community facilities
- Control traffic under normal conditions
- Control traffic control for special events or disruptive incidents
- Provide security of unsafe areas or potential crime scenes
- Assist with evacuation of buildings or the entire community.
- Provide security if the community opens a shelter

### Policies:

- Law enforcement will coordinate the response with other ESFs based on the details of the events.
- The community will have appropriate MOUs and Mutual Aid agreements.
- The plan and the incident command staff may become subordinate if other organizations are called upon.

## Situation Overview:

Shenandoah County is susceptible to a multitude of natural and man-made disasters. These disasters, depending on their magnitude, have the ability to damage infrastructure, structures and lifelines that may rapidly overwhelm the capacity of county departments to assess the disaster and respond effectively of basic and human needs. During any type of disaster or large-scale emergency, law enforcement may be faced with a tremendous challenge of overwhelming demands for providing assistance to the public. Law enforcement service may have increased demands placed on their agencies.

## Assumptions:

- Law enforcement issues are compounded by disaster related disruption, restriction of movement, impacted communications and facilities and a shortage of law enforcement resources
- The capability of local law enforcement may be quickly exceeded. Additional resources would be requested through local and state emergency management channels
- The availability of resources will have a profound effect on the ability to perform tasks and activities

## General:

When this ESF is activated, the primary agencies assess public safety and security needs and respond to requests for resources at the EOC. This ESF manages support activities by coordinating the implementation of resources, including law enforcement personnel, for public safety and security to protect the people, property and critical infrastructure of Shenandoah County. Existing procedures in the form of department directives may provide the basis for a law enforcement response in times of emergency.

The Communications Center is the point of contact for the receipt of all warnings and notification of actual or impending emergencies or disasters.

## Organization:

- Local Law Enforcement will utilize their normal communications networks during disasters
- Designate areas that need to be evacuated
- Provide traffic control and security
- Coordinate with local law enforcement if the event exceeds the local capability

## Actions/Responsibilities

- Maintain police intelligence capability to alert government agencies and the public to potential threats in coordination with the Virginia Fusion Center
- Develop strategies to effectively address special emergency situations that may require distinct law enforcement procedures, such as civil disorders, hostage taking, weapons of mass destruction, terrorist situations, and bomb threats/detonations
- Test primary communications systems and arrange for alternate systems, if necessary
- Assist with the implementation of the evacuation procedures for the threatened areas, if necessary
- Provide traffic and crowd control as required
- Provide security and law enforcement to critical facilities
- Implement existing mutual aid agreements with other jurisdictions, if necessary; and
- Document expenses
- Coordinates backup support from other areas
- Initial warning and alerting in coordination with ESF 2 and ESF 15
- Security of emergency site, evacuated areas, shelter areas, vital facilities, and supplies
- Traffic control
- Evacuation and access control of threatened areas; and
- Assist the Health Department with identification of the dead

## Emergency Support Function #14 – Long Term Recovery

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### Purpose:

ESF 14 provides the framework to facilitate both short term and long-term recovery following a disaster. The recovery process begins with an impact analysis of the incident and support for available programs and resources and to coordinate programs to assist in the comprehensive economic, social, and physical recovery and reconstruction of the community impacted by the emergency.

**Lead:** Shenandoah County Emergency Management

### Support

- Shenandoah County Administration
- Shenandoah County Community Development
- VDEM

### Scope:

Assistance provided by ESF 14 includes but is not limited to:

- Bringing government to full pre-disaster operating levels
- Restoring Shenandoah County to pre-disaster normalcy
- Advise on long term recovery implications or response activities and coordinate transition from response to recovery in field operations
- Determine responsibilities for recovery activities
- Providing mitigation analysis and program implementation

### Policies:

- ESF 14 will begin the recovery process for any disaster with the implementation of short-term disaster relief programs. Local government agencies will provide recovery assistance to the affected areas while coordinating activities and assessments of need for additional assistance through the ESF 14 coordinator. Local government support is based on the type, extent and duration of the event and recovery period. Should the event exhaust local resources and MOAs, State and Federal government will be asked to provide assistance.
- The initiatives of the Governor and the Economic Crisis Strike Force will be tailored for the needs of the impacted communities and will utilize new and existing programs.
- Long-term recovery and mitigation efforts are forward-looking and market-based, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, when feasible.
- Federal agencies may be requested to continue to provide recovery assistance under independent authorities to the state and local governments; the private sector; and individuals, while coordinating activities and assessments of need for additional assistance.

### Situation Overview:

Shenandoah County is vulnerable to a variety of emergencies/disasters that could cause public and private property loss and damage, death and injury, damage to the environment and prolonged disruption of commercial activity. In the event that such damage occurs, planned damage assessments (see Damage Assessment Support Annex) are essential for returning the community to normal after a major emergency/disaster. Disaster recovery lasts longer and costs significantly more than preparedness and response activities.

## Assumptions:

- All appropriate disaster declarations will be made in a timely manner
- State and Federal governments will play a major role in supplementing Shenandoah County's recovery efforts due to the county's limited resources
- Depending on the type and scope of the incident, federal resources and or funds may be available
- The need for long term sheltering is a possibility following a disaster situation
- Many types of public, private and volunteer assistance may be offered following an emergency/disaster that will need to be managed. Coordination with ESF 17 will be critical

## Concept of Operations

### General:

Immediately after any emergency/disaster, response activities to save lives and protect property should have the highest priority. However, recovery activities can be conducted concurrently with response and should commence as soon as possible. Gradually, as the requirement for emergency response diminishes, the need for recovery operations should become the focal point. Recovery and restoration activities following an emergency/disaster should be determined by the specific event. Recovery plans will be made based on damage assessment. The recovery process can be split into short term activities and long-term activities. Short term activities typically focus on restarting critical infrastructure to meet citizen immediate needs. Long term activities include the resumption of all services. Recovery activities will continue after the EOC has been closed, requiring them to be coordinated and managed from a different location. The responsibility for coordination of disaster recovery in Shenandoah County resides primarily with County Emergency Management. Responsibility for local policy decisions will remain with local elected officials.

### Organization:

- Shenandoah County Emergency Management is organized to provide the staff in the EOC in the event of a disaster. Recovery and restoration activities will begin at the local EOC level. Those operations are based on situation reports and Preliminary Damage Assessments (PDA)
- PDAs will be provided to the VEOC
- The strategy for long-term recovery should encompass, but *not* be limited to, land use, public safety, housing, public services, transportation services, education

### Actions/Responsibilities

- Partner with disaster recovery agencies to implement recovery programs
- Coordinate the state's participation in recovery operations with FEMA, SBA and other federal agencies co-located in the Joint Field Office or other command center
- Develop a recovery strategy that addresses, but is not limited to, infrastructure (land-use, transportation, housing, public services), economic development, and human services (public health, medical care, behavioral health services)
- Advise on the recovery implications of response activities and coordinate the transition from response to recovery in field operations
- Identify appropriate Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available
- Avoid duplication of assistance, coordinate to the extent possible program application processes and planning requirements to streamline assistance, and identify and coordinate resolution of policy and program issues, and
- Determine and identify responsibilities for recovery activities

## Emergency Support Function #15 – External Affairs

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### Purpose:

Provide for efficient and coordinated continuous flow of timely information and instructions to the public using all available communications media prior to, during, and following an emergency or disaster in an effort to save lives and property.

### Lead: Shenandoah County Administration

### Support:

- Shenandoah County Emergency Management
- PIO (Public Information Officer)
- Media

### Scope:

Coordinate emergency public information actions before, during, and following any emergency/disaster. Potential public information response could involve personnel from all jurisdictions, organizations, agencies, and areas within the affected area.

### Policies:

- Shenandoah County Administration is responsible for providing the community with information on impending or existing emergencies, to include immediate protective actions they should take such as sheltering or evacuation
- Life safety information and instructions to the public have priority for release
- A Joint Information Center (JIC) may be activated if the situation warrants. The JIC will likely be at an off-site location. Agencies involved will staff telephones and coordinate media activities under the supervision of the PIO

### Situation Overview:

Shenandoah County is vulnerable to a variety of hazards. Media outlets exist which, if effectively employed, can be used to inform the population of the events that are occurring and how they may best take action. During periods of emergency/disaster, the public needs and generally desires detailed information regarding protective action that may be taken to minimize loss of life and property. There are times when disaster strikes with little to no warning and the public information system is unable to react rapidly enough to inform the public about the hazard. It is important that the public is made aware of protective measures that can be taken for the potential hazards in Shenandoah County. The EAS (Emergency Alert System) can be activated as a means to disseminate emergency warnings to the public. Target notification of affected areas may also be used for public warning.

### Assumptions:

- Emergencies/disasters may occur without warning at any time
- Public education and information will help save lives and property damage during emergencies/disasters
- The public will demand information about emergency and protective actions during an emergency/disaster situation
- Local print and broadcast media will cooperate in distribution of disaster related instructions
- Normal means of communications may be either destroyed or incapacitated limiting information release to the affected areas until communication is restored
- Responding agencies will provide information to reduce concern about the incident from the public
- News releases should be coordinated with the designated PIO

## Organization:

The Public Information Officer may be appointed to serve as the primary community's ESF 15 coordinator. Other community officials will serve within the JIC.

Additionally, Shenandoah County will establish a Community Relations (CR) plan which will include incident specific guidance and objectives at the beginning of the incident. Conducting the CR function is a joint responsibility between community, local, state, and federal personnel.

## Responsibilities/Actions:

- Develop standard operations guideline to carry out the public information function
- Develop and conduct public information programs for community/citizen awareness of potential disasters, as well as personal protection measures for each hazards present
- Develop Rumor Control Procedure
- Prepare advance copies of emergency information packages for release through the news media during actual emergencies
- Brief local news media personnel, community officials, local, state, and federal agencies on External Affairs policies, plans, and procedures
- Maintain current lists of radio stations, televisions stations, cable companies, websites, and newspapers to be utilized for public information releases
- Maintain support agreements and liaison arrangements with other agencies and the new media, if needed
- Maintain arrangements to provide a briefing room for the media in the vicinity of the EOC or at the location of the disaster
- Coordinate with VDEM PIO, Governor's Press Secretary and the Secretary of Public Safety to prepare initial press releases
- Assist with the preparation/transmission of EAS messages, if needed
- Disseminate news releases and daily Situation Reports from the State EOC via the agency's website
- Disseminate information to elected officials through the legislative liaison function
- Establish, with assistance from VDEM and other agencies, the Virginia Public Inquiry Center for the public to call for information
- Monitor the media to ensure accuracy of information and correct inaccurate as quickly as possible
- Plan and organize news conferences with the Governor's staff, if necessary
- Provide information to the public about available community disaster relief assistance and mitigation programs
- Coordinate efforts to provide information to public officials, and
- Facilitate communications between the public and other agency officials to ensure that affected people have access and knowledge about benefits for which they may be eligible

## Emergency Support Function #16 – Military Support

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### Purpose:

To outline the parameters on the use of all Department of Defense (DoD) and National Guard assets in support of a declared emergency.

**Lead:** Shenandoah County Emergency Services

### Support:

- Shenandoah County Departments

### Situation:

The Governor of Virginia is the Commander-in-Chief of all forces in the Commonwealth organized under the DMA. The Adjutant General (TAG) of Virginia is the military commander. DMA staffs and mans its Joint Force Headquarters (JFHQ). Within the JFHQ is the Joint Operations Center (JOC) that is operational 24/7. The Virginia Army National Guard, Virginia Air National Guard, and the Virginia Defense Force are three components that JFHQ- VA draw forces from to fulfill request for assistance requirements. ESF 16 in the County will not be staffed but rather exists as a coordinating entity. Coordination will occur between the Emergency Services Coordinator and the response assets on specifics as it relates to duties assigned.

### Planning Assumptions:

Shenandoah County does not have military installations within the jurisdiction and does not maintain stand-alone agreements with military assets. DMA units will not directly respond to requests for assistance from local officials except to save human life, prevent human suffering, or to prevent great damage to or destruction of property. DMA units will advise local officials to submit requests for assistance through the Virginia Emergency Operations Center (VEOC).

### Concept of Operations:

The county will request a capability or need to the Virginia EOC as outlined in EOC procedures and ESF 7 Logistics. It is at the determination of the Virginia Emergency Operations Center (VEOC) if DMA assets are best suited for the requested task. Assets will be limited to only accept missions or work assignments if within the original scope of deployment. Support cannot be transferred to another agency without prior approval. Once assets have been committed those responding will coordinate directly with local official to accomplish the objectives.

### Policies

DMA units will not directly respond to requests for assistance from local officials except to save human life, prevent human suffering, or to prevent great damage to or destruction of property. DMA units will advise local officials to submit requests for assistance through the Virginia Emergency Operations Center (VEOC).

Military assets are only available during a declared state of emergency.

## Emergency Support Function #17 – Donations and Volunteer Management

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### Purpose:

Donations and Volunteer Management describes the coordinating process used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during a disaster or emergency.

### Lead: Shenandoah County Parks and Recreation

### Support:

- Northern Valley Regional VOAD
- Shenandoah County Department of Social Services
- PIO
- Salvation Army
- Health Department
- Faith Based Organizations
- Non-Governmental Organizations

### Scope:

Donations and volunteer services in this section refer to unsolicited goods and unaffiliated volunteer services as well as management of solicited volunteers and donations.

### Policies:

Community officials, in conjunction and coordination with NVRVOAD, have the primary responsibility for the management, organization, storage, and distribution of unsolicited donated goods. They must also have a plan in place to cope with self-deployed volunteers.

The donation and volunteer management process must be organized and coordinated in such a way to ensure that the affected community is able to take full advantage of the appropriate types and amounts of the donated materials and volunteers in a manner that precludes interference with or hampering of other emergency operations. ESF 13 will provide necessary public safety and security on site.

The Coordinating official or agency will also:

- Coordinate with other agencies to ensure goods and resources are used effectively
- Looks principally to those organizations with established volunteer and donation management structures
- Encourages cash donations, as the best assistance for helping affected population in coordination with ESF 15
- Encourages the use of existing nongovernmental organizational volunteer and donations resources before seeking governmental assistance

## Concept of Operations

### General:

- Volunteer and Donations Management operations may include, but not limited to the following:
- Volunteer and/or Donations Coordinator
- Phone Bank/Contact Center
- Effective liaison with other emergency support functions, local, state, and federal officials
- Facility Management
- Organization and Distribution of goods, services, and resources
- Pre-selecting and identifying locations for storage and distribution
- Perform Record Keeping, to include monetary financial tracking and procurement, if need be
- Donated Goods Management Function
- Officials, in conjunction with NVRVOAD, are responsible for developing donation management plans and managing the flow of donated goods during the emergency timeframe
- Communicate what is needed in the disaster area – cash, goods, and/or services in coordination with ESF 15
- Know how to transport donations to drop-off site, storage, and distribution areas
- Volunteer Management Function
- Management of unaffiliated volunteers requires a cooperative effort between community officials, local, and community-based organizations
- Community officials, in conjunction with NVRVOAD, are responsible for developing plans that address the management, organization, and staffing of unaffiliated volunteers during the emergency
- Organize and maintain a database to track volunteer's names, address, contact information, hours worked, and specialty
- Ensure that agencies and organizations accept and manage their own staff/volunteers
- Provide equal access for volunteers to affect community and other agencies
- Identify individuals with specific talents, skills, or training such as doctors, nurses, communication specialists, and utilize them accordingly

### Organization:

Sites and facilities will be identified based on the emergency/disaster that will be used to receive, process, and distribute unsolicited donated goods. Necessary staff, equipment, communications, resources, and security will be provided by the community and by other volunteer organizations as needed.

Officials will coordinate the disaster relief (and develop either an MOU and/or MOA with neighboring communities) actions of non-profits, private sector, and volunteer relief organizations. This is necessary to ensure maximum effectiveness of relief operations and to avoid duplication of effort and services.

Standard operating procedures will be developed to address the screening, processing, training, and assignments of volunteers who arrive following the disaster or emergency. The service to which personnel are assigned will determine the necessary training. Individuals already possessing a specialized skill or trait should be assigned duties that allow for the maximum benefit of their skills and/or traits. Each individual volunteer will be registered, skills assessed for assignment and a log will be maintained of hours worked. Accurate record keeping is an essential function that must be completed on an hourly or daily basis, depending on degree of involvement.

## Responsibilities

- Identify potential sites and facilities such as churches, warehouses, gymnasiums, etc. to manage donated goods and services being channeled into the disaster area
- Identify the necessary support requirements to ensure the prompt establishment and operations of facilities and sites
- Assign the tasks of coordinating auxiliary manpower and material resources
- Develop procedures for recruiting, registering, credentialing, and utilizing manpower and materials
- Develop a critical resource list and procedures for acquisition in time of crisis
- Identify a list of special materials needed, such as medical supplies for special needs population, formula for infants, insulin, and so forth in coordination with ESF 7
- Develop procedures for the management, organization, storage, and distribution of donated goods and items
- Develop and maintain MOU/MOA/Mutual Aid Agreements
- Assist with emergency operations, if requested
- Assign volunteers to tasks that best utilize their skills and experience
- Develop and maintain a database to track individual volunteers and financial contributions, as well as developing and maintaining a database of received goods
- Develop and staff a "Donations Hot-Line" for individuals with questions concerning donations and volunteering, and
- Compile and submit records for all disaster-related events



# EMERGENCY OPERATIONS PLAN

Section 3  
Annexes

## Animal Sheltering Annex

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**Lead:** Shenandoah County Animal Control/Animal Shelter

**Support:**

- Shenandoah County Health Department
- Shenandoah County Emergency Management
- Virginia Cooperative Extension
- Local Veterinarians

### Introduction

**Purpose:**

The Animal Care and Control Annex provide basic guidance for all participants in animal related emergency management activities. This includes guidance for all departments and agencies providing assistance in response to a local disaster declaration. The animal care and control function is a component of ESF 11 – Agriculture and Natural Resources.

**Scope:**

The emergency mission of animal care and control is to provide rapid response to emergencies affecting the health, safety and welfare of animals. Animal care and control activities in emergency preparedness, response, and recovery include, but are not limited to, companion animals, livestock and wildlife care, facility usage, displaced pet/livestock assistance, animal owner reunification, and carcass disposal.

**Definitions:**

Household Pet: A domesticated animal, such as a dog, cat, rodent, or fish, that is traditionally recognized as a companion animal and is kept in the home for pleasure rather than commercial purposes. This does not include reptiles. (ASPCA Model Pet Policy Guidance)

Feral/Stray Domesticated Animals: An animal that is typically known as a household pet that is either not with its owners by accident or otherwise or has reverted back to a wild state.

Livestock: Domesticated animals that may be kept or raised in pens, houses, pastures, or on farms as part of an agricultural or farming operation, whether for commerce or private use. Such animals may include goats, sheep, beef or dairy cattle, horses, hogs or pigs, donkeys or mules, bees, rabbits or 'exotic' animals (those raised outside their indigenous environs) such as camels, llamas, emus, ostriches, or any animal, including reptiles, kept in an inventory that may be used for food, fiber or pleasure.

Poultry: The class of domesticated fowl (birds) used for food or for their eggs. These most typically are members of the orders Galliformes (such as chickens and turkeys), and Anseriformes (waterfowl such as ducks and geese).

Wildlife: All animals, including invertebrates, fish, amphibians, reptiles, birds and mammals, which are indigenous to the area and are ferae naturae or wild by nature.

Exotic Animals: Any animal that is not normally domesticated in the United States and wild by nature, but not considered wildlife, livestock or poultry due to status. This includes, but is not limited to, any of the following orders and families, whether bred in the wild or captivity, and also any of their hybrids with domestic species. Listed

examples are not to be construed as an exhaustive list or limit the generality of each group of animals, unless otherwise specified.

1. Non-human primates and prosimians – examples: monkeys, baboons, chimpanzees
2. Felidae (excluding domesticated cats) – examples: lions, tigers, bobcats, lynx, cougars, jaguars
3. Canidae (excluding domesticated dogs) – examples: wolves, coyotes, foxes, jackals
4. Ursidae – examples: all bears
5. Reptilia – examples: snakes, lizards, turtles
6. Crocodilia – examples: alligators, crocodiles, caiman
7. Proboscidae – examples: elephants
8. Hyanenidae – examples: hyenas
9. Artiodatyla (excluding livestock) – examples: hippopotamuses, giraffes, camels
10. Procyonidae – examples: raccoons, coatis
11. Marsupialia – examples: kangaroos, opossums
12. Perissodactylea (excluding livestock) – examples: rhinoceroses, tapirs
13. Edentara – examples: anteaters, sloths, armadillos
14. Viverridae – examples: mongooses, civets, genets

### Assumptions:

- The care and control of non-wildlife and non-feral animals (including household pets, livestock and poultry) is primarily the responsibility of the owner of the animal(s). In times of emergency or disaster, owners may need assistance in the care and control of their animals.
- A hazard analysis and vulnerability assessment has been completed which identifies the types of threats, the areas that they threaten, and types and numbers of animals most vulnerable in these areas.
- Shenandoah County may issue an emergency proclamation or disaster declaration. The National Incident Management System (NIMS) will be used to establish the organizational structure.
- Shenandoah County Emergency Operations Center may be activated to manage the emergency.
- Any disaster may potentially have adverse effects on the jurisdiction's animal population or the public health and welfare.
- State or Federal Assistance to deal with animal emergencies may not be available. Local resources must be utilized before requesting outside assistance.
- Pet sheltering operations and capabilities will be determined on a case by case basis depending on the emergency/threat to the community.

### Policies:

Following recent Congressional action on the Pets Evacuation and Transportation Standards (PETS) Act, [S. 2548](#) and [H.R. 3858](#), President Bush signed the historic legislation into law. The PETS Act requires state and local agencies to include animals in their disaster plans.

All Local governments must develop and maintain an animal emergency response plan (SB 787, Animal Emergency Response Plan, 2007 Session) with the assistance of the Virginia Department of Emergency Management.

The Virginia Department of Agriculture and Consumer Services, Division of Animal and Food Industry Services has the responsibility of interpreting and enforcing the regulations listed below pertaining to the health, humane care, and humane handling of livestock, poultry, and companion animals in the Commonwealth. These include:

- [2 VAC 5-30-10](#)  
Rules and Regulations Pertaining to the Reporting Requirements for Contagious and Infectious Diseases of Livestock and Poultry in Virginia
- [2 VAC 5-40-10](#)  
Rules and Regulations Governing the Prevention, Control, and Eradication of Bovine Tuberculosis in Virginia
- [2 VAC 5-50-10](#)  
Rules and Regulations Governing the Prevention, Control, and Eradication of Brucellosis of Cattle in Virginia
- [2 VAC 5-60-10](#)  
Rules and Regulations Governing the Operation of Livestock Markets
- [2 VAC 5-70-10](#)  
Rules and Regulations Pertaining to the Health Requirements Governing the Control of Equine Infectious Anemia in Virginia
- [2 VAC 5-80-10](#)  
Rules and Regulations Pertaining to the Requirements Governing the Branding of Cattle in Virginia
- [2 VAC 5-90-10](#)  
Rules and Regulations Pertaining to the Control and Eradication of Pullorum Disease and Fowl Typhoid in Poultry Flocks and Hatcheries and Products Thereof in Virginia
- [2 VAC 5-100-10](#)  
Rules and Regulations Governing the Qualifications for Humane Investigators
- [2 VAC 5-110-10](#)  
Rules and Regulations, Guidelines Pertaining to A Pound or Enclosure to be Maintained by Each County or City
- [2 VAC 5-120-10](#)  
Rules and Regulations Governing the Record keeping by Virginia Cattle Dealers for the Control or Eradication of Brucellosis of Cattle
- [2 VAC 5-130-10](#)  
Rules and Regulations Governing the Laboratory Fees for Services Rendered or Performed
- [2 VAC 5-140-10](#)  
Rules and Regulations Pertaining to the Health Requirements Governing the Admission of Livestock, Poultry, Companion Animals, and Other Animals or Birds into Virginia
- [2 VAC 5-150-10](#)  
Rules and Regulations Governing the Transportation of Companion Animals
- [2 VAC 5-160-10](#)  
Rules and Regulations Governing the Transportation of Horses
- [2 VAC 5-170-10](#)  
Rules and Regulations Governing the Registration of Poultry Dealers
- [2 VAC 5-180-10](#)  
Rules and Regulations Governing Pseudorabies in Virginia
- [2 VAC 5-190-10](#)  
Rules and Regulations Establishing a Monitoring Program for Avian Influenza and Other Poultry Diseases
- [2 VAC 5-200-10](#)  
Rules and Regulations Pertaining to the Disposal of Entire Flocks of Dead Poultry in Virginia
- [2 VAC 5-205-10](#)  
Rules and Regulations Pertaining to Shooting Enclosures

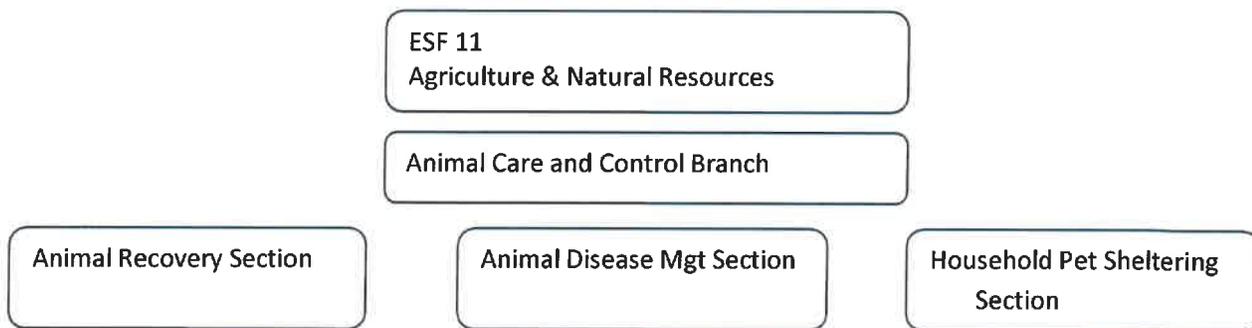
## Concept of Operations

### Organization:

Under ESF 11, Shenandoah County Animal Control/Animal Shelter is designated as the lead agency for animal care and control. Within Animal Control/Animal Shelter, the Manager is designated as the Coordinator for the management of operations, planning, and training for the animal care and control function.

The Manager of Animal Control/Animal Shelter and Coordinator of Emergency Management are responsible for developing and implementing the necessary management policies and procedures that will facilitate and ensure a safe, sanitary and effective animal care and control effort. These procedures will be designed to support and expedite emergency response operations, as well as maximize state and federal assistance. Plans and procedures for the Shenandoah County Animal Control/Animal Shelter and supporting agencies define the roles of agencies and support organizations in preparedness, response and recovery of an animal emergency. These plans and procedures establish the concepts and policies under which all elements of their agency will operate during an animal emergency. They will provide the basis for more detailed appendices and procedures that may be used in a response.

The Manager of Animal Control/Animal Shelter and Coordinator of Emergency Management will coordinate with all departments, government entities, and representatives from the private sector who support animal emergency operations. This may involve working with other local jurisdictions that provide mutual aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc. and assuring that all involved have current Memorandums of Agreement with the Locality in respect to their agreed support.



## Responsibilities:

- Shenandoah County Administrator
  - Act as advisor to all involved on emergency management issues
- Shenandoah County Animal Control/Animal Shelter
  - Determine which county/departments/organizations have responsibilities in all animal emergencies for animal care and control;
  - Maintain current listings of emergency contacts and resources necessary for response to an animal emergency;
  - Produce and maintain plans, policies and procedures for overarching animal care and control activities, animal recovery, and household pet sheltering;
  - Oversee all activities (mitigation, planning, response and recovery) in regards to emergency animal care and control
- Virginia Cooperative Extension
  - Produce and maintain maps/listings with locations of large livestock operations and other special animal facilities identified to include volume, contact information, etc;
  - Produce and maintain plans, policies and procedures regarding Animal Disease Control

## Policies:

- Develop, maintain, and disseminate animal care and control plans, policies and procedures to ensure the safe, sanitary and efficient response to and recovery from an animal emergency, as well as support and maximize claims of financial assistance from local, state and federal governments, and facilitate audits following the disaster;
- Provide training to agencies and staff on task-appropriate plans, policies and procedures;
- Provide adequate support for animal preparedness and planning;
- Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;
- Develop the necessary mutual aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for emergency operations;
- Develop and maintain the necessary measures to protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster

## Response:

- Implement animal care and control plans, policies and procedures to ensure the safe, sanitary and efficient response to an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Provide on-the-spot training as necessary on task-appropriate plans, policies and procedures;
- Provide adequate support for animal response. Report any shortfalls and request needed assistance or supplies;
- Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations;
- Provide animal care and control support in a timely manner;
- Protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster;
- Insure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster related expenditures

## Recovery:

- Complete an event review with all responding parties;
- Review animal care and control plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
- Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
- Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate;
- Review measures to protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster. Update as necessary and disseminate;
- Assist the Department of Finance in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures

## Administration and Logistics

### Administration:

Basic administrative and accountability procedures for any animal emergency will be followed as required by Shenandoah County, state and federal regulations. As with any disaster or incident response, the ICS/NIMS will be used to organize and coordinate response activity. (Reference: Financial Management Support Annex)

### Logistics:

If supplies, materials, and equipment are required, records will be maintained in accordance to Shenandoah County, state and federal reporting requirements. All procurement processes will also follow appropriate Shenandoah County procurement policies and regulations, and state and federal policies and regulations as necessary. (Reference: Logistics Management Support Annex)

### Public Information:

The Public Information Officer will follow procedures established to:

- Ensure prior coordination with appropriate agricultural, veterinary, and public health officials to provide periodic spot announcements to the public on pertinent aspects of the emergency; and
- Ensure availability of the media in the event an animal emergency arises.

### Direction and Control

- All animal emergencies will be coordinated through the EOC and employ the ICS/NIMS.
- The EOC is responsible for providing support and resources to the incident commander.
- The Emergency Manager will assist the senior elected official in the EOC and coordinate with the PIO
- In the event an incident is suspected or determined to be a terrorist event, a Joint Operations Center will be established to coordinate Federal and State support. A separate Joint Information Center will provide media interface.

### Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for the Shenandoah County Animal Control/Animal Shelter, as the lead agency for this plan, to insure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.

## Animal Care and Control Support Annex

### Appendix 1 – Household Pet Sheltering Plan

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**Lead:** Shenandoah County Animal Control/Animal Shelter

**Support:**

- Shenandoah County Department of Social Services
- Shenandoah County Health Department
- Shenandoah County Department of Emergency Management
- Virginia Cooperative Extension
- American Red Cross
- Local Veterinarians

## Introduction

**Purpose:**

The Animal Care and Control Annex, Household Pet Sheltering Plan provides basic guidance for all participants in animal related emergency evacuation and sheltering management activities. This includes guidance for all departments and agencies providing assistance in response to a local disaster declaration. The animal care and control function is a component of ESF 11 – Agriculture and Natural Resources.

**Scope:**

Although, the sheltering and protection of animals is the responsibility of their owners, Shenandoah County Animal Control/Animal Shelter is the lead agency on animal issues and is responsible for situation assessment and determination of resource needs. It is the goal of this plan to control and support the humane care and treatment of companion animals during an emergency situation and to provide safe sheltering for people and their pets before, during or after a disaster in a designated site in cooperation with the Department of Social Services.

**Situation:**

In Shenandoah County, there is an estimated:

- 10,000 dogs,
- 30,000 cats, and
- 1,000 pocket pets (rodents, ferrets, etc.).

After Hurricane Andrew devastated Florida in 1992 and Katrina hit both Louisiana and Mississippi in September of 2005, city emergency response personnel realized the convergence of animal and people issues during a disaster. They learned that, under adverse circumstances, the ultimate safety of many citizens depends on the safety of their pets. Until that time, people in harm's way were told by state emergency management to evacuate their home, but to leave their pets. Relaying this information has often created situations where animals were technically neglected and/or abandoned and it added additional stress to people who evacuate without their animals. These scenarios produce serious complications for Emergency Management.

It stands to reason, if humans were at risk from an impending cataclysm, so were the lives of animals, and visa versa.

We now understand that many people, especially the elderly, simply do not abandon their companion animals, even in life-threatening situations.

## Assumptions:

- Any emergency resulting in evacuation of residents to a shelter will result in household pet issues.
- The protection of household pets is ultimately the responsibility of their owner.
- Many household pet owners will not evacuate to safety if their pets must stay behind.
- Pet owners will frequently live in the streets rather than abandon their animals so that they may enter evacuation shelters.
- This type of behavior puts animals, their owners and emergency responders at risk.
- Pet-friendly shelters will only shelter those animals defined as household pets.
- No dogs with a known bite history or previously classified by Animal Control as “Dangerous” or “Potentially Dangerous” will be accepted into a pet-friendly shelter.
- No dog that shows signs of aggression during initial check-in will be accepted.
- All dogs and cats must be accompanied by proof of current vaccinations and current rabies tags.
- No feral cats or wild-trapped cats will be accepted.
- Animals should be brought to the Pet-Friendly shelter in a suitable cage or on a leash provided by the owner.
- Birds must be brought in the owner’s cage. Bird breeders with large numbers of birds will need to seek sanctuary elsewhere.
- Pocket pets (hamsters, gerbils, hedgehogs, sugar gliders, etc.) must be brought to shelter in owner’s cage. The cage must be of good material to prevent escape.
- Reptiles will be considered on a case by case basis.
- Pet sheltering operations and capabilities will be determined on a case by case basis depending on the emergency/threat to the community.

## Concept of Operations

### Organization:

Under ESF 11, Shenandoah County Animal Control/Animal Shelter is designated as the lead agency for animal care and control. Within Animal Control, the Manager is designated as the Coordinator for the management of operations, planning, and training for the animal care and control function. Shenandoah County Animal Control/Animal Shelter will be lead in all pet-friendly sheltering functions with the Shenandoah County Animal Control/Animal Shelter Operations Manager as the Section Chief. In response to an emergency requiring sheltering, ESF 11 will work together with other ESFs including ESF 6, Mass Care, Housing and Human Services, to complete the mission of household pet sheltering. Other agencies/ESFs may need to be utilized to fulfill other needs as determined.

The Manager of Animal Control, in coordination with Department of Social Services and/or American Red Cross, is responsible for developing and implementing the necessary management policies and procedures that will facilitate and ensure a safe, sanitary and effective animal care and control effort. These procedures will be designed to support and expedite emergency response operations, as well as maximize state and federal assistance. Plans and procedures for the Shenandoah County Animal Control/Animal Shelter and supporting agencies define the roles of agencies and support organizations in preparedness, response and recovery of an animal emergency. These plans and procedures establish the concepts and policies under which all elements of their agency will operate during household pet sheltering activities. They will provide the basis for more detailed standard operating procedures that may be used in a response.

The Manager of Animal Control/Animal Shelter will coordinate with all departments, government entities, and representatives from the private sector who support pet-friendly sheltering operations. This may involve working with other local jurisdictions that provide mutual aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc. and assuring that all involved have current Memorandums of Agreement with the Locality in respect to their agreed support.

### Responsibilities:

1. Shenandoah County Emergency Coordinator
  - a. Prepare and coordinate pre-incident training and exercise of pet-friendly shelter incident management teams to include NIMS, ICS, EOC Operations, and reimbursement procedures for eligible costs under state and federal public assistance programs;
  - b. Obtain and deliver pre-identified resource requirements to the appropriate shelter sites within the time schedule agreed upon;
  - c. Obtain and deliver requested but not previously identified resource requirements as expeditiously as possible
2. Shenandoah County Animal Control/Animal Shelter
  - a. Create and maintain all household pet sheltering policies, plans and procedures;
  - b. Maintain current listing of emergency contacts and resources necessary for any household pet sheltering response;
  - c. Coordinate and insure rapid response to pet-friendly sheltering needs;
  - d. Coordinate incident management activities for the overall operation of the pet-friendly shelters with the EOC and quasi-government, volunteer relief organizations and contractors who are staffing and providing support to shelter operations;
  - e. Maintain situational awareness of pet-friendly shelter operations and provide situation/status reports/updates to the EOC;
  - f. Process requests for assistance or additional resources to support household pet sheltering operations through the EOC;
  - g. Facilitate the reunification of pets to owners during the transition from response to recovery;

- h. Provide shelter occupancy data to facilitate the movement of traffic along the evacuation routes;
  - i. Use media to assist with outreach efforts to citizens on evacuation education pre-event and notification during an event regarding routing to be used;
  - j. Monitor, coordinate and manage pet-friendly shelter activation and sequencing;
  - k. Provide subject matter expertise to support agencies, as needed
3. Shenandoah County Department of Social Services/Red Cross
    - a. Coordinate the relationship between the human and household animal sheltering functions;
    - b. Assist in creating public information releases, in coordination with PIO, regarding sheltering in coordination with Animal Control/Animal Shelter
  4. Shenandoah County Health Department
    - a. Ensure that human health will not be impacted in conjunction with the operation of pet-friendly shelters
  5. Shenandoah County Sheriff's Office/Town Police Departments
    - a. Assure the safety and security of household pet sheltering personnel;
    - b. Enforce movement restrictions and establish perimeters for pet-friendly sheltering areas

### Preparedness:

- Establish an organizational structure, chain of command, and outline of duties and responsibilities, required for any household pets sheltering response;
- Develop, maintain, and disseminate household pet sheltering plans, policies and procedures to ensure the safe, sanitary and efficient response to and recovery from an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Identify local veterinarians, humane societies, local household pet sheltering volunteers and animal control personnel in site-specific standard operating procedure and ensure that contact information is maintained;
- Provide training to agencies, staff and volunteers on task-appropriate plans, policies and procedures;
- Provide adequate support for animal preparedness and planning;
- Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;
- Develop the necessary mutual aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for emergency operations

### Response:

- Implement household pet sheltering plans, policies and procedures to ensure the safe, sanitary and efficient response to an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Secure supplies, equipment, personnel and technical assistance from support agencies, organizations and other resources to carry out the response plans associated with animal health emergency management;
- Provide on-the-spot training as necessary on task-appropriate plans, policies and procedures;
- Provide adequate support for household pet sheltering response. Report any shortfalls and request needed assistance or supplies. Request assistance from the Commonwealth as needed;
- Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations;
- Provide household pet sheltering support in a timely manner;
- Ensure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster related expenditures

## Recovery:

- Complete an event review with all responding parties;
- Review household pet sheltering plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
- Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
- Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate;
- Assist the Department of Finance in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures

## Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for the Shenandoah County Animal Control/Animal Shelter, as the lead agency for this plan, to ensure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.

Appendix 1

Pet-Friendly Shelter Pet Registration/Discharge Form

Owner Information

Full Name: Street Address: City, State, Zip: Phone Numbers: Home: Cell or Alternate: Driver's License Number:

Pet Information

Description of Animal: Breed: Distinctive Markings: Microchip: Veterinarian Name: Pet's Name: Crate Assigned: Color: Age: Males (Intact, Neutered) and Females (Intact, Spayed, In Heat) options.

Pet Medications - List any medications below that you pet is currently taking

Name of Medication Dosage Purpose

TO BE COMPLETED BY SHELTER

Arrival Date: Departure Date: Did the owner provide proof of the following: Written proof of vaccinations during the past 12 months, Proper ID collar and up to date rabies tag, Proper ID on all belongings, Leash, Ample food supply, Water/food bowls, Necessary medication(s), Owner provided cage has owner's name, address, pet name and other pertinent information labeled clearly and securely on the cage.

Registration Agreement

I understand that I must pick up my pet(s) when leaving the designated shelter or at the closing of the shelter, whichever comes first, or my pet(s) will become property of the local animal control facility and treated as stray(s).

I, the animal owner signed below, certify that I am the legal owner and request the emergency housing of the pet(s) listed on this form. I hereby release the person or entity receiving the pet(s) from any and all liability regarding the care and housing of the animal during and following this emergency.

I acknowledge that the risk of injury or death to my pet(s) during an emergency cannot be eliminated and agree to be responsible for any additional veterinary expenses which may be incurred in the treatment of my pet(s) outside of the shelter triage. I also understand that it is the owner or his/her agent's responsibility for the care, feeding, and maintenance of my pet(s). Check-out is required when departing from the shelter.

I have read and understand this agreement and certify that I am the owner/agent of the above listed animal(s).

SIGNATURE

Owner's Signature Shelter Intake personnel

## Animal Care and Control Support Annex

### Appendix 2 – Animal Disease Management Plan

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**Lead:** Shenandoah County Health Department

**Support:**

- Shenandoah County Animal Control
- Shenandoah County Department of Emergency Management
- Virginia Cooperative Extension
- Local Veterinarians

### Introduction

**Purpose:**

The Animal Care and Control Annex, Animal Disease Management Plan provides basic guidance that addresses rapid local response to Foreign Animal Disease or Animal Disease (FAD/AD) incidents and other events affecting the health, safety and welfare of humans and animals in disaster situations. A coordinated local response is necessary to effectively deal with the crisis and minimize the consequences in order to return the jurisdiction to normal as quickly as possible following a disaster or incident. Due to their complexity, infectious animal diseases add new dimensions to disaster management. There are many disease characteristics to consider such as stability of the agent, route of transmission, incubation time, potential species affected, and transfer to humans (zoonotic) potential.

**Scope:**

This annex is applicable to departments and agencies that are participating and responding with assistance or relief to a FAD/AD emergency as coordinated by the Shenandoah County Emergency Management.

**Situation:**

In Shenandoah County, there is an estimated:

- 1.2 million head of cattle,
- 7500 head of swine,
- 3 million turkeys,
- 3,000 horses,

In recent years, several serious FAD/AD outbreaks have occurred outside of the United States. The incorporations of animals and animal products from foreign countries, the ease of travel throughout the world, and the ongoing threat of agro-terrorism, indicates our vulnerability to an FAD/AD. The introduction of an FAD/AD would present the County, State, and Nation with a time sensitive, critical situation that affects not only animal health, but also a potentially debilitating economic situation. Protecting the agriculture and food distribution industry in Shenandoah County requires cooperation, participation and partnership.

Any large disaster or emergency may cause substantial suffering to human and animal populations. With the advent of larger animal production facilities, an ever-increasing pet population, and the increased vulnerability to intentional introduction of animal disease, a coordinated local animal response plan is imperative.

The Virginia Department of Agriculture is tasked with dealing with infectious animal and plant disease and have the authority to work with local officials and responders to make all necessary rules for suppression and prevention of infectious and contagious diseases among animals and mitigating the spread of plant disease in the state (see Animal Care and Control Annex Basic Document – Policies). Depending on the size and nature of the event, the Virginia Emergency Operations Center (VEOC) maybe activated to coordinate other state agency and county resources needed to respond, contain, and eradicate the disease. The Commonwealth of Virginia Emergency Operations Plan, Emergency Support Function 11, Agriculture and Natural Resources Annex addresses interagency cooperation and responsibilities at the state level in the event local resources are overwhelmed.

Not all animal disease introductions require emergency response functions. Many disease introductions are routinely handled by private practice veterinarians. Response measures are greatly influenced by the infectivity of the disease; it's characteristics of transmission, and the actions necessary to contain it. Response functions may be initiated in the event of an introduction of a highly infectious animal disease, foreign animal disease, emerging animal disease, or any other animal disease that meets one or more of the following criteria:

- A. It is one of the International Animal Health Code "List A" diseases, as designated by the *Office International des Epizooties (OIE)* which lists the following diseases:
  - Foot and mouth disease
  - Swine vesicular disease
  - Peste des petits ruminants
  - Lumpy skin disease
  - Bluetongue
  - African horse sickness
  - Classical swine fever
  - Vesticular stomatitis
  - Rinderpest
  - Contagious Bovine pleuropneumonia
  - River Valley Fever
  - Sheep pox and goat pox
  - African swine fever
  - Highly pathogenic avian influenza
  - New castle disease
- B. It falls outside of the domain of the locality's routine prevention and response activities and capabilities;
- C. It is highly contagious, and therefore creates a significant risk of rapid transmission across a large geographical area, including non-contiguous areas; and
- D. It creates the potential to cause widespread personal hardship within the agricultural community and/or is detrimental to the local, state or national economy.

## Concept of Operations

### Organization:

Under ESF 11, the Shenandoah County Animal Shelter is designated as the lead agency for animal care and control. Within Animal Control, Manager is designated as the Coordinator for the management of operations, planning, and training for the animal care and control function. The Virginia Cooperative Extension will be lead in all animal disease management functions. In response to a FAD/AD, ESF 11 will work together with other ESFs including ESF 8, Health and Medical, and ESF 10, Oil and Hazardous Materials Response, to complete the mission of animal disease control. Other agencies/ESFs may need to be utilized to fulfill other needs as determined.

The Virginia Cooperative Extension Office, in coordination with Department of Health and Department of Environmental Quality, is responsible for developing and implementing the necessary management policies and procedures that will facilitate and ensure a safe, sanitary and effective animal care and control effort. These procedures will be designed to support and expedite emergency response operations, as well as maximize state and federal assistance. Plans and procedures for the Virginia Cooperative Extension and supporting agencies define the roles of agencies and support organizations in preparedness, response and recovery of an animal emergency. These plans and procedures establish the concepts and policies under which all elements of their agency will operate during a FAD/AD. They will provide the basis for more detailed standard operating procedures that may be used in a response.

Virginia Cooperative Extension will coordinate with all departments, government entities, and representatives from the private sector who support FAD/AD operations. This may involve working with other local jurisdictions that provide mutual aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc. and assuring that all involved have current Memorandums of Agreement with the Locality in respect to their agreed support.

## Responsibilities:

1. Shenandoah County Administrator
  - a. Act as advisor to local veterinarians, regulatory veterinarians, humane organizations, farm service agents, and others on emergency management issues
2. Virginia Cooperative Extension
  - a. Maintain current listing of emergency contacts and resources necessary for an FAD/AD response;
  - b. Coordinate and ensure rapid response to suspected or proven FAD/AD;
  - c. Determine potential of spread in coordination with VDACS and USDA. Respond accordingly;
  - d. Coordinate with agriculture environmental officials (ESF #10) to determine the best methods for disposing of dead animals;
  - e. Coordinate with health officials (ESF 8) to determine potential impact on humans and prevention options if necessary
3. Virginia DEQ
  - a. Determine best methods for disposing of dead animals;
  - b. Assist in the selection of a disposal site
4. Shenandoah County Health Department
  - a. Determine potential human impact of the disease and determine protective actions as necessary;
  - b. Assist in preparing public outreach and education materials in response to the FAD/AD
5. Shenandoah County Sheriff's Office
  - a. Assure the safety and security of veterinarians and inspection personnel;
  - b. Enforce movement restrictions and establish perimeters for quarantine areas;
  - c. Assist in investigation if the incident is ruled deliberate disease introduction
6. Shenandoah County Department of Fire and Rescue
  - a. Coordinate decontamination stations in coordination with ESF 11, ESF 8, and ESF 10;
  - b. Aid in possible rescue situations
7. Public Works
  - a. Assist in perimeter rerouting and logistical support;
  - b. Support needs for disposal resources

## Preparedness:

- The Commonwealth of Virginia, Department of Agriculture and Consumer Services (through VEOC ESF 11), will establish an organizational structure, chain of command, and outline of duties and responsibilities, required for any FAD/AD response;
- Develop, maintain, and disseminate animal care and control plans, policies and procedures to ensure the safe, sanitary and efficient response to and recovery from an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Identify local veterinarians, humane societies, and animal control personnel in the appropriate standard operating procedures and ensure that contact information is maintained;
- Provide training to agencies and staff on task-appropriate plans, policies and procedures;
- Provide adequate support for animal preparedness and planning;
- Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;
- Develop the necessary mutual aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for emergency operations

## Response:

- Immediately report any suspected or observed cases of FAD/AD to the Virginia Department of Agriculture and Consumer Services (VDACS) and/or the United States Department of Agriculture (USDA), Animal and Plant Health Inspection Service (APHIS).
- Implement animal care and control plans, policies and procedures to ensure the safe, sanitary and efficient response to an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Secure supplies, equipment, personnel and technical assistance from support agencies, organizations and other resources to carry out the response plans associated with animal health emergency management;
- Provide on-the-spot training as necessary on task-appropriate plans, policies and procedures;
- Provide adequate support for animal response. Report any shortfalls and request needed assistance or supplies. Request assistance from the Commonwealth as needed;
- Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations;
- Provide animal disease management support in a timely manner;
- Protect vital records, critical systems, and essential operations to ensure their uninterrupted continuation during a disaster, as well as to facilitate their full restoration if impacted by the disaster;
- Ensure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster related expenditures

## Recovery:

- Evaluate quarantines that were put in place during the FAD/AD outbreak to decide if they are still needed;
- Augment veterinary medical services to expedite rapid recovery;
- Complete an event review with all responding parties;
- Review animal disease management plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
- Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
- Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate;
- Assist the Department of Finance in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures

## Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for the Shenandoah County Animal Control/Animal Shelter, as the lead agency for this plan, to ensure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.

### Situation:

Any natural, technological or manmade disaster could affect the well-being of animals. Although many owners of animals will work very diligently to protect their animals in the event of an emergency, it is not always feasible or possible to relocate the animals in every situation. Some animals may be left behind because families are unable to enter a hazardous area to retrieve their animals, the number or size (such as a herd of cattle) of the animal(s) make it unfeasible to relocate within a reasonable timeframe, or the owners do not feel that they have any other option, either due to lack of proper planning or education, when evacuating themselves.

In these cases, it will be vital to assist these animal owners in the search, rescue, recovery and care of these animals until they can be reunited with their owners.

### Assumptions:

- The care and control of non-wildlife and non-feral animals (including household pets, livestock and poultry) is primarily the responsibility of the owner of the animal(s). In times of emergency or disaster, owners may need assistance in the care and control of their animals.
- People will frequently try to reenter an area to retrieve animals before an all clear is given.
- Those animals that become homeless, lost or stray as a result of a disaster will be protected by Shenandoah County to the best of their ability.
- Those animals that are rescued and are not identified by their owners and a reunification plan determined within x days (to be determined on case by case basis) will be considered the property of Shenandoah County and normal animal care and control policies and procedures will be followed in regards to euthanasia, adoption, and/or release to rescue organizations.
- Policies and procedures will be written in regards to requests for animal search and rescue, animal identification requirements and in-place animal care.

### Concept of Operations

#### Organization:

Under ESF 11, the Shenandoah County Animal Control/Animal Shelter is designated as the lead agency for animal care and control. Within Animal Control, the Manager is designated as the Coordinator for the management of operations, planning, and training for the animal care and control function. Shenandoah County Animal Control will be lead in all animal search, rescue, recovery and reunification operations with the Shenandoah County Lead Animal Control Officer as the Section Chief. In response to an emergency requiring sheltering, ESF 11 will work together with other ESFs to complete the mission of animal search, rescue, recovery and reunification as necessary.

Shenandoah County Animal Control/Animal Shelter is responsible for developing and implementing the necessary management policies and procedures that will facilitate and ensure a safe, sanitary and effective animal care and control effort for day-to-day operations and emergency response. The emergency plans will define the roles of agencies and support organizations in preparedness, response and recovery of an animal emergency and establish the concepts and policies under which all elements of the responding agencies will operate during animal search, rescue, recovery and reunification activities. They will provide the basis for more detailed standard operating procedures that may be used in a response.

The Lead Animal Control Officer will coordinate with all departments, government entities, and representatives from the private sector who support animal search, rescue, recovery and reunification activities. This may involve working with other local jurisdictions that provide mutual aid, state and federal governments, private contractors, local retailers, volunteer organizations, etc. and assuring that all involved have current Memorandums of Agreement with the Locality in respect to their agreed support.

## Responsibilities:

1. Shenandoah County Emergency Manager
  - a. Prepare and coordinate pre-incident training and exercise of animal search, rescue, recovery and reunification teams to included NIMS, ICS, EOC Operations, and reimbursement procedures for eligible costs under state and federal public assistance programs;
  - b. Obtain and deliver pre-identified resource requirements to the appropriate sites within the time schedule agreed upon;
  - c. Obtain and deliver requested but not previously identified resource requirements as expeditiously as possible
2. Shenandoah County Animal Control/ Animal Shelter
  - a. Create and maintain all animal search, rescue, recovery and reunification policies, plans and procedures;
  - b. Maintain current listing of emergency contacts and resources necessary for an animal search, rescue, recovery and reunification response;
  - c. Coordinate and ensure rapid response to animal search, rescue, recovery and reunification needs;
  - d. Coordinate incident management activities for the overall operation of the animal search, rescue, recovery and reunification effort with the Shenandoah Co EOC and quasi-government, volunteer relief organizations and contractors who are staffing and providing support to shelter operations;
  - e. Maintain situational awareness of animal search, rescue, recovery and reunification operations and provide situation/status reports/updates to the EOC;
  - f. Process requests for assistance or additional resources to support search, rescue, recovery and reunification operations through the EOC;
  - g. Use media to assist with outreach efforts to notify citizens of the efforts of animal control on animal recovery issues;
  - h. Monitor, coordinate and manage animal recovery activities activation and sequencing;
  - i. Provide subject matter expertise to support agencies, as needed
3. Shenandoah County Department of Social Services/Red Cross
  - a. Assist in creating public information releases regarding sheltering in coordination with Animal Control
4. Virginia Cooperative Extension
  - a. Coordinate and ensure the in-place needs of agricultural animals are met with owners.
5. Shenandoah County Sheriff's Office/ Local Town Police Departments

- a. Assure the safety and security of animal search, rescue, recovery and reunification personnel;
- b. Enforce movement restrictions and establish perimeters for animal recovery and reunification area

### Preparedness:

- Establish an organizational structure, chain of command, and outline of duties and responsibilities, required for any animal search, rescue, recovery and reunification response;
- Develop, maintain, and disseminate animal search, rescue, recovery and reunification plans, policies and procedures to ensure the safe, sanitary and efficient response to and recovery from an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Identify local veterinarians, humane societies, volunteers and animal control personnel in standard operating procedures and ensure that contact information is maintained;
- Provide training to agencies, staff and volunteers on task-appropriate plans, policies and procedures;
- Provide adequate support for animal preparedness and planning;
- Develop the necessary logistical support to carry out emergency tasking. Instruct all departments to maintain an inventory of supplies on hand;
- Develop the necessary mutual aid agreements, sample contracts, and listing of potential resource providers to expedite the procurement of anticipated resource needs for emergency operations

### Response:

- Implement animal search, rescue, recovery and reunification plans, policies and procedures to ensure the safe, sanitary and efficient response to an animal emergency, as well as support and maximize claims of financial assistance from state and federal governments, and facilitate audits following the disaster;
- Secure supplies, equipment, personnel and technical assistance from support agencies, organizations and other resources to carry out the response plans associated with animal search, rescue, recovery and reunification;
- Provide on-the-spot training as necessary on task-appropriate plans, policies and procedures;
- Provide adequate support for animal search, rescue, recovery and reunification response. Report any shortfalls and request needed assistance or supplies. Request assistance from the Commonwealth as needed;
- Implement mutual aid agreements, contracts, and the listing of potential resource providers to fill resource needs for emergency operations;
- Provide animal search, rescue, recovery and reunification support in a timely manner;
- Ensure appropriate recordkeeping such that federal or state disaster assistance can be sought for reimbursement of disaster related expenditures

## Recovery:

- Complete an event review with all responding parties;
- Review animal search, rescue, recovery and reunification plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
- Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
- Review mutual aid agreements, sample contracts, and listing of potential resource providers in respect to recent emergency response. Update as necessary and disseminate;
- Assist the Department of Finance in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures

## Plan Development and Maintenance

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility for Shenandoah County Animal Control/Animal Shelter, as the lead agency for this plan, to insure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.

## Lost Animal Report

Today's Date	Information Received By		
<b>Owner Information</b>			
Name	Address		
Temporary Address	Phone Number		
<b>Date/Location Where Animal Was Last Seen</b>			
Date Last Seen	Location		
Do You Have A Picture Of The Animal?	Is The Animal Friendly?		
Does The Animal Have A History Of Running Away?			
<b>Animal Description</b>			
Type Of Animal	If A Litter, Number In Litter		
Breed	Size (Small/Medium/Large)	Animal's Name	
Male/Female/Fixed	Tail (Short/Long/Curly/Straight)	Distinguishing Marks	
Fur Length/Coat Type	Colors	Ears (Floppy/Erect)	
Is Animal Wearing A Collar?	Does The Animal Have An ID Tag? Info On Tag?		
Rabies License Number?	Indoor/Outdoor Animal	Cat – Declawed?	
<b>Veterinarian Used</b>			
Name	Phone		
Address	Are Shots Current?		
Animal On Any Medication?	Frequency		
When Was Medication Last Given?			
<b>Contacts</b>			
Who Else Have You Notified That The Animal Is Missing?			
Comments			
<b>Office Use Only</b>			
Lost Animal Matched With Animal ID #	Date Owner Contacted		
Date Animal Reclaimed	Released to Owner Print & Sign Name		
Owner's Drivers License #	State	Phone Number	
<b>Status Of Animal</b>			
Owner Located	Matched At Shelter	Deceased	Unknown After 30 Days

# CIVIL DISTURBANCE ANNEX

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## **Purpose:**

To establish a general framework of operations and responsibilities for responding to and managing a civil disturbance.

## **Lead:** Shenandoah County Law Enforcement Agencies

## **Support:** Virginia State Police

Shenandoah County Emergency Management  
Shenandoah County Emergency Communications Center  
Shenandoah County Department of Fire and Rescue  
Town Governments  
Town Public Works Agencies  
VDOT

## **Scope:**

Each emergency and/or disaster is unique and presents specific challenges that will be event driven. Depending on the type and scope of the event, the components of this annex may take different directions. It is the responsibility of Shenandoah County Department of Emergency Management and Law Enforcement agencies to organize and set up plans addressing public safety emergencies such as civil unrest/disturbance. This annex will provide a concept of operations based on best practices. Civil disturbance, like terrorism, is a hazard which can be seldom predicted but necessitates considerable planning. Depending on the magnitude of the disturbance, civil disturbance can quickly deplete resources in the locality.

## **Planning Assumptions and Considerations:**

The following assumptions should be used as guidelines for consideration to assist Shenandoah County in adequately preparing for a civil disturbance emergency.

- In any disaster, primary consideration is given to the preservation of life, then incident stabilization and property preservation. Time and effort must also be given to providing critical life-sustaining needs.
- The Emergency Operations Center (EOC) may or may not be activated in support of a civil disturbance event. EOC activation will be determined based on the scope and scale of the event.
- A civil disturbance could require more resources than readily available.
- A civil disturbance will be defined as acts that could involve criminal activity by a group that comprises a threat to the lives and property of others.
- Civil disturbances can be precipitated by a specific event or result from longstanding grievances. Acts of civil disorder are not always planned and can occur spontaneously.
- There is potential for the number of civil disturbance participants to rapidly expand in size.
- Many residential, commercial and government structures could be damaged.
- All County departments and Town agencies will be responsible for maintaining their own operations and services during a civil unrest unless other considerations warrant assistance.
- This annex can be implemented at any location and/or jurisdiction within Shenandoah County.

## Situation

The complexity, scope and potential consequences of a civil disturbance can require rapid and decisive capability to resolve the situation. A civil disturbance demands an extraordinary level of coordination of law enforcement, investigation, protective measures, emergency management functions and technical expertise across all levels. The incident may affect a single location or multiple locations simultaneously.

## Concept of Operations

### A. General

An important component of activity prior to, during, and following any civil unrest event is in the coordination of communication flow of information with local agencies (state and federal if necessary) that may be involved. Operations will be carried out in phases: Planning, Response and Recovery.

#### A. Planning

- Normal conditions exist. No credible threats or demonstrations. Situational awareness and political climate monitored.
- During this period, plans are reviewed for validity.
- Identify and address any training needs for personnel.
- Update resource lists and contact information
- Establish and update interagency communication

#### B. Response

- "Increased readiness" conditions exist. Credible threat or chatter received and being monitored. Demonstration has been planned. Large influx of group of people has begun. This threat may result from information gathered by law enforcement, social media, or other sources. Implementation of plan will take precedence.
- Emergency Operations period will begin when notification of a disturbance is received or a request for assistance and operations has been initiated to resolve the situation.
- Establish Unified Command
- Cost Tracking

#### C. Recovery

- Recovery begins after the civil disturbance has ended
- Identify damage and conduct assessment

### B. Direction and Control

All operations will be conducted using NIMS ICS structure. Local law enforcement will assume the Incident Command role. Upon notification from the Emergency Communications Center or other creditable source of a potential or actual civil disturbance, communications between all responding agencies will be coordinated and shared with all involved parties.

Incident command will establish an Incident Command Post as soon as possible. Incident Command structure will then be structured to reflect the need and complexity of the incident. Activating the EOC, establishing unified command and requesting mutual aid may be necessary.

### C. Operational Roles and Responsibilities

The following are a list of suggested actions/activities agencies may occur during the planning/response phases.

#### **Identifying Trigger Points/Intelligence Gathering**

- Any verifiable specific information indicating there is going to be a non-peaceful gathering
- Groups with signs displaying violent behavior gathered in a high traffic or noticeable area
- Groups that would quickly exceed patrol capacity to contain/disperse group
- Social media posts indicating demonstration with the possibility of escalating to a civil disturbance, temperament of post and wording
- Virginia Fusion Center notification
- Routine patrol seeing influx of people in one area
- Creditable information from County/Town employees about groups/protestors coming to the area
- Political climate of County/Towns

#### **Communication Planning**

- Creditable threat/intelligence received by Officer/Deputy/Comm Officer. Chain of Command notification started.
- Supervisor notified.
- Supervisor notifies Chief/Sheriff.
- Chief/Sheriff requests ECC to notify additional resources
- Situation driven – Other Town Chiefs/Sheriff, VSP, Emergency Management, Town Public Works, County Administration, Board of Supervisors, Town Mayors, VSP, PIO, VDOT
- Notification of Businesses and Public in area affected, if necessary

#### **Resource Identification**

- Tactical Teams
- Equipment
- Information Technology and Support

### Incident Command Post Location

Ideally the ICP will have full amenities such as electricity, water, internet access, room to plan and accommodate sizable Command Staff. Below is a list of ideal locations with the knowledge any ICP will be set up with incident driven details in mind.

<b>Suggested ICP Locations</b>	
Shenandoah County Fire & Rescue Training Room EOC	600 North Main Street, Suite 109, Door 14 Woodstock, VA 22664
Shenandoah County Sheriff's Office	810 North Main Street Woodstock, VA 22664
New Market Town Office, Council Chambers	9418 John Sevier Road New Market, VA 22844
New Market Fire and Rescue Department	9771 South Congress Street New Market, VA 22844
New Market American Legion	202 East Old Cross Road New Market, VA 22844
New Market Eagles	57 White Mill Road New Market, VA 22844
Mt Jackson Town Office	5901 Main Street Mt Jackson, VA 22842
Schools	South, Central and Northern Battalions
IS 10	County wide mobile command post

### Tactical Resource Staging Location

Staging of tactical resources will be driven, like ICP location, by the situation and location. Below is a list of ideal locations with the knowledge any staging area will be identified with incident driven details in mind. Security, access and proximity should be considered critical.

<b>Suggested Tactical Staging Point</b>	
School Campuses	North, Central and Southern Battalions Contact: Dr Mark Johnston 540-325-6149 Contact: Gabrielle Ryman 540-325-9481
Public Works Facilities	Town of Strasburg, Woodstock, Mt Jackson and New Market
General Court/Juvenile and Domestic Courthouses	75 Mill Road Woodstock, VA 22664 Contact:
School Bus Garage	223 Mill Road Woodstock, VA 22664 Contact: Luke Long 540-325-8123
National Guard Armory	451 Hoover Road Woodstock, VA 22664 Contact: SFC Jacob Pritchard 540-686-4991 Email: Jacob.e.pritchard6.mil@mail.mil
Shenandoah County Fairgrounds, Lilly Building	300 Fairground Road Woodstock, VA 22664 Contact: Tom Eschellman 540-459-3867 tom@shencofair.com
Fire and Rescue Stations	County wide
Shenandoah Valley Adventist Academy	115 Bindery Road New Market, VA 22844 Contact: Richard Maloon 540-740-8237
New Market Battlefield	8895 George R Collins Parkway New Market, VA 22844 Contact: Brittney Phillips 540-740-3033 phillipsbj@vmi.edu
New Market Airport	75 Airport Road New Market, VA 22844 Contact:
Strasburg Town Park	295 Park Road Strasburg, VA 22657 Contact:

### Transportation Logistics for Tactical Resources

In the event civil disturbance exceeds the capability of local patrol resources, swift transportation of staged tactical resources and equipment will need to be rapidly deployed to the scene. Below are identified resources to accomplish this task.

Transportation to the Regional Jail will need to be considered and planned for.

<b>Varsity Travel</b> Contact: Keleigh Taylor <a href="mailto:keleigh@travelvarsity.com">keleigh@travelvarsity.com</a>	<b>540-678-2871 #2 for dispatch (M-F 5a-5p)</b> <b>After hours emergencies 540-678-2871 #5</b> <b>Winchester and Martinsburg</b>
<b>Woodstock River Bandits</b>	<b>General Manager: Robert Porky Bowman</b> <b>540-481-0525</b> <b>banditsbaseball200910@yahoo.com</b>

### Traffic Management

- In the event of a civil disturbance, Command should identify any potential traffic control concerns
- Intersection traffic control with additional Officers/Deputies directing traffic to alleviate congestion and monitor safety of pedestrians
- Safety of demonstrators and crowd with barriers
- Road closures and detours - Signage
- Relocation of critical emergency resources, i.e., Fire & Rescue first response vehicles

### Traffic Management Resources

Town of Strasburg PW	Jay McKinley, Director PW	540-465-9197/481-0291
Town of Woodstock PW	James Didawick, Superintendent	540-459-3045/335-0296
Town of Edinburg PW	Ron Ross, Supervisor	540-984-4592/335-4592
Town of Mt Jackson PW	Randy Lonas, Supervisor	540-477-2121/335-6498
Town of New Market PW	Ron McCoy, Maint. Superintendent	540-740-3432/481-3090
VDOT	Ed Carter, Administrator	540-984-5604/804-396-0085
Barricade/Barriers		
Signage Portable		
Signage Electric		

### Media Management

In the event of a civil disturbance the media will likely show up on scene. Consideration of the safety to the media should be noted. If media interference becomes an issue with law enforcement, then requesting a staging area would be appropriate. Livestreaming should be taken into account based on social media outlets. Establishing a PIO quickly and maintaining contact with the media will allow for controlled flow of information, protective action information and any alerts or warnings to be quickly disseminated as appropriate.

## DAM SAFETY SUPPORT ANNEX

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### **Purpose:**

To facilitate the evacuation of downstream residents or notification of the public in the event of an imminent or impending dam failure. Dams within Shenandoah County are: Birdhaven Dam, Lake Laura Dam, Woodstock Reservoir Dam and Strasburg Dam.

**Lead:** Shenandoah County Department of Emergency Management

**Support:** Virginia Department of Conservation and Recreation (DCR)

### **Scope:**

The Virginia Department of Conservation and Recreation (DCR) provides detailed guidance to dam owners in developing emergency action plans and emergency preparedness plans in the event of dam failure. Local government is also responsible for developing compatible procedures to warn and evacuate the public in the event of dam failure.

## **Concept of Operations**

### **General:**

Dam owners are responsible for the proper design, construction, operation, maintenance, exercising, and safety of their dams. They are also responsible for reporting abnormal conditions at the dam to the Sheriff, the County Administrator and the Coordinator of Emergency Management and to recommend evacuation of the public below the dam if it appears necessary. Owners of dams that exceed 25 feet in height and impound more than 50 acre-feet (100 acre-feet for agricultural purposes) of water must develop and maintain an Emergency Action Plan(EAP). This plan shall include a method of notifying and warning persons downstream and of notifying local authorities in the event of impending failure of the dam. An EAP is one of three items required prior to issuance of an Operation and Maintenance Certificate by the Virginia DCR. In addition to the Virginia DCR, a copy of the plan must be provided to the local Director of Emergency Management and to the Virginia Department of Emergency Management. Emergency Action Plans for the dams are kept within Shenandoah County Department of Fire and Rescue.

Standards have been established for “Dam Classifications” and “Emergency Stages.” See Tab 1. The affected public will be routinely notified of conditions at the dam during Stage I in accordance to the prearranged notification flow chart. If conditions escalate to Stage II, emergency services personnel will immediately notify the public affected to be on alert for possible evacuation of the areas that would be flooded. If conditions deteriorate and overtopping or failure of a dam has occurred or is imminent, as in Stage III, the County Administrator and/or the Coordinator of Emergency Management and/or the Chairman/Director of Emergency Management will warn the public, order evacuation from the affected area, and declare a local emergency.

## Organization:

The Chairman of the Board of Supervisors/Director of Emergency Management, the County Administrator and/or the Coordinator of Emergency Management, or appointee) is responsible for making the decision to order evacuation in the event of an imminent or impending dam failure. The Sheriff's Office will disseminate the warning to evacuate.

## AUTHORITIES:

In addition to those listed in the Basic Plan:

- A. The Virginia Dam Safety Act, Article 2, Chapter 6, Title 10.1 (10.1-604 et seq) of the Code of Virginia
- B. Virginia Soil and Water Conservation Board, Chapter 20 – Impounding Structure Regulations. 4VAC50-20-10 through 4VAC50-20-400 of the Virginia Administrative Code

## Emergency Management Actions – Dam Safety

### 1. Normal Operations

#### A. Dam Owners

1. Develop an Emergency Actions Plan (EAP) for warning and evacuating the public in event of dam failure.
2. Obtain an Operations and Maintenance Certificate from the Virginia Department of Conservation and Recreation.
3. Operate and maintain the dam to assure the continued integrity of the structure.
4. Exercise and test dam EAP to ensure that it meets current codes and regulations.

#### B. Local Government

1. Develop compatible procedures to warn and evacuate the public in event of dam failure.

### 2. Increased Readiness

#### A. Stage I Conditions

- a. Alert on-duty emergency response personnel.

#### B. Stage II Conditions

- a. Alert on-duty emergency response personnel.
- b. Notify the public of possible dam failure.
- c. Review warning and evacuation plans and procedures.
- d. Place off-duty emergency response personnel on alert.
- e. Sheltering if necessary

### 3. Emergency Operations

#### A. Mobilization Phase – Latter Part of Stage II or at Stage III Conditions

- a. Activate EOC.
- b. Notify Virginia Emergency Operations Center.
- c. Alert emergency response personnel to standby status.
- d. Begin record keeping of all incurred expenses

#### B. Response Phase – Stage III Conditions

- a. Activate EOC.
- b. Order immediate evacuation of residents in expected inundation areas.
- c. Sound warning through use of sirens, horns, Emergency Alert System, telephone, or door to door notification to evacuate individuals immediately out of the area or to high ground in area for later rescue.
- d. Call in necessary emergency response personnel to provide help required to save lives and property.
- e. Follow all established procedures within designated functional areas specified in this plan.

#### 4. Recovery

- A. Provide assistance to disaster victims.
- B. Clean up debris and restore essential services.
- C. All agencies tasked in this plan implement recovery procedures.
- D. Review emergency procedures used and revise, if necessary, to ensure lessons learned are applied and incorporated into future plans.
- E. Determine what mitigation measures, if any, should be initiated (zoning, design of dams, etc.)

## Responsibilities

### Dam Owners:

- Develop an emergency action plan (or emergency preparedness plan) for warning and evacuating the public in the event of dam failure;
- Keeping accurate documentation of costs incurred;
- Obtain an Operation and Maintenance Certificate from the Virginia DCR;
- Provide plan copies to the locality, Virginia Departments of Conservation and Recreation (DCR) and Emergency Management (VDEM);
- Operate and maintain the dam to assure the continued integrity of the structure;
- Conduct exercises to ensure responsible parties understand their role and appropriate response capabilities exist; and
- If an owner or the owner's engineer has determined that circumstances are impacting the integrity of the impounding structure that could result in the imminent failure of the impounding structure, temporary repairs may be initiated prior to approval from the board. The owner shall notify the Virginia DCR within 24 hours of identifying the circumstances impacting the integrity of the impounding structure.

### Local Government:

- Maintain compatible procedures to warn and evacuate the public in the event of dam failure;
- Notify public of possible dam failure;
- Order immediate evacuation of residents in expected inundation areas;
- Sound warning through use of sirens, horns, and vehicles with loudspeakers, Emergency Alert System, telephone calls, and door-to-door notification to evacuate individuals immediately out of the area or to high ground in area for later rescue;
- Provide assistance to disaster victims;
- Clean up debris and restore essential services;
- All agencies tasked in this plan implement recovery procedures;
- Review emergency procedures used and revise, if necessary, to ensure lessons learned are applied in future disasters; and
- Determine what mitigation measures, if any, should be initiated (zoning, design of dams, etc.).

## Tab 1 to Dam Safety Support Annex

### DAM CLASSIFICATIONS AND EMERGENCY STAGES

#### **Dam Classifications**

Dams are classified, as the degree of hazard potential they impose should the structure fail completely. This hazard classification has no correlation to the structural integrity or probability of failure.

Dams which exceed 25 feet in height **and** impound more than 50 acre feet in volume, or 100 acre feet if for agricultural purposes, are required to obtain an Operation and Maintenance Certificate which includes the development of an emergency action plan administered by the Department of Conservation and Recreation.

*High* - dams that upon failure would cause probable loss of life or serious economic damage

*Significant* - dams that upon failure might cause loss of life or appreciable economic damage

*Low* - dams that upon failure would lead to no expected loss of life or significant economic damage. Special criteria: This classification includes dams that upon failure would cause damage only to property of the dam owner.

#### **Emergency Stages**

When abnormal conditions impact on a dam, such as flooding or minor damage to the dam, the dam owner should initiate specific actions that will result in increased readiness to respond to a potential dam failure. The following stages identify actions and response times which may be appropriate.

**Stage I** - Slowly developing conditions; five days or more may be available for response. Owner should increase frequency of observations and take appropriate readiness actions.

**Stage II** - Rapidly developing conditions; overtopping is possible. One to five days may be available for response. Increase readiness measures. Notify local Coordinator of conditions and keep him informed.

**Stage III** - Failure has occurred, is imminent, or already in flood condition; overtopping is probable. Only minutes may be available for response. Evacuation recommended.

Reference: "Dam Safety, Floodplain Management." Virginia Department of Conservation and Recreation. October, 29 2008.  
[www.dcr.virginia.gov/dam\\_safety\\_and\\_floodplains/](http://www.dcr.virginia.gov/dam_safety_and_floodplains/)

**DIRECTORY OF DAMS REGULATED BY  
VIRGINIA DCR AND RECREATION AND REQUIRING  
EMERGENCY ACTION PLANS**

<b><u>DAM NAME</u></b>	<b><u>HEIGHT</u></b>	<b><u>TOTAL (Ac-Ft)</u></b>	<b><u>CLASS</u></b>
Bird Haven Dam	70"	16 acres/2000 ac ft	High Hazard
Lake Laura Dam	78.5'	44 acres/ 3400 ac ft	High Hazard
Woodstock Reservoir Dam	30' (top of water)/ 40' top of dam (wings)	Normal Pool – 52 ac ft	High Hazard
Strasburg Dam	36.0'	Normal 58 ac ft Max 89 ac ft	Significant

## Damage Assessment Support Annex

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### Coordinating Agency

Shenandoah County Department of Community Development

#### Support

Shenandoah County Department of Emergency Management  
Shenandoah County Administrator  
Shenandoah County Board of Supervisors Chairman  
Shenandoah County Budget Manager  
Shenandoah County Fire and Rescue  
Shenandoah County Commissioner of Revenue  
Shenandoah County Department of Parks and Recreation  
Shenandoah County Solid Waste  
Shenandoah County Department of Social Services  
Shenandoah County Health Department  
Shenandoah County Schools  
Shenandoah County Sheriff's Office  
Town Police Departments  
Virginia State Police  
Virginia Cooperative Extension  
Virginia National Guard  
Virginia Department of Transportation  
Virginia Department of Forestry

#### Private Non-profit Organizations:

Red Cross  
Amateur Radio Emergency Services

#### Private Industry:

Shenandoah Memorial Hospital  
Shenandoah Valley Electric Cooperative  
Dominion Virginia Power  
Shentel  
Washington Gas

## Introduction

### Purpose:

The Damage Assessment Support Annex describes the coordinating processes used to ensure the timely and accurate assessment and reporting of damages in Shenandoah County after an emergency or disaster. It provides procedures to estimate the nature and extent of the damage and outlines details of the damage assessment processes required by the Commonwealth for determination of the need to request a Presidential Disaster Declaration as outlined in the Stafford Act.

### Scope:

Damage assessment activities are an evaluation (in dollars) of the estimated cost for damages or loss to agriculture, infrastructure, and real property (City/County, state and private). This annex covers a broad scope of responsibilities, assignments and standard forms to be used in the overall process; it is applicable to departments and agencies that are assisting with the post-event damage assessment as coordinated by the Shenandoah County Emergency Management. This document will address general situations with no consideration given for special incident scenarios.

### Definitions:

Initial Damage Assessment (IDA): Independent Shenandoah County review and documentation of the impact and magnitude of a disaster on individuals, families, businesses, and public property. This report is due into the Virginia Emergency Operations Center in the required format (see Tab 1) within 72 hours of disaster impact. The Governor will use this information to determine if a Preliminary Damage Assessment needs to be requested from FEMA in response to outstanding needs.

Preliminary Damage Assessment (PDA): A joint venture between FEMA, State and local government to document the impact and magnitude of the disaster on individuals, families, businesses, and public property. The Governor will use the information gathered during the PDA process to determine whether Federal assistance should be requested.

EOC: Emergency Operation Center

ICS/NIMS: Incident Command System/National Incident Management System

ESF: Emergency Support Function (report numbers found on VDEM website)

### Situation:

Following any significant disaster/emergency, a multitude of independent damage assessment activities will be conducted by a variety of organizations including American Red Cross, insurance companies, utility companies, and others. Outside of these assessments, a series of local, state and federal damage assessment activities will be conducted.

During the recovery phase of a disaster, the County will conduct a systematic analysis of the nature of the damage to public and private property, which estimates the extent of damage based upon actual observation and inspection. Damage assessment will be performed on an urgent basis to provide an initial estimate of damage. A damage estimate of public and private property is required for the County to determine actions needed, the establishment of properties, and the allocation of local government resources, and what, if any, outside assistance will be required.

Based upon the local damage assessment reports, the Governor may request a Presidential declaration of a “major disaster”, “major emergency”, or a specific federal agency disaster declaration (Small Business Administration, Department of Agriculture, Corps of Engineers, etc.) to augment state/local/private disaster relief efforts. The President, under a “major emergency” declaration may authorize the utilization of any federal equipment, personnel and other resources. The President under a “major disaster” declaration may authorize two basic types of disaster relief assistance:

1. Individual Assistance (IA)
  - a. Temporary housing;
  - b. Individual and family grants (IFG);
  - c. Disaster unemployment assistance;
  - d. Disaster loans to individuals, businesses and farmers;
  - e. Agricultural assistance;
  - f. Legal services to low-income families and individuals;
  - g. Consumer counseling and assistance in obtaining insurance benefits;
  - h. Social security assistance;
  - i. Veteran’s assistance; and
  - j. Casualty loss tax assistance.
  
2. Public Assistance (PA)
  - a. Debris removal;
  - b. Emergency protective measures; and
  - c. Permanent work to repair, restore or replace road systems, public buildings and equipment, public utilities, public recreational facilities, etc.

### Assumptions:

- Fast and accurate damage assessment is vital to effective disaster responses;
- Damage will be assessed by pre-arranged teams of local resource personnel;
- If promptly implemented, this plan can expedite relief and assistance for those adversely affected;
- A catastrophic emergency will require the expenditure of large sums of local funds. Financial operations will be carried out under compressed schedules and intense political pressures, which will require expeditious responses that meet sound financial management and accountability requirements;
- Damage to utility systems and to the communications systems will hamper the recovery process;
- A major disaster affecting the County could result in the severance of a main transportation artery resulting in a significant alteration of lifestyle in the community.

### Policies:

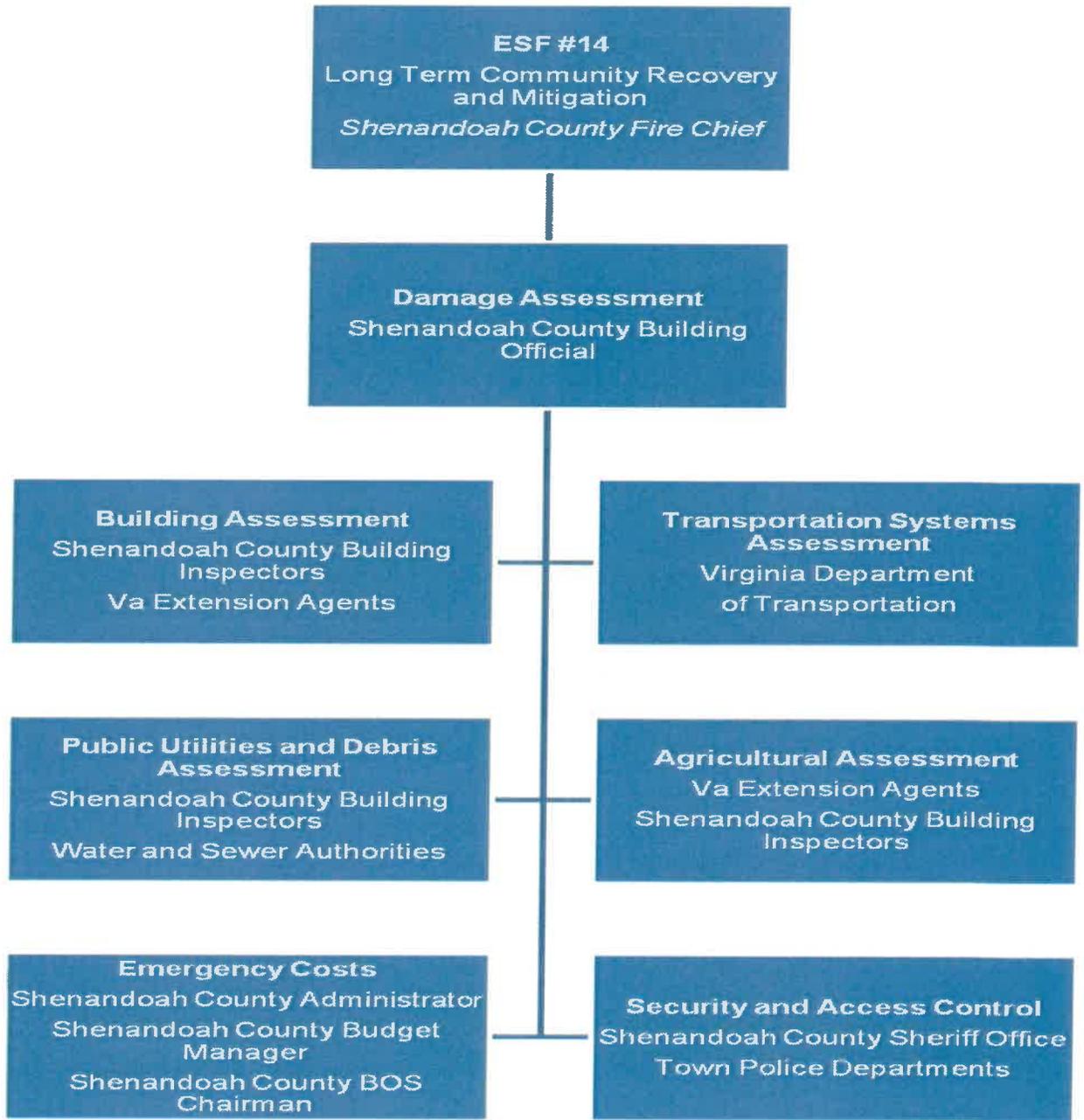
- The Initial Damage Assessment (IDA) results will be reported to the Virginia EOC within 72 hours of the incident (WebEOC –primary; Fax or Call – secondary);
- At the Incident Commander’s request, the first priority for damage assessment may be to assess County structural/infrastructure damage;
- A Federal/State supported Preliminary Damage Assessment will be conducted in coordination with County to verify IDA results and determine long-term needs. This data will be used to determine the need for a Presidential Disaster Declaration;
- An estimate of expenditures and obligated expenditures will be submitted to both the County and the VEOC before a Presidential Disaster declaration is requested;
- Additional reports will be required when requested by the Emergency Management Director or Emergency Manager depending on the type and magnitude of the incident;
- Supplies, equipment and transportation organic to each organization will be utilized by that organization in the accomplishment of its assigned responsibility or mission;

- Additional supplies, equipment and transportation essential to the continued operation of each organization will be requested through ESF 7 (Resource Support) in the EOC;
- The approval to expend funds for response and recovery operations will be given by the department head from each agency or department involved in recovery operations. Each agency or department should designate a responsible person to ensure that actions taken and costs incurred are consistent with identified missions.

## Concept of Operations

### Organization:

The ultimate responsibility of damage assessment lies with the local governing authority. The County Emergency Manager or his/her designee will be responsible for damage assessments, collection of the data and preparation of necessary reports through the functions of ESF 14, Long Term Community Recovery and Mitigation. Damage assessments will be conducted by qualified, trained local teams under the supervision of the Shenandoah County Building Official. The damage assessment teams will be supported by multiple agencies from the County. If the nature of the incident is such that local resources are incapable of assessing the damage, state assistance will be requested through normal resource request procedures to the VEOC.



Additional ESFs may need to be utilized to enhance the results of the evacuation such as ESF 7 (Resource Management), ESF 5 (Emergency Management) and ESF 11 (Agriculture and Natural Services). If the incident involves chemicals or radiation that may cause contamination of damage area, ESF 8 (Health and Medical) and ESF10 (Oil and Hazardous Materials) may also be needed. The primary ESFs as listed will utilize their full ESF specific annex and any supporting agencies and ESFs to implement their portion of the damage assessment.

## Responsibilities:

1. Shenandoah County Building Official
  - a. Assemble the appropriate team and develop damage assessment plans, policies and procedures;
  - b. Maintain a list of critical facilities that will require immediate repair if damaged;
  - c. Appoint a representative to be located within the EOC to direct damage assessment operations to include operation of the teams, collecting data, and developing accurate and appropriate reports for the County Emergency Manager;
  - d. Solicit cooperation from companies and local representatives of support agencies to serve as member of damage assessment teams;
  - e. Conduct damage assessment training programs for the teams;
  - f. Coordinate disaster teams conducting field surveys;
  - g. Collect and compile incoming damage reports from teams in the field, from other operations directors, and outside agencies, systems and companies;
  - h. Using existing policies and procedures, determine the state of damaged buildings and place notification/placards as needed;
  - i. Using existing policies and procedures, facilitate the issuance of building permits and for the review and inspection of the site-related and construction plans submitted for the rebuilding/restoration of buildings;
  - j. Assist in the establishment of the sequence of repairs and priorities for the restoration of affected areas;
  - k. Correlate and consolidate all expenditures for damage assessment to the Department of Finance;
  - l. Ensure that there will be an escort available for any State or Federal damage assessments and prepare an area map with the damage sites prior to their arrival.
2. Town/County Department of Public Works
  - a. Designate representatives to serve as members of damage assessment teams;
  - b. Participate in damage assessment training;
  - c. Collect and compile damage data regarding public utilities, and provide to the Shenandoah County Department of Community Development within the EOC;
  - d. Participate as requested in Initial Damage Assessment field reviews and escorting for State and Local damage assessments.
3. Virginia Department of Transportation
  - a. Designate representatives to serve as members of damage assessment teams;
  - b. Participate in damage assessment training;
  - c. Collect and compile damage data regarding public and private transportation resources, and provide to Shenandoah County Department of Community Development within the EOC;
  - d. Participate as requested in Initial Damage Assessment field reviews and escorting for State and Local damage assessments.
4. VA Extension Office
  - a. Designate representatives to serve as members of damage assessment teams;
  - b. Participate in damage assessment training;
  - c. Collect and compile damage data regarding public and private agricultural resources, and provide to

Shenandoah County Department of Community Development within the EOC;

- d. Participate as requested in Initial Damage Assessment field reviews and escorting for State and Local damage assessments.
5. Shenandoah County Sheriff Office/ Town Police Departments
  - a. Provide security for ingress and egress of the damaged area(s) post-event;
  - b. Provide access and security for damage assessment activities with the Towns/County.
6. Shenandoah County Budget Manager
  - a. Collect, report and maintain estimates of expenditures and obligations required for response and recovery activities;
  - b. Maintain accurate records of funds, materials and man-hours expended as a direct result of the incident;
  - c. Report these estimates and obligations to the Fire Chief for inclusion into the appropriate Public Assistance IDA categories.
7. Shenandoah County Emergency Management
  - a. Overall direction and control of damage assessment for the County;
  - b. Reporting of damages to the Virginia EOC within 72 hours of the incident in the appropriate Initial DamageAssessment format;
  - c. Ensuring appropriate and adequate public information and education regarding the damage assessment process.

## Action Checklist

### Mitigation/Prevention:

1. Develop public awareness programs from building codes, ordinances and the National Flood Insurance Program;
2. Develop a damage assessment training program;
3. Develop damage assessment plans, procedures and guidance;
4. Designate representatives to lead damage assessment activities within the EOC;
5. Designate damage assessment team members.

### Preparedness:

1. Identify resources to support and assist with damage assessment activities;
2. Train personnel in damage assessment techniques;
3. Review plans, procedures and guidance for damage assessments, damage reporting and accounting;
4. List all critical facilities and all local buildings requiring priority restoration.

### Response:

1. Activate the damage assessment staff in the EOC;
2. Organize and deploy damage assessment teams or team escorts as necessary;
3. Organize collection of data and record keeping at the onset of the event;
4. Document all emergency work performed by local resources to include appropriate photographs;
5. Compile and disseminate all damage reports for appropriate agencies;
6. Determine the state of damaged buildings and place notification/placards as needed;
7. Inform officials of hazardous facilities, bridges, road, etc.

## Recovery:

1. Continue damage assessment surveys as needed;
2. Advise on priority repairs and unsafe structures;
3. Facilitate the issuance of building permits and for the review and inspection of the site-related and construction plans submitted for the rebuilding/restoration of buildings;
4. Monitor restoration activities;
5. Complete an event review with all responding parties;
6. Review damage assessment plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
7. Review building codes and land use regulations for possible improvements;
8. Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
9. Assist the Shenandoah County Budget Manager in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures.

## Administration and Logistics

### Administration:

Basic administrative and accountability procedures for any damage assessment activities will be followed as required by County, state and federal regulations. As with any disaster or incident response, the ICS/NIMS will be used to organize and coordinate response activity. (Reference: Financial Management Support Annex)

### Logistics:

If supplies, materials, and equipment are required, records will be maintained in accordance to county, state and federal reporting requirements. All procurement processes will also follow appropriate county procurement policies and regulations, and state and federal policies and regulations as necessary.

### Public Information:

The Public Information Officer will:

1. Ensure prior coordination with appropriate damage assessment coordination ESFs to provide periodic spot announcements to the public on pertinent aspects of the assessments; and
2. Ensure availability of the media in the event an emergency requiring evacuation arises.

### Direction and Control

1. All damage assessment activities will be coordinated through the EOC and employ the ICS/NIMS. Small scale or immediate need evacuations may be coordinated on-site as necessary. These on-site coordinated evacuations will also employ the ICS/NIMS.
2. The EOC is responsible for providing support and resources to the incident commander.
3. The Emergency Manager will assist the senior elected official in the EOC and coordinate with the PIO. The Emergency Manager and PIO will have at least one assistant to support 24-hour operations and act in the absence of the primary.
4. In the event an incident is suspected or determined to be a terrorist event, a Joint Operations Center will be established to coordinate Federal and State support. A separate Joint Information Center will provide media

interface.

### **Plan Development and Maintenance**

This plan should be reviewed annually in its entirety for any needed updates, revisions, or additions. It is the responsibility of the Shenandoah County Community Development, as the lead agency for this plan, to ensure that this is completed. This plan should also be reviewed after every incident in which it is activated to reflect any needed updates, revisions or additions that were found within that response effort.

**Tab 1 to Damage Assessment Annex**  
**Damage Assessment Team Assignments**

The Building Official from the Department of Community Development will report to the EOC when activated by the Emergency Manager. Damage assessment teams will be assembled and instructions provided relative to the emergency. Team leaders will be designated to compile information for situation and damage assessment reports. Permit and administrative staff from the building inspection office will assist the Building Official with clerical and communication support.

**I. PRIVATE PROPERTY**

Category A – Residential/Personal Property

Houses, manufactured homes, apartments, duplexes (identify number of families and units affected) –  
Include estimate for structures, private bridges, fencing and vehicles/boats.

Team A  
Team B

Category B – Business and Industry

Industrial plants and businesses (facilities, equipment, materials, commercial vehicles).

Team A  
Team B

Category C – Agriculture

Include estimate of all damage to houses, manufactured homes, farm buildings.

Team A  
Team B

## II. PUBLIC PROPERTY

### Category A – Protective Measures

#### 1. Life and safety (all public safety report costs)

Team A

Team B

### Category B – Road Systems

Damage to roads and streets, bridges, culverts, sidewalks, traffic control systems.

Team A

Team B

### Category C – Public Buildings

Damage to building.

Team A

Team B

## LOCAL GOVERNMENT DAMAGE ASSESSMENT TELEPHONE REPORT

<b>1. CALLER NAME</b>			<b>2. PROPERTY ADDRESS (include apt. no; zip code)</b>	
<b>3. TELEPHONE NUMBER</b>			<b>4. TYPE OF PROPERTY</b>	<b>5. OWNERSHIP</b>
Home	Work	Cell	<input type="checkbox"/> Single Family <input type="checkbox"/> Multi-Family (usually Apts.) <input type="checkbox"/> Business <input type="checkbox"/> Check here if residence is a vacation home—not a primary residence	<input type="checkbox"/> Own <input type="checkbox"/> Rent <input type="checkbox"/> Lease (business only)
Best time to call	Best number to use			
<b>6. CONSTRUCTION TYPE</b>				
<input type="checkbox"/> Masonry <input type="checkbox"/> Wood Frame <input type="checkbox"/> Mobile Home <input type="checkbox"/> Manufactured <input type="checkbox"/> Other				
<b>7. TYPE OF INSURANCE</b>				
<input type="checkbox"/> Property <input type="checkbox"/> Sewer Back-up <input type="checkbox"/> Flood (Structure) <input type="checkbox"/> Flood (Contents) <input type="checkbox"/> Wind/Hurricane <input type="checkbox"/> None				
<b>8. DAMAGES (Check all that apply)</b>				
HVAC <input type="checkbox"/> Yes <input type="checkbox"/> No   Water Heater <input type="checkbox"/> Yes <input type="checkbox"/> No   Electricity <input type="checkbox"/> On <input type="checkbox"/> Off   Natural Gas <input type="checkbox"/> On <input type="checkbox"/> Off Roof Intact <input type="checkbox"/> Yes <input type="checkbox"/> No   Foundation <input type="checkbox"/> Yes <input type="checkbox"/> No   Windows <input type="checkbox"/> Yes <input type="checkbox"/> No   Sewer <input type="checkbox"/> OK <input type="checkbox"/> Not OK Major Appliances <input type="checkbox"/> Yes <input type="checkbox"/> No   Basement Flooding <input type="checkbox"/> Yes - Depth ___ Feet   Furnace <input type="checkbox"/> Yes <input type="checkbox"/> No				
<b>9. SOURCE OF DAMAGES</b>				
<input type="checkbox"/> Sewer back-up <input type="checkbox"/> Primarily Flood <input type="checkbox"/> Wind/Wind driven rain <input type="checkbox"/> Tornado Other <input type="checkbox"/> _____				
<b>10. Based on the damages reported, the property is currently</b> <input type="checkbox"/> Habitable <input type="checkbox"/> Uninhabitable				
<b>11. CALLER'S ESTIMATE OF DAMAGES</b>				
REPAIRS	CONTENTS		TOTAL	
\$	\$		\$	
<b>12. COMMENTS</b>				
<b>12. CALL TAKER</b>			<b>13. DATE &amp; TIME REPORT TAKEN</b>	



MEMORANDUM OF UNDERSTANDING  
Between the  
TOWN OF STRASBURG, COUNTY OF SHENANDOAH and  
HOLTZMAN MASON PROPERTY, LLC  
Regarding  
WATER AND SANITARY SEWER SERVICE TO HOLTZMAN MASON PROPERTY, LLC

I. PURPOSE

The parties to this Memorandum of Understanding, the Town of Strasburg, a Virginia municipal corporation (the "Town"), County of Shenandoah, a Virginia municipal corporation (the "County") and Holtzman Mason Property, LLC, a Virginia limited liability company (the "Company"), hereby memorialize their general agreement to enable the Company to receive public water and sanitary sewer service at the Property, as defined below.

II. AGREEMENT

- A. On or about June 9, 1998, the Town and County entered into an Agreement providing for the expansion of infrastructure into an area designated as the North Shenandoah Industrial Park ("Industrial Park"), a copy of which is attached hereto as Exhibit A ("Town/County Agreement").
- B. The Company is the owner of a certain parcel of land containing approximately 43 acres that is located just outside of the area designated for the Industrial Park, identified as Tax Map 016-A-125D and located on the Corner of Interstate 81 and Route 55 (the "Property"). To facilitate, in part, the agreement between the Town and County, the County entered into an agreement with the Company for the installation of a certain water tank on the lands of the Company, and for the ability to install certain water and sewer lines in the culvert or sleeve located under I81 that was owned by the Company. The specifics of the full agreement are set forth in the attached Exhibit B ("County/Company Agreement").
- C. In accordance with the terms of the Town/County Agreement, the County did submit a notice to the Town selecting property owning entities as participants in the development of the Industrial Park. The letter identified that the County intended to designate utility service to the Property from the capacity that was otherwise designated for service to the Industrial Park, a copy of the letter is attached hereto as Exhibit C.
- D. Because of the passage of time and uncertainty surrounding the intent of the Town and County regarding how such service was to be designated to the Company, yet recognizing that the Company did fulfill its obligations under the terms of the Agreements identified herein, the Town and County do desire to ensure that the Company is able to connect to Town infrastructure to receive water and sanitary sewer service.
- E. The Company is currently in the process of developing the Property and does desire to connect to the Town infrastructure for the purpose of receiving water and sanitary sewer service.

- F. The County and Town agree that to honor the intent of the Agreement and permit the connection to Town water and sewer, a friendly boundary line adjustment bringing the parcel into Town jurisdictional limits is appropriate.
- G. The County and Town shall collaborate to perform all steps and take such action as necessary to amend the jurisdictional boundaries between the Town and County such that the Property becomes part of the jurisdictional limits of the Town.
- H. It is not the intention of the parties that the Company will be obligated to increase the capacity of the Town water or sewer systems to serve the Property.
- I. The Town, County and Company all agree to work collaboratively towards the boundary line adjustment in order to bring the Property within the Town jurisdictional boundary and to ensure proper zoning is consistent with the proposed development of the Property.
- J. The Company agrees not to submit a Site or Subdivision Plan for County approval unless the Site or Subdivision Plan has first been approved by the Town under existing Town regulations. This will not prohibit the Company from filing for Rezoning applications, Special Use Permit applications or Comprehensive Plan amendment applications to the County.
- K. If the County and Town have been unable to complete the boundary line adjustment within nine (9) months from the execution of this Memorandum, then the Town shall permit the connection to the Town water and sewer upon request of the Company on an interim basis. Such service shall be billed at the Town's out-of-Town rates and shall be subject to out-of-Town fees and charges. If any Water or Sewer Laterals are required to complete the connection, Company shall be solely responsible for the cost of such laterals. Upon the Property being included within the jurisdictional boundary of the Town, the Town shall impose the standard in-town water and sewer service rates, fees and charges to Company. In the event the Property is not brought within the Town jurisdictional boundary within two (2) year from the date of execution of this Memorandum, such commitment to provide water and sewer service to the Property shall terminate. This limitation period may be extended upon express written agreement of the parties hereto.
- L. Nothing in this Agreement shall be construed to permit the extension of Town utility services, or to require the provision of utility services by the Town, beyond the boundaries of the Property unless such later extension or provision is approved by the Town.
- M. This Memorandum of Understanding may be executed in three (3) or more counterparts, each of which shall be deemed an original, but all of which together shall constitute one

and the same document. Signatures transmitted by facsimile or other digital means shall be deemed original signatures.

III. AUTHORITY TO EXECUTE

This Memorandum of Understanding has been approved by the Company, the Town Council for the Town of Strasburg, Virginia, the Board of Supervisors for the County of Shenandoah, Virginia, and the undersigned individuals are hereby authorized and directed to execute this Memorandum of Understanding on behalf of and so bind their respective governing, administrative or corporate body, and by this signature do hereby acknowledge and agree to abide by its terms and to act in good faith to follow the intent hereof.

Given under my hand this 11<sup>th</sup> day of February, 2026 on behalf of the Town of Strasburg, Virginia.

  
\_\_\_\_\_  
Mellanie Shipe, Acting Town Manager

COMMONWEALTH OF VIRGINIA  
COUNTY OF SHENANDOAH, to wit:

The foregoing instrument was acknowledged before me this 11<sup>th</sup> day of February, 2026, by Mellanie Shipe, Acting Town Manager for the Town of Strasburg, Virginia.

  
\_\_\_\_\_  
Notary Public 7072713  
My Comm. Exps. 4/30, 2026



Approved as to form:

\_\_\_\_\_  
Michael W. Helm, Esq.  
Counsel for Town of Strasburg, VA

Given under my hand this \_\_\_\_ day of \_\_\_\_\_, 2026 on behalf of the County of Shenandoah, Virginia.

\_\_\_\_\_  
Evan Vass, County Administrator

COMMONWEALTH OF VIRGINIA  
COUNTY OF SHENANDOAH, to wit:

The foregoing instrument was acknowledged before me this \_\_\_\_ day of \_\_\_\_\_, 2026, by Evan Vass, County Administrator for Shenandoah County, Virginia.

Approved as to form:

\_\_\_\_\_  
Jordan Bowman, Esq.  
Counsel for Shenandoah County, VA

Given under my hand this \_\_\_\_ day of \_\_\_\_\_, 2026 on behalf of Holtzman Mason Property, LLC.

\_\_\_\_\_  
William B. Holtzman, Manager

COMMONWEALTH OF VIRGINIA  
COUNTY OF SHENANDOAH, to wit:

The foregoing instrument was acknowledged before me this \_\_\_\_ day of \_\_\_\_\_, 2026, by William Holtzman, Member/Manager for Holtzman Mason Property, LLC.

Approved as to form:

\_\_\_\_\_  
Todd Rhea, Esq.  
Counsel for Holtzman Mason Property, LLC

Agreement  
Town of Strasburg and County of Shenandoah

The Town of Strasburg (Town) is interested in expanding its water and sewer service area into an area located north and west of the Town. The Town is interested in this expansion if all infrastructure can be provided by others and the future users pay out of Town rates as long as they are out of Town. The excess income generated from this expansion is to be used to improve, update and expand the Town's Utility System serving the Town and the expansion area.

The County of Shenandoah (County) is interested in promoting and developing an industrial park in the same expansion area mentioned above. The County plan is to use "purchase options" for land to justify capital expenditures to serve the area with water and sewer. Sale of the land to industrial users would generate revenues there by allowing the County to recover its capital expenditures.

Terms used in this agreement are defined as follows:

- "Park" Refers to the North Shenandoah Industrial Park. The Park will include all lands which the private land owners within the Park assign an option to the County to sell such land at fixed price per acre. The Town requires all such option areas to be reasonably described and owners identified prior to a date established by this agreement.
- "Industrial User" Is any party that purchases land within the Park.

For the reasons stated above the Town and County hereby agree as follows:

- The County shall provide to the Town an approximate but specific boundary of the Park and an unchanging list of option partners by June 30, 1998.
- The County shall provide to the Town water rights within the Park at mutually approved well site(s).
- The County shall encourage development of ground water sources to Town specifications for use by industry and the Town. Said development shall be dedicated to and owned by the Town.
- The County shall design the water and sewer infrastructure for the Park to Town specifications and will bid and approve construction contracts. After construction the infrastructure will become the property of the Town. All of this shall be done at no expense to the Town.
- The County shall build a ground water storage tank of two million gallons as part of the water and sewer infrastructure. After construction the water storage tank shall become the property of the Town.
- The County shall build a booster pump on the Town's existing water system to elevate pressure necessary to serve the Park and adjacent area. System to provide routine backflow into the current Town water system for normal domestic peak demand and for fire flow events in Town. The booster pump shall become the property of the Town.

- The County shall work with the Town to develop a plan of action to fund the expansion of the Town's water treatment plant or wastewater treatment plant in the event said plant(s) exceed 80% of their permitted capacities, based on the three (3) month rolling average.
- The County shall cease sale of land for industrial use in the Park, in the event the Town's water treatment or wastewater treatment plant(s) exceed 90% of their permitted capacities based on the three (3) month rolling average.
- The County shall participate in funding the expansion of said plants as discussed above at a level equal to the percentage of water/sewer capacity allocated to the Park in relation to the overall usage by the Town. ( Example, Park allocation is 100,000 gallons per day, overall usage by the Town is 1,000,000 gallons per day -- County contribution is derived to be 10%. The County would be obligated to pay 10% of the cost to expand the facility.)
- The County shall make available to the Town \$300,000 for in Town water and/or sewer system improvements if and when the County is successful in obtaining a CDBG Grant for industrial development or any other grant similar in purpose and dollar amount as the CDBG Grant.
- The Town shall provide 100,000 gallons per day of water and sewer capacity to the County to be used in the area identified as the Park.
- The Town shall accept ownership of the water and sewer system in the Park as provided by the County.
- The Town shall collect and retain all availability fees and user charges generated by industrial users of the water and sewer system in the Park.
- The Town shall charge industrial users of the water and sewer system in the Park based on the usual and customary rates for out of Town users. Availability fees are: In Town rates plus 50% and user charges are: In Town rates plus 40%.
- The Town shall provide water service for potable use within the Park from well(s) developed by others at in town rates (both availability and user fees).
- The Town shall charge industrial users using non-potable water sources in the Park, where there is no discharge into the Town's sanitary sewer system, one/half the usual and customary rate for in town water users.
- The Town shall provide reasonable comments and timely approval to the County's plans for the Park. Shall assist the County in preparation of a master plan for the Park.
- The Town shall provide inspection for infrastructure construction paid for by the County.
- The Town shall provide the Park with a moratorium on annexation for a period of 15 years from the date of this agreement.

This agreement shall be in full force and effect for a period of 15 years as agreed to in the above stated annexation moratorium. Thereafter, this agreement shall be in full force and effect until such time as the Town exercises its right to annex the area identified as the Park.

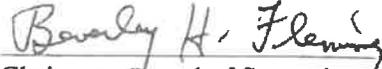
This agreement constitutes the entire understanding between the Town and the County and no prior written or oral understanding shall be binding; this agreement may be amended only by written agreement between the Town and the County . In all matters requiring consent no party to the agreement shall withhold such consent unreasonably.

In Witness Whereof, the Town and the County have caused this writing to be executed by the Chairman of the Board of Supervisors of Shenandoah County and the Mayor of the Town of Strasburg, as authorized by their respective governing bodies. .

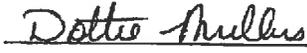
Attest:

  
Clerk

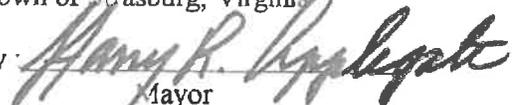
County of Shenandoah, Virginia

By:   
Chairman, Board of Supervisors

Attest:

  
Clerk

Town of Strasburg, Virginia

By:   
Mayor

Date: June 9, 1998



# County of Shenandoah

## BOARD OF SUPERVISORS

DISTRICT 1 - ANDREW L. DAWSON 540-740-8007  
DISTRICT 2 - BEVERLEY H. FLEMING 540-477-2181  
DISTRICT 3 - GILBERT DAVIDSON 540-984-4431  
DISTRICT 4 - BARRY D. MURPHY 540-459-8484  
DISTRICT 5 - DENNIS MORRIS 540-436-9149  
DISTRICT 6 - DAVID A. NELSON 540-465-8396

P.O. BOX 488  
WOODSTOCK, VA 22664



## OFFICE OF COUNTY ADMINISTRATION

VINCENT E. POLING  
COUNTY ADMINISTRATOR

MARY T. PRICE  
ASSISTANT COUNTY ADMINISTRATOR

540-459-6165 • FAX 540-459-6168  
Email: [Shenco@shentel.net](mailto:Shenco@shentel.net)  
Website: <http://co.shenandoah.va.us>

Mr. and Mrs. George P. Mason  
722 Ash Street  
Strasburg, VA 22657

William B. Holtzman  
PO Box 8  
Mt. Jackson, VA 22842

Dear Mr. and Mrs. Mason and Mr. Holtzman,

This is to confirm that your proportionate share of the cost to extend water and sewer service to the North Shenandoah Industrial Park area is \$104,346.00. This is the same amount as set forth in the March 1998 Agreement between you and the County. As you recall the full amount was \$164,346.00; however, the County agreed to give you a \$60,000.00 credit for use of the 24 inch casing under I-81 which reduces your share to \$104,346.00.

Should you have questions please contact me.

Sincerely,

Vincent E. Poling  
County Administrator

# County of Shenandoah

## BOARD OF SUPERVISORS

DISTRICT 1 - ANDREW L. DAWSON 540-740-8007  
DISTRICT 2 - BEVERLEY H. FLEMING 540-477-2181  
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DISTRICT 6 - DAVID A. NELSON 540-465-8396

P.O. BOX 488  
WOODSTOCK, VA 22664



## OFFICE OF COUNTY ADMINISTRATION

VINCENT E. POLING  
COUNTY ADMINISTRATOR

MARY T. PRICE  
ASSISTANT COUNTY ADMINISTRATOR

540-459-6165 • FAX 540-459-6168  
Email: [Shenco@shentel.net](mailto:Shenco@shentel.net)  
Website: <http://co.shenandoah.va.us>

May 17, 1999

Mr. George Mason  
Mr. Bill Holtzman

Gentlemen,

This letter will summarize our understanding regarding your participation in the funding of the North Strasburg Sewer and Water System.

The agreements signed with property owners essentially provide for the County to fund the extension of water and sewer service to a point on each property involved. In return the property owner either provided an option of at least half of the property or, as in your case where the option is not required, the property owner pays a pro rata share. The pro rata share is defined as the dollar amount per acre computed by dividing the actual cost of utilities by the benefitted acreage. The actual estimated cost as of this writing is \$1,768,657. The benefitted acreage is 384 acres. The cost per acre is approximately \$4,606 per acre.

An essential part of the system is the crossing of I-81 to access the water tank site. You had previously performed this work and the 24" casing is being used at no cost to the system. In return for this, the County agreed to "credit" your account balance by the amount of your installation costs. We understand that you paid about \$60,000 and this amount will be applied to reduce your pro rata share.

I trust this answers your question.

Sincerely,

Vincent E. Poling  
County Administrator

## *Shenandoah County Economic Development Partnership*

---

January 13, 1998

Mr. Hubert Martin  
Strasburg Developers  
104 Crawford Street  
Strasburg, Virginia 22657

**Re: North Shenandoah Industrial Park Partnership**

Dear Mr. Martin:

It is a pleasure to work with you in partnership towards the development of the North Shenandoah Industrial Park. In accordance with previous meetings the Shenandoah County Economic Development Partnership (SCEDP) decided to proceed to the next level of development requiring property owner commitments. It is necessary to receive commitments from the property owners as a first step in drafting a concrete agreement between the Town and County regarding the development of the North Shenandoah Industrial Park.

The attached agreement has been drafted from information generated in the various meetings during 1997. The plan is to:

- 1) Forge agreements with the Town providing for adequate utility service.
- 2) Provide a master plan consolidating portions of several parcels of land generally as per the attached drawings.
- 3) Market the industrial sites thus created.
- 4) Provide funding and/or resources as necessary to make this plan a reality.
- 5) Work with the State of Virginia in providing access roadways.
- 6) Provide an earnest search for other grant funding that may improve the marketability of this project.

In return the property owners must provide the County with the adequate land at a reasonable price. The price negotiated is \$10,000 per acre and the land we need in general is shown by the attached plat. The attached agreement is to solidify this understanding. In addition, you must grant to the County cross easement agreements on your other lands adequate for roads and utilities to service the

industrial park and your other lands. These facilities will be at mutually agreeable locations.

If the above is acceptable, please acknowledge by executing the attached agreement. After commitments are received on all properties further discussions with the Town of Strasburg will begin. Should you have any questions in your review, please do not hesitate to call.

Sincerely,

Vincent E. Poling, Shenandoah County Administrator  
Acting Director, Shenandoah County Economic Development Partnership

VP:cls  
attachments

cc: Mr. Harry Applegate, Mayor, Town of Strasburg  
Mr. C. E. Maddox, Jr., Chairman, SCEDP



July 17, 2006

Mr. Kevin Fauber, Town Manager  
Town of Strasburg  
P.O. Box 351  
Strasburg, Virginia 22657

Re: Holtzman/Mason Property

Dear Kevin,

In the late 90's Shenandoah County with the Town of Strasburg's cooperation undertook a project to extend water and sewer utilities into an area north of the town limits designated as the "Golden Triangle". The purpose of this project was to promote the industrial and commercial development of public and private properties this area. The county partnered with private landowners in the Triangle to finance and construct the utility extensions. Mr. Holtzman and Mr. Mason were participants in this partnership. I have enclosed a copy of the agreement between Holtzman/Mason and Shenandoah County for your information.

The Holtzman/Mason property is commercial zoned and is situated on the west (north) side of Interstate 81 and is the apex of the Triangle. A portion of this parcel was donated for the site of the Rt. 55 water storage tank. Mr. Holtzman and Mr. Mason also provided the sleeve that was used to extend the water line and sewer line under I-81.

It is the desire of my clients to begin the development of their property and they are requesting permission to connect to the town's water and sewer utilities to serve this project. They are proposing to construct a business park that would initially include a convenience store with fuel sales. This would be followed in the future by other types of businesses that may include hotels, restaurants, offices and other clean businesses. They're proposing to construct an attractive business park that will be an asset to the community.

If you have any questions or need additional information regarding this request, do not hesitate to contact my clients or me.

Sincerely,  
Bushman Engineering, pc

David L. Bushman, P.E.

cc: Bill Holtzman  
George Mason

**BUSHMAN ENGINEERING, PC**  
12335 BACK ROAD, TOMS BROOK, VIRGINIA 22660  
PHONE: 540-436-8332 Fax: 540-436-9237 email: dbushman@shentel.net

This Agreement made and entered into this \_\_\_\_ day of March, 1998, by and between WILLIAM B. HOLTZMAN and GEORGE P. MASON, hereinafter referred to as Holtzman & Mason, the SHENANDOAH COUNTY ECONOMIC DEVELOPMENT PARTNERSHIP, hereinafter referred to as the EDP, and the INDUSTRIAL DEVELOPMENT AUTHORITY OF SHENANDOAH COUNTY, VIRGINIA, hereinafter referred to as the IDA.

WITNESSETH:

WHEREAS, Holtzman & Mason wish to have water and sewer service extended to their land ( hereinafter the "Property"), located on the west side of Interstate 81, said property containing 43 acres, more or less, and being the parcel designated on the 1997 tax maps of Shenandoah County, Virginia as Tax Map 16, Parcel 125D; and

WHEREAS, the EDP has agreed to use its best efforts to develop an industrial park to be known as North Shenandoah Industrial Park, as shown generally on the attached plat, and to extend water and sewer service to the Property.

NOW THEREFORE WITNESSETH: That for and in consideration of the sum of \$10.00 cash in hand, paid and further in consideration of the mutual covenant and conditions set forth herein, the parties agree and covenant as follows:

(1). The EDP agrees to use its best efforts to extend water and sewer service to the Property. Such extension shall be deemed completed when

such service is to a point on the west side of Interstate 81, said lines to be installed in the culvert or sleeve under I 81. Holtzman & Mason will assign to EDP and/or the IDA space in the sleeve for the purpose of installing and operating adequate water and sewer lines.

(2). Upon completion of the extension of water and sewer lines as called for in the preceding paragraph, Holtzman & Mason agree to:

(a) Pay to the EDP the sum of One Hundred Four Thousand Three Hundred Forty Six Dollars (\$104,346.00), as their proportionate share of the total cost of the extension of such utilities.

(b) Convey to the EDP and/or the IDA that certain tract of land shown on the attached plat, which said land shall be used by the EDP and/or the IDA as the site for a water tank to be used in conjunction with the industrial park on the opposite side of Interstate 81 from the Property.

(c) Convey to the EDP and/or the IDA easements over the Property along U. S. Route 55 and Interstate 81 only for water mains leading from the water tank mentioned in paragraph 1 to the sleeve or culvert also mentioned in said paragraph.

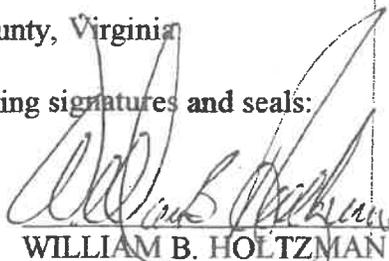
(3). Holtzman & Mason acknowledge that to carry out the intent of this agreement, they may be required to execute additional documents in the future, and they agree that in such events they will execute all such additional documents necessary to carry out the purposes of this agreement.

(4). The obligations of the EDP and the IDA are limited obligations, payable solely from the revenues and receipts derived by them from the sale of the Property. No covenant, condition, or agreement contained herein shall be deemed to be a covenant, agreement or obligation of any present or future director, member, officer, employee or agent of the EDP and/or the IDA in his individual capacity, and no such persons shall be personally liable.

(5). The parties acknowledge that this agreement shall be in the nature of a letter of intent and that a more complete legally binding agreement between and acceptable to all of the parties hereto shall be prepared and executed by the parties hereto within eighteen (18) months from the date hereof.

(6). The parties hereto agree that this agreement shall be binding upon and inure to the benefit of the respective heirs, executors, personal representatives, successors in interest, and assigns of the parties and that the agreement, or a memorandum thereof, may be recorded in the Clerk's Office of the Circuit Court of Shenandoah County, Virginia

Witness the following signatures and seals:

 (SEAL)  
WILLIAM B. HOLTZMAN

\_\_\_\_\_  
GEORGE P. MASON (SEAL)

SHENANDOAH COUNTY  
ECONOMIC DEVELOPMENT  
PARTNERSHIP

By \_\_\_\_\_ (SEAL)

INDUSTRIAL DEVELOPMENT  
AUTHORITY OF SHENANDOAH  
COUNTY, VIRGINIA

By \_\_\_\_\_ (SEAL)

STATE OF VIRGINIA AT LARGE

\_\_\_\_\_ OF \_\_\_\_\_, To-wit:

The foregoing instrument was acknowledged before me by ~~WILLIAM  
B. HOETZMAN~~ and GEORGE P. MASON.

Given under my hand this \_\_\_\_\_ day of \_\_\_\_\_, 1998.

My Commission expires \_\_\_\_\_.

\_\_\_\_\_  
Notary Public

STATE OF VIRGINIA AT LARGE

\_\_\_\_\_ OF \_\_\_\_\_, To-wit:

The foregoing instrument was acknowledged before me by  
\_\_\_\_\_, on behalf of SHENANDOAH COUNTY ECONOMIC  
DEVELOPMENT PARTNERSHIP.

Given under my hand this \_\_\_\_\_ day of \_\_\_\_\_, 1998.

My Commission expires \_\_\_\_\_.

\_\_\_\_\_  
Notary Public

STATE OF VIRGINIA AT LARGE

\_\_\_\_\_ OF \_\_\_\_\_, To-wit:

The foregoing instrument was acknowledged before me by

\_\_\_\_\_, on behalf of the INDUSTRIAL DEVELOPMENT  
AUTHORITY OF SHENANDOAH COUNTY, VIRGINIA.

Given under my hand this \_\_\_\_\_ day of \_\_\_\_\_, 1998.

My Commission expires \_\_\_\_\_.

\_\_\_\_\_  
Notary Public

C:\WPWIN60\WPDOCS\WPDOCS\MASONEDP.AGR

STATE OF VIRGINIA AT LARGE

County OF Shenandoah, To-wit:

The foregoing instrument was acknowledged before me WILLIAM

B. HOLTZMAN.

Given under my hand this 25 day of March, 1998.

My Commission expires June 30, 2000.

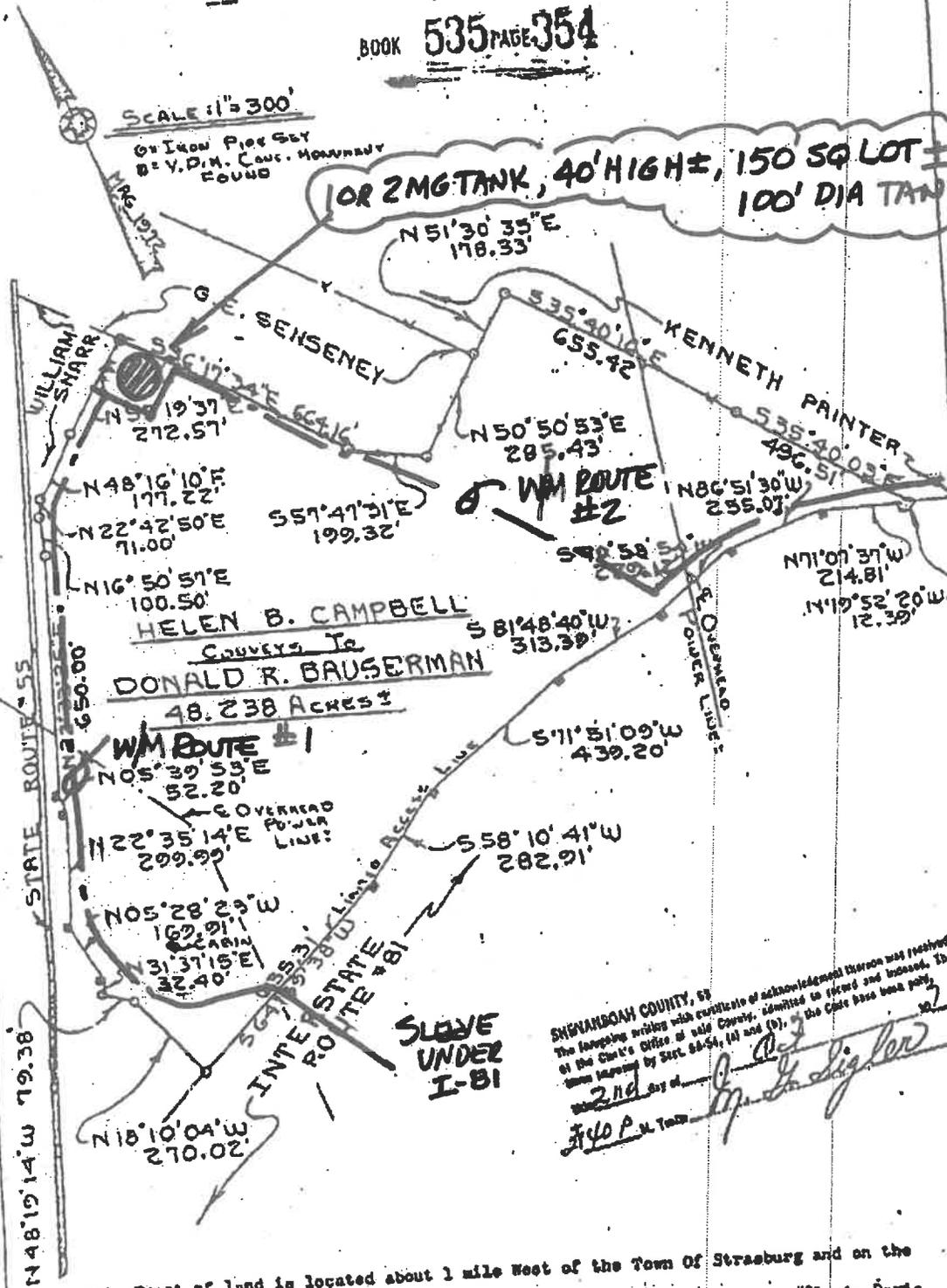
Margaret Bowman  
NOTARY PUBLIC

BOOK 535 PAGE 354

SCALE: 1" = 300'

On Iron Pipe Set  
B = V.P.M. CONC. MONUMENT  
FOUND

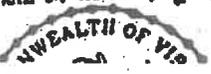
1 OR 2 MG TANK, 40' HIGH ±, 150 SQ LOT ±  
100' DIA TANK



SHENANDOAH COUNTY, VA  
 The foregoing articles with certificate of acknowledgment thereon was received  
 at the Clerk's Office of said County, admitted to record and indexed. The  
 same imposed by Sect. 64-54, (a) and (b), of the Code have been paid.  
 2nd day of \_\_\_\_\_ A.D. 1998  
 J. P. M. Tamm  
 Clerk

This tract of land is located about 1 mile West of the Town Of Strasburg and on the  
 East side of State Route #55, and on the North side of Interstate Route #81, in Davis  
 Magisterial District, Shenandoah County, Virginia.

Surveyed on December 18, 1972 by CARL J. RINKER, JR., Certified Land Surveyor.





# County of Shenandoah

Economic Development Office

**Richard (Rick) Moorefield**  
Director

Phone: 540-459-5522  
Fax: 540-459-4652



346 West Reservoir Road  
Post Office Box 802  
Woodstock, Virginia 22664  
<http://co.shenandoah.va.us>  
E-mail: [richardm@shentel.net](mailto:richardm@shentel.net)

June 30, 1998

MR. KEVIN FAUBER, TOWN MANAGER  
TOWN OF STRASBURG  
174 E. KING STREET  
POST OFFICE BOX 351  
STRASBURG, VIRGINIA 22657

SUBJECT: WATER & SEWER SERVICE AGREEMENT

Dear Mr. Fauber

Pursuant to the above referenced agreement dated June 9, 1998, this letter is official notice of the participating option partners and approximate boundary of the North Shenandoah Industrial Park as highlighted on the attached map. For the purpose of this agreement, it is Shenandoah County's desire to identify the following property owning entities as participants in the development of the North Shenandoah Industrial Park:

BLES SOUTH LIMITED PARTNERSHIP  
HOLTZMAN/MASON  
I-81/66 ASSOCIATES  
STRASBURG DEVELOPERS  
WINDCREST DEVELOPMENT, L. L. C.

Please note that the parcel identified by the dash line is a commercial tract that is outside the annexation area of Strasburg. However, this parcel is the site of the new water storage tank to be constructed and a site on which the owners have agreed to provide a cash payment of infrastructure cost to the County in lieu of an option agreement. The County intends to designate utility service to the parcel from the agreed upon capacity.

The parcel designated as Windcrest (C and C1) is to be included in the North Shenandoah Industrial Park upon the land being successfully rezoned to industrial usage. They will not be eligible for utility service or an option agreement with the County until this rezoning is successfully completed. We do desire this property to be included within the ultimate park boundary and are so notifying the Town of this intent.

EXHIBIT D

Town of Strasburg  
June 30, 1998  
Page 2

It is the belief of the Shenandoah County Board of Supervisors and members of the Shenandoah County Economic Development Partnership that the finalization of this agreement represents a significant achievement of benefit to our entire County. Please express our appreciation to all the representatives of the Town of Strasburg and the Sanitary Board for their time and effort spent in bringing this project toward fruition.

Respectfully submitted



Rick Moorefield

Attachment

Cc: Beverly Fleming  
Vince Poling  
Chuck Maddox  
Bles South Limited Partnership  
Holtzman-Mason  
I-81/66 Associates  
Strasburg Developers  
Windcrest Development, L. L. C.

EXHIBIT D





**MINUTES OF THE SHENANDOAH COUNTY BOARD OF SUPERVISORS  
MEETING: FEBRUARY 24, 2026, 7:00 PM**

The Board of Supervisors met in the Board Meeting Room, 600 North Main Street, Woodstock, Virginia, on February 24, 2026, at 7:00 p.m. The following members of the Board of Supervisors were in attendance: Chairman Tim Taylor, Supervisor David Ferguson, Vice Chairman Dennis Morris, Supervisor Steve Baker, Supervisor Mark Dotson, and Supervisor Kyle Gutshall.

Administrative Staff members in attendance: Mr. Evan Vass, County Administrator, Ms. Mandy Belyea, Deputy County Administrator, Ms. Amy Dill, Director of Finance, Mr. Jason Ham, County Attorney, and Ms. Allie Fauber, Administrative Assistant.

Chairman Taylor called the meeting to order at 7:00 p.m. and Supervisor Dotson introduced Pastor Bowers who led an invocation followed by the Pledge of Allegiance.

**APPROVAL OF THE AGENDA:**

Vice Chairman Morris made a motion, seconded by Supervisor Baker, to approve the agenda as presented. The motion was approved by a roll call vote as follows:

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>
<b>Mr. Morris</b>	<b>aye</b>	<b>Mr. Baker</b>	<b>aye</b>

**SPECIAL PRESENTATIONS:**

1. Presentation by Mather and Daly Architects concerning conceptual design(s) for Shenandoah County Fire and Rescue Training facility at Landfill Road.

Mr. Vass stated that this concept has spanned at least six fiscal years and started out as a storage building and has transitioned with a need for training due to increased staffing over time. He also noted that this is a training facility and not an active response station. Mr. Mather reviewed the existing site that is adjacent to the landfill and said it includes sheds, trailers, and a burn building. He said that the current training building is a double-wide that is in poor to fair condition and undersized for the department's needs. Mr. Mather summarized that all the buildings on site are aged and showed their conditions with photos. He provided a project scope chart that laid out what was needed and the corresponding square footage and used this data to estimate the total space needed. He said from that information they designed the site and shared a proposed site plan. Mr. Craig reviewed the process of how they came up with the design to include adequate parking lot space for large vehicles and maneuvering them, access to this lot, the burn building to remain accessible during construction, and apparatus and equipment storage. Vice Chairman Morris asked how they came up with the number of parking spaces in the lot and Mr. Craig said it was up to the fire and rescue departments needs when they have training days. Mr. Mather said they were told by the previous fire chief and the current that there was not enough storage space for the County's apparatus to keep it out of the weather. He stated that these are extremely expensive vehicles and the designed apparatus bay will help house them. He added that the apparatus bay is a pre-engineered building to help bring costs down. Mr. Mathers walked through the floor plan and stated that the apparatus bay will have doors on the front and back to drive through. Mr. Daly pointed out a secure lobby, main classrooms, breakout rooms, break areas, kitchen, gear storage, P.T. room,

lockers, and offices. Mr. Mather said that this is a result of what they were told was needed by fire and rescue and kept to their needs without overdoing anything to increase costs. Vice Chairman Morris asked about the square footage of the bay and the main area and Mr. Mather said the bay is 92 feet to hold three apparatus deep and is 80 feet wide. Mr. Daly showed the exterior of the building and the materials to be used. Supervisor Ferguson said that this facility would help with the Triplett Tech program and asked if it could potentially house a 24/7 Fire and EMS crew. He added that Edinburg's station is only two miles down the road and have requested additional career staff and making this into the main station could save them in costs. Mr. Mather said that some of the storage rooms could be converted into bunk rooms but that is not the main intention of the design. Mr. Vass said that there is also an additional cost with sprinkler systems and fire rated walls to make it habitable as a service building. Mr. Vass stated that an additional challenge is that this is not on a public water system. Supervisor Dotson mentioned that he toured the current facilities and suggested that a new building be open to public use as meeting space. Mr. Mather said that those purposes were not mentioned in the design but that by adding a security point, they could make it accessible for public use while maintaining the safety of the fire and rescue side.

2. Presentation by Kavin Kowis entitled "Community Opposition to the expansion of Simply Shenandoah Special Use Permit (SUP Amendment Request)."

Colonel Kowis stated that he wanted to take the perception of their concerns and narrow the gap between that and reality, and that there is a lot of conflicting information available through media and news sources. He said that he would present the scope of changes that he is seeing related to the roads, wells, land, safety, and infrastructure. He presented a map that included the Forest Colony homes and the Simply Shenandoah property. He added that Simply Shenandoah is located three miles from Turkey Run Road. Col. Kowis shared that their concerns included the project scale transformation, road infrastructure, water supply, and utility and safety. He said based upon the material he has gathered he is concerned that out of date data is being utilized and a 133% increase in density exceeds thresholds set in 2019. He stated that the surrounding roads are not built for the amount of traffic they can expect and that heavy construction vehicles will damage the roadways. Col. Kowis recommended putting a bond on the developer so that they will pay for road damages because there are currently no other funds to pay for roads repairs. He presented information on the local water supply and said he has concerns that this project will run all of the wells dry. He suggested a tier-3 hydrological study and related sewage impact studies. Col. Kowis added that this area is in a D1 drought and shared how a recent nearby burn on this property caused residents to have breathing problems. He explained that there were concerns about Shenandoah Valley Electric running power lines through their properties and recommended that this be reviewed. He presented data on the Star Tannery Fire and EMS and said that this project could triple the call volume. Col. Kowis requested a call to action to include a review of all impacts on residents, VDOT, public safety, review SVEC expansion plans before installments, require a bond on the developer for road maintenance, impact studies to replace ones done in 2019, prohibit large scale industrial burning, and mandate mulch in place or offsite disposal for all land clearing. Vice Chairman Morris asked where he obtained the information that was shared on the size of the project and Col. Kowis referred to a spreadsheet of references that he shared with the Board. Vice Chairman Morris commented that news source reports can be debatable and told Col. Kowis he did not contact the Planning and Zoning office to ask questions. He added that there are subject experts in that office that could have provided accurate information and suggested that by contacting the developer, a lot of questions could have been answered. Vice Chairman Morris said that the newsletter the Col. Kowis sent out to residents did not have accurate information and asked why he did not contact the

professionals involved with the project. He added that the developers were active in talking to the community during this process and were extremely transparent and open to suggestions. Col. Kowis said that the developer was not in the chain of command. Supervisor Taylor supported Vice Chairman Morris's suggestion to have a meeting with the parties involved. Vice Chairman Morris asked Col. Kowis if he would be willing to meet with the developer and Col. Kowis stated that developer is not in his chain of command and cannot make changes and promises to him since it is not in the developers' best interests. Vice Chairman Morris said that by talking to them and VDOT they can get information. Chairman Taylor agreed that by getting all of those involved, they could have a productive meeting. Vice Chairman Morris said that in the past, constituents have had good experiences by approaching this developer to voice concerns and work together and Col. Kowis reiterated that the developer cannot make a commitment to him and has no authority. Chairman Taylor thanked Col. Kowis for his presentation and said that Vice Chairman Morris would follow up.

**CONSIDERATION OF NON-ACTION ITEMS:**

*There were no Non-Action Items for the February 24, 2026, regular meeting.*

**PUBLIC COMMENT (OTHER THAN MATTERS FOR WHICH A PUBLIC HEARING HAS BEEN OR WILL BE HELD):**

Brad Skipper of Mt. Jackson said that he was there on behalf of the Shenandoah County Democratic Committee. He referenced the agenda item on Early Voting and Redistricting and said that he did not agree with it. He also said he would like the Second Amendment resolution to be rescinded.

Brad Pollack of Edinburg said that he visited the Simply Shenandoah location and commented on how nice the area was and that he appreciated the Board letting the neighbors speak. He also shared thoughts on the new Woodstock developments and impacts on water supply. He added that he supported both resolutions. He also mentioned that Sheriff Carter would allow citizens to use the Sheriff Office's shooting range located at the landfill property.

Bryan Gilkerson of Toms Brook stated that he did not agree with a recent video posted by Sheriff Carter interviewing the President of Liberty University's Turning Point USA chapter. He said that government officials should not promote these types of organizations. He also said that he supports the two resolutions being presented at the meeting.

**CONSIDERATION OF CONSENT AGENDA ITEMS:**

1. Consideration of meeting minutes of the February 10, 2026, regular meeting and January 23, 2026, budget work session.

Vice Chairman Morris made a motion, seconded by Supervisor Gutshall to approve the items as presented. The motion was approved by a roll call vote as follows:

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>
<b>Mr. Morris</b>	<b>aye</b>	<b>Mr. Baker</b>	<b>aye</b>

**PUBLIC HEARING(S):**

*There were no Public Hearings scheduled for the February 24, 2026, regular meeting.*

**OLD BUSINESS:**

*There were no Old Business matters presented for the February 24, 2026, regular meeting.*

**CONSIDERATION OF PLANNING COMMISSION ITEMS:**

*There were no Planning Commission items presented for the February 24, 2026, regular meeting.*

**NEW BUSINESS:**

1. Consideration of resolution reaffirming the County’s position concerning Second Amendment matters.

Vice Chairman Morris made a motion, seconded by Supervisor Dotson to approve the items as presented. The motion was approved by a roll call vote as follows:

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>
<b>Mr. Morris</b>	<b>aye</b>	<b>Mr. Baker</b>	<b>aye</b>

2. Consideration of a resolution regarding early voting prior to expiration of the constitutional waiting period.

Mr. Ham said that the Electoral Board is its own separate Constitutional office, so the Board of Supervisors does not direct the actions of the General Registrar or the Board of Elections. He stated that for this reason he made an edit to the resolution in the second paragraph. He added that there is a pending court case where the Virginia Supreme Court was asked to enter into an injunction prohibiting this early voting and have declined to do so, this resolution will direct the General Registrar to continue with what the Virginia Supreme Court has pending and has so far declined to do. He said instead there is a resolution that is generally opposed to this and he recommends that they do not instruct the General Registrar to do what the Virginia Supreme Court decided not to do. Supervisor Dotson said he appreciates the clarification and that ultimately, they are identifying something that their citizens believe is an effort to disenfranchise their voters. Vice Chairman Morris asked if any other counties in Virginia are doing this and Mr. Ham said that his firm represents four counties and at least two of them are presenting a resolution. Vice Chairman Morris asked if Mr. Ham recommended the same edits to other counties and Mr. Ham said that each county may be treating the situation differently and that there are a number of different aspects to this issue.

Supervisor Dotson made a motion, seconded by Supervisor Gutshall to approve the resolution with the edits presented by Mr. Ham. The motion was approved by a roll call vote as follows:

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>
<b>Mr. Morris</b>	<b>aye</b>	<b>Mr. Baker</b>	<b>aye</b>

**COUNTY ATTORNEY COMMENTS:**

Mr. Ham had no comments.

**BOARD MEMBER COMMENTS:**

Supervisor Dotson stated that they will be talking about the upcoming budget and that he recently sat through an EDA meeting. He said that the Triplett educators are working hard for the students and that the EDA is also working with Laurel Ridge to expand resources for the school.

Vice Chairman Morris said that he recently saw Mr. John Jewell of the Frederick County Board of Supervisors whose son passed away and that he appreciated the thoughts and support.

Supervisor Gutshall said that several of them attended the School Board meeting the night before and that they are closer to getting a finalized plan. He said that they will need to be creative in finding ways to take care of the schools but also every other department.

Supervisor Ferguson said that their budget process was different than the school's budget in that they have to figure out how to finance everyone's needs.

Supervisor Baker provided an update on his brother in law's recovery.

Chairman Taylor wished good luck to Central and Strasburg's basketball teams in regional playoffs. He congratulated Emily Davis and Hutson Conrad on their recent state championships. He also announced that Zach Hottel was named Virginia's Volunteer Chief Officer of the Year and recently received his award. He also shared local history in celebration of the 250<sup>th</sup> anniversary of the country.

**COUNTY ADMINISTRATOR'S COMMENTS:**

1. Fiscal Year 2027 Proposed Budget Presentation

Mr. Vass addressed the public comment mentioning the Sheriff opening his shooting range to the public and that with it being on their landfill property, it runs into practical issues. He also clarified how impact fees could or could not be implemented.

Mr. Vass presented the FY27 proposed budget and said that an estimated 75% of the County's revenues come from tax revenue and reminded the Board that they would be going through the equalization process soon. He stated that the Cigarette Tax has been in place for a year and the Meals Tax went into effect for the unincorporated parts of the County on February 1<sup>st</sup> and that both of these are designated towards public safety capital. He said that typically revenue from the federal level is a smaller portion of the general fund, but the SAFER grant has raised the amount to \$1.5

million for FY27 and will be used for firefighter positions. Mr. Vass reviewed FY27 capital projects for the County and School division. He presented information related to personnel, employee recruitment, and retention efforts and said that they are still working on health insurance rates since proposals came in around a 22% increase. Mr. Vass reviewed the requests for new personnel which included a Communications Manager, an Accreditation Manager which was previously covered by a grant for the Sheriff's Office, and a temporary part-time Data Support Analyst. Mr. Vass said that there is an increase in debt service for operating capital and that this needs to be considered. He explained the application of vacancy savings for budgeting and resulting in a decrease in FY27 salaries and benefits. He stated that the current request from the School's include an operating request of \$35,831,110 which is an increase of \$1.30 million. Mr. Vass said that the proposed revenues total \$119 million, the proposed expenditures are \$122 million, and the difference is \$3.1 million. He also said that there has been a 5% rate increase for the Sanitary Districts which has been done the last several years. He added that they are also requesting to return to their previous connection fees. Mr. Vass reminded them of the upcoming budget work sessions. Supervisor Dotson asked if the County would be purchasing equipment for the firefighters being hired as part of the SAFER grant and Mr. Vass said yes but it was purchased in the current fiscal year. Supervisor Dotson asked if the landfill project cost decreasing was already factored in and Mr. Vass said yes. Supervisor Dotson said that the health benefits will be a significant driver and will most likely continue to increase over time and asked if someone could research the feasibility of merging the policy with the School's and Mr. Vass said they would check. Supervisor Gutshall agreed that he was curious about the health insurance also. He also asked about the vacancy savings plan and what happens if there is a sudden increase in hiring and Mr. Vass said they used a conservative vacancy rate of 8% so there is room, but if the public safety offices all became fully staffed and sustained, they would look at a budget amendment. Vice Chairman Morris asked if the vacancy savings would go into a special account and Mr. Vass said it would be consumed in other places in the budget to cover expenditures. Mr. Vass added that this does not take positions away. Supervisor Dotson said that the School major capital will be difficult to address and wants to look for ways to help this.

#### **OTHER BUSINESS:**

*There were no Other Business items for the February 24, 2026, regular meeting.*

#### **CLOSED SESSION(S):**

1. A closed session as authorized by Virginia State Code section 2.2-3711 (A)(3) to discuss the possible acquisition of real property for a public purpose and to discuss the possible disposition of real property, where discussion in an open meeting would adversely affect the negotiating strategy of the County; the closed meeting will include consultation with legal counsel regarding specific legal matters requiring the provision of legal advice by such counsel as authorized by Virginia State Code section 2.2-3711 (A)(8). The subject matter concerns the potential acquisition of a privately held parcel of property and the potential disposition of a parcel of property owned by Shenandoah County.
2. A closed session as authorized by Virginia State Code section 2.2-3711(A)(8) to consult with legal counsel employed or retained by the County regarding specific legal matters requiring the provision of legal advice by such counsel. The subject matter of the closed session is public utility matters.
3. A closed session as authorized by Virginia State Code 2.2-3711 (A)(5) to discuss a prospective business or industry or the expansion of an existing business or industry where no previous

announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community. The subject matter of the closed session is discussion of a prospective business or industry and the expansion of an existing business or industry where no previous announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community.

At 8:48 p.m. Vice Chairman Morris made a motion which was seconded by Supervisor Baker to enter into a closed session as authorized by Virginia State Code section 2.2-3711 (A)(3) to discuss the possible acquisition of real property for a public purpose and to discuss the possible disposition of real property, where discussion in an open meeting would adversely affect the negotiating strategy of the County; the closed meeting will include consultation with legal counsel regarding specific legal matters requiring the provision of legal advice by such counsel as authorized by Virginia State Code section 2.2-3711 (A)(8). The subject matter concerns the potential acquisition of a privately held parcel of property and the potential disposition of a parcel of property owned by Shenandoah County. A closed session as authorized by Virginia State Code section 2.2-3711(A)(8) to consult with legal counsel employed or retained by the County regarding specific legal matters requiring the provision of legal advice by such counsel. The subject matter of the closed session is public utility matters. A closed session as authorized by Virginia State Code 2.2-3711 (A)(5) to discuss a prospective business or industry or the expansion of an existing business or industry where no previous announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community. The subject matter of the closed session is discussion of a prospective business or industry and the expansion of an existing business or industry where no previous announcement has been made of the business' or industry's interest in locating or expanding its facilities in the community.

The motion was approved by a unanimous roll call vote as follows:

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>
<b>Mr. Morris</b>	<b>aye</b>	<b>Mr. Baker</b>	<b>aye</b>

At 9:31 p.m. the Board reconvened into open session following a motion by Vice Chairman Morris and seconded by Supervisor Gutshall which was approved by a unanimous roll call vote as follows:

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>
<b>Mr. Morris</b>	<b>aye</b>	<b>Mr. Baker</b>	<b>aye</b>

Mr. Vass read the certification that all members must certify that to the best of each member's knowledge (i) only public business matters lawfully exempted from open meeting requirement, under The Virginia Freedom Information Act and (ii) only such public business matters as were identified in the motion by which the closed meeting was convened were heard, discussed or considered in the meeting of the public body.

<b>Mr. Taylor</b>	<b>aye</b>	<b>Mr. Gutshall</b>	<b>aye</b>
<b>Mr. Dotson</b>	<b>aye</b>	<b>Mr. Ferguson</b>	<b>aye</b>

Mr. Morris aye

Mr. Baker aye

**ADJOURNMENT**

With no further business the meeting was adjourned at 9:31 p.m.

\_\_\_\_\_  
Tim Taylor, Chairman

ATTEST: \_\_\_\_\_  
Evan Vass, Clerk of the Board

**MINUTES OF THE SHENANDOAH COUNTY BOARD OF SUPERVISORS**  
**BUDGET WORK SESSION**  
**MEETING: MARCH 3, 2026, 1:00 PM**

A Budget Work Session of the Board of Supervisors was held beginning at 1:00 p.m. in the Board Room of the Government Center at 600 N. Main Street, Woodstock, Virginia on March 3, 2026.

The following Board Members and staff were in attendance: Chairman Tim Taylor, Vice Chairman Dennis Morris, Supervisor Kyle Gutshall, Supervisor David Ferguson, Supervisor Baker, Supervisor Dotson, County Administrator Evan Vass, Deputy County Administrator Mandy Belyea, and Director of Finance Amy Dill were present.

Chairman Taylor called the budget work session to order at 1:00 pm.

**TOPIC OF DISCUSSION:** FY2027 Proposed Budget

Mr. Vass stated that the budget factors in using \$2.5 million from the unassigned funds to balance the budget and this amount is equal to about four pennies. He added that their current policy requires 12.5% and that the auditors and financial advisors recommended adjusting this to closer to 20%. He provided information on different percentages. Supervisor Dotson said that using this fund for operations is taking them in the wrong direction and if they want to get closer to 20%, they will come up short. He added that he would like to continue to tackle this issue and not to treat it as an operational revenue. Vice Chairman Morris asked about the vacancy savings of \$1.1 million and Mr. Vass said this was already calculated into the equation. Vice Chairman Morris clarified that there would need to be a budget amendment if hiring positions happened and Mr. Vass said if the three public safety departments that were used in this calculation were to maintain 100% staffing for a period of time, then yes, they would need a budget amendment. Mr. Vass reminded them that they used a conservative estimate at 8% vacancy rate to calculate this, typically it is a higher number of vacancies. Supervisor Dotson asked if raising their percentage policy for the unassigned fund balance will directly help them potentially borrow money and Ms. Dill said the policy percentage is more about aligning with the county's cash flow needs and 18% was recommended. Chairman Taylor said they already have obligations to pay for and asked if everyone was still okay borrowing \$8 million. Supervisor Ferguson said he suspects they will be accruing more debt with School CIP down the road. Mr. Vass said he does not think that in FY27 they will be incurring tens of millions of dollars but the schools will need funds to begin architectural designs for new construction or renovations. Supervisor Ferguson said just the CIP for maintenance to bring the facilities up to a better standard will be a lot. Chairman Taylor said there is only so much that the Schools can get done in a year and that his understanding was the Schools were content with the \$5 million of proposed money coming from their borrowing and keeping that number consistent over the upcoming years. Supervisor Gutshall said there will be major requests upcoming for the renovations of the elementary schools still and that could knock out some items from their current list of needs. Supervisor Dotson proposed that they reduce the \$2.5 million coming out of the unassigned fund balance to \$1.5 million. He said that they need to increase their rate from 12.5% and not use the funds for operational costs. Supervisor Ferguson mentioned that the money from vacancy savings would go back into the general fund if not used so this will not help grow the fund balance. Chairman Taylor said he appreciates this being brought up and the discussion but that does mean

cutting one million dollars. He then asked if the Board agreed to the \$8 million short term capital and the consensus was yes. Supervisor Ferguson mentioned that the chart shows the schools need \$21 million for maintenance and asked why they are happy only getting \$5 million and Mr. Vass said that \$15 million of that alone was HVAC systems, so if the elementary school renovations were approved for a major capital plan, that would be taken care of through that. Vice Chairman Morris said he has attended a few School Board meetings and the requests coming down the pike are huge and they have to start giving. Supervisor Dotson said they do not have enough information currently to unpack the school budget but there are items in the current County budget he is willing to start adjusting and that will leave room for the school needs. Supervisor Dotson asked about health insurance rates and Mr. Vass said it will ideally come down and that there will be a broker meeting to discuss blending rates with the Schools. Supervisor Gutshall said it sounds like the Schools are still negotiating their rates also. Supervisor Dotson said that the School Board is proposing a 3.25% COLA and asked about how it works for County employees. Supervisor Gutshall remarked that it was a proposed 3.25% COLA and a step which added about another 1% on pay. Ms. Dill said that over the past few years there have been market rate studies and adjustments that happen at a departmental level, she said you cannot look at it as one percentage across the board due to multiple contributing factors in each department. Ms. Dill explained a budget deficit worksheet that was handed out. Supervisor Dotson commented that he would like to talk about proposed positions. He said that he understands the background on the Communications Manager but with a short fall in the budget he would like to look at other options. He asked about Public Information Officers in other departments being utilized in conjunction with the subject matter expert within each department. Supervisor Gutshall said it would be nice to have that position, but the cost seems high. He added that communication in general is very important and that there are other ways the County can improve theirs. Chairman Taylor reminded everyone that communications is more than just social media and would also include FOIA requests which is huge. Supervisor Gutshall asked if the costs associated with the position could be lowered. Ms. Belyea spoke about how the County currently engages and communicates with the public and sees a gap from where they should be. She said that each department manages their own webpage content and listed some of the challenges this poses. Supervisor Dotson questioned whether they could utilize the assets already doing this type of work and Chairman Taylor added that they agree that there is a need for this type of service. Supervisor Ferguson said that County Administration has been advocating for this position for a while so they must need it. Supervisor Baker stated that first and foremost he wants the schools fixed and after they figure that piece out they can look at the rest of the needs. Vice Chairman Morris said that the communications position is long overdue, not just for communication but for education. He used the reassessment as an example and if someone was working on public relations, they could have cleared up a lot of misconceptions. He said an educated public would be a more satisfied customer. Supervisor Gutshall said there would be great benefits with this position but that he was concerned about the extent of the debt coming in the next few years. Vice Chairman Morris said that he was convinced that if they had a public relations officer during the initial Meals Tax referendum, it would have passed. He stated that misinformation grows quickly and good public relations can help. Supervisor Dotson said that communication should also be a leadership responsibility instead of passing the information off to a new position. Mr. Vass said it is a specialty and used an example of the wildfire from two years ago and getting a press release out versus the Sheriff's Office PIO giving live updates on social media platforms. He said he appreciates their comments and will see if there are alternatives. Chairman Taylor said that everyone understands that

there is a need for this, but the financial piece is hard. He asked if there were any thoughts on the 3% COLA and mentioned that they have data on what neighboring localities are doing. Supervisor Gutshall agreed they need to keep an eye on what their neighbors are doing to stay competitive. Supervisor Dotson stated that he toured the current fire training facilities and seeing the presentation on the proposed building project, he does not wish to support it in the upcoming fiscal year. He said with the expansive school needs, everything else pales in comparison. Mr. Vass said the informal reassessment hearings have wrapped up, and the information should be coming very soon.

With no further business to come before the Board, the meeting was adjourned at 2:36 pm.

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Tim Taylor, Chairman

ATTEST: \_\_\_\_\_

Evan Vass, Clerk of the Board

**MINUTES OF THE SHENANDOAH COUNTY BOARD OF SUPERVISORS**  
**WORK RETREAT**  
**MEETING: FEBRUARY 12, 2026, 9:00 AM**

The Board of Supervisors convened a work retreat on Thursday, February 12, 2026. The retreat was held in the workroom of the Shenandoah County Department of Social Services 494 N. Main Street, Suite 200, Woodstock, VA.

In attendance were Chairman Tim Taylor, Vice Chairman Dennis Morris, Supervisors: Steve Baker, Mark Dotson, David Ferguson, and Kyle Gutshall. Others in attendance included Director of Finance Amy Dill, Deputy County Administrator Mandy Belyea, and County Administrator Evan Vass. Dr. Stephanie Davis acted as the facilitator.

Chairman Taylor called the retreat to order at 9:00 am and invited Dr. Davis to introduce herself. Dr. Davis remarked that she was an associate professor at Virginia Tech and was also program director of the local government certificate program at Virginia Tech. She noted that prior to her joining an academic institution in a faculty capacity, she had a twenty-year career in the local government space, including experience with the Virginia Compensation Board as well as Powhatan County, where she served as a Finance Director and Deputy County Administrator.

Dr. Davis provided an overview of the objectives of the retreat, which were to provide a one to two-year work plan providing specific action items for senior staff, which would afford both the Board and staff clarity as well as accountability. She complimented the recently adopted 2045 Shenandoah County Comprehensive Plan and highlighted that in the next five years alone there are approximately 150 action or strategies identified in the comprehensive plan. She suggested that the retreat would help narrow where the Boards priorities were for the next one to two years.

She also noted that an objective for the day would be the development of a Mission and Vision statement as well as core values. She stated that during pre-retreat activity work, her sense was that the Board desired to focus much of their time on budget priorities for the next fiscal year; therefore, the work on mission, vision, and values would come at the end of the day.

During the discussion, the Board identified several key considerations around communications to strengthen both internal and external alignments. The need to “tell the story” of the County’s policy decisions and actions was a common theme. The Board reached consensus that reviving quarterly reporting from department heads would ensure consistent and timely information shared across the organization. They also identified the need to develop unified messaging on key county issues. There was discussion around the potential of a full-time staff position dedicated to coordinating public information. Board members and staff shared their perspectives. It was agreed that the position would likely be discussed and deliberated during the FY 27 budget formulation.

The Board identified several key economic development considerations to strengthen coordination and messaging. The Board’s consensus was to hold joint meetings with the County’s Economic Development Authority at least two times a year. These meetings would help reinforce consistent communication from the Board concerning major initiatives, projects, and goals with respect to economic development.

The Board identified several key capital improvement initiatives, including both Shenandoah County Public Schools and County general government projects. Projects included: fire and rescue needs such as the training facility and equipment, the significant yet unknown specifics around school building renovations, expansion, construction, the County's library expansion and the overhaul of the County's enterprise resource planning. The Board acknowledged the need for clear communication about the implications for identified capital improvement projects and the tax revenues needed to fund those projects, including interface with the joining county, schools, and infrastructure planning committee. The Board reached consensus that the prior borrowing of \$5 million a year with five-year debt service, half of which was shared with the public schools for operating and maintenance capital needs, was insufficient. It was agreed to plan around a borrowing of \$8 million annually with \$5 million dedicated to SCPS for operating and maintenance capital needs.

The Board and staff discussed upcoming likely budget drivers other than those identified as capital projects initiatives. The County Administrator outlined likely upcoming budget drivers which would be made official on February 24, 2026, to include, but not limited to: funding for the FEMA SAFER positions of 25% of the cost of 27 new firefighter positions, new position requests of a communications manager, and a locally funded accreditation position in the Sheriff's Office. Other budget drivers included a projected 3% increase in compensation for staff and a projected increase in health insurance. Finally, the upcoming debt service on the \$5 million issued in FY 26 would influence the FY 27 budget.

The Board then jointly reviewed options for its Mission Statement, Vision Statement, and Values. Dr. Davis had provided several derivatives based on existing statements in the comp plan and the county website. The Board made several modifications, reaching a mission statement that read: *Shenandoah County delivers transparent, responsible, and high-quality public services that ensure safety, support sustainable growth, and enhance the quality of life for all who live, work, and visit here and call Shenandoah County home.* The Vision Statement was amended to emphasize amongst other things the importance of natural resources, history and responsible government. The final vision statement was: *Shenandoah County will be a safe, healthy, and vibrant community that preserves its rural heritage, protects natural resources, embraces its history, supports agriculture and promotes responsible growth near our towns through transparent, fiscally responsible government, strong services, reliable infrastructure, quality education, and a thriving local economy.* The Board then narrowed a list of values, choosing *excellence, integrity, accountability, transparency, stewardship, and collaborative* as their core values.

The Board adjourned at 2:40 pm.

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Tim Taylor, Chairman

ATTEST: \_\_\_\_\_

Evan Vass, Clerk of the Board



There are no documents for this agenda item.



## § 58.1-3321. Effect on rate when assessment results in tax increase; public hearings; referendum

A. When any annual assessment, biennial assessment, or general reassessment of real property by a county, city, or town would result in an increase of one percent or more in the total real property tax levied, such county, city, or town shall reduce its rate of levy for the forthcoming tax year so as to cause such rate of levy to produce no more than 101 percent of the previous year's real property tax levies, unless subsection B is complied with, which rate shall be determined by multiplying the previous year's total real property tax levies by 101 percent and dividing the product by the forthcoming tax year's total real property assessed value. An additional assessment or reassessment due to the construction of new or other improvements, including those improvements and changes set forth in § 58.1-3285, to the property shall not be an annual assessment or general reassessment within the meaning of this section, nor shall the assessed value of such improvements be included in calculating the new tax levy for purposes of this section. Special levies shall not be included in any calculations provided for under this section.

B. The governing body of a county, city, or town may, after conducting a public hearing, which shall not be held at the same time as the annual budget hearing, increase the rate above the reduced rate required in subsection A if any such increase is deemed to be necessary by such governing body.

C. Notice of any public hearing held pursuant to this section shall be given at least seven days before the date of such hearing by the publication of a notice in (i) at least one newspaper of general circulation in such county or city and (ii) a prominent public location at which notices are regularly posted in the building where the governing body of the county, city, or town regularly conducts its business. Additionally, in a county, city, or town that conducts its reassessment more than once every four years, the notice for any public hearing held pursuant to this section shall be published on a different day and in a different notice from any notice published for the annual budget hearing. Any such notice shall be at least the size of one-eighth page of a standard size or a tabloid size newspaper, and the headline in the advertisement shall be in a type no smaller than 18-point. The notice described in clause (i) shall not be placed in that portion, if any, of the newspaper reserved for legal notices and classified advertisements. The notice described in clauses (i) and (ii) shall be in the following form and contain the following information, in addition to such other information as the local governing body may elect to include:

### NOTICE OF PROPOSED REAL PROPERTY TAX INCREASE

The (name of the county, city or town) proposes to increase property tax levies.

1. Assessment Increase: Total assessed value of real property, excluding additional assessments due to new construction or improvements to property, exceeds last year's total assessed value of real property by \_\_\_ percent.

2. Lowered Rate Necessary to Offset Increased Assessment: The tax rate which would levy the same amount of real estate tax as last year, when multiplied by the new total assessed value of real estate with the exclusions mentioned above, would be \$ \_\_\_ per \$100 of assessed value. This rate will be known as the "lowered tax rate."

3. Effective Rate Increase: The (name of the county, city or town) proposes to adopt a tax rate of \$ \_\_\_ per \$100 of assessed value. The difference between the lowered tax rate and the proposed rate would be \$ \_\_\_ per \$100, or \_\_\_ percent. This difference will be known as the "effective tax rate increase."

Individual property taxes may, however, increase at a percentage greater than or less than the above percentage.

4. Proposed Total Budget Increase: Based on the proposed real property tax rate and changes in other revenues, the total budget of (name of the county, city or town) will exceed last year's by \_\_\_ percent.

A public hearing on the increase will be held on (date and time) at (meeting place).

D. All hearings shall be open to the public. The governing body shall permit persons desiring to be heard an opportunity to present oral testimony within such reasonable time limits as shall be determined by the governing body.

E. The provisions of this section shall not be applicable to the assessment of public service corporation property by the State Corporation Commission.

F. Notwithstanding other provisions of general or special law, the tax rate for taxes due on or before June 30 of each year may be fixed on or before May 15 of that tax year.

Code 1950, § 58-785.1; 1975, c. 622; 1979, c. 473; 1980, c. 396; 1981, c. 212; 1984, c. 675; 1990, c. 579; 2007, c. 948; 2009, cc. 30, 511; 2016, cc. 657, 663; 2022, c. 29; 2023, cc. 506, 507; 2024, cc. 225, 242.

The chapters of the acts of assembly referenced in the historical citation at the end of this section(s) may not constitute a comprehensive list of such chapters and may exclude chapters whose provisions have expired.

**BOARD OF SUPERVISORS**

District 1: Mark Dotson  
District 2: Steve Baker  
District 3: David Ferguson  
District 4: Kyle Gutshall  
District 5: Dennis Morris  
District 6: Tim Taylor



**ADMINISTRATION**

Evan L. Vass, County Administrator  
Mandy R. Belyea, Deputy County Administrator

**RESOLUTION ADOPTING AN EQUALIZED REAL ESTATE TAX RATE FOR CALENDAR YEAR 2026**

**WHEREAS**, pursuant to § 58.1-3321 of the Code of Virginia, as amended, when a general reassessment of real property results in an increase of one percent or more in the total real property tax levied, the County shall reduce its rate of levy for the forthcoming tax year so that it produces no more than 101 percent of the previous year’s real property tax levy; and

**WHEREAS**, an additional assessment or reassessment due to the construction of new or other improvements to the property shall not be an annual assessment or general reassessment within the meaning of § 58.1-3321 of the Code of Virginia, as amended, nor shall the assessed value of such improvements be included in calculating the new tax levy for purposes of this section; and

**WHEREAS**, the reduced rate of levy, which shall produce 101 percent of the previous year’s real property tax levy, is hereinafter referred to as an “equalized real property tax rate”; and

**WHEREAS**, the equalized real property tax rate is subject to further amendment at the discretion of the Board of Supervisors pursuant to the annual budget process and following a requisite public notice and public hearing; and

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Supervisors of Shenandoah County, Virginia, that the equalized real property tax rates for the County as well as the Stoney Creek and Toms Brook Maurertown Sanitary District’s Ad Valorem Tax shall be as follows:

County Real Property, including mobile homes .....	<del>\$0.64</del>	\$0.464
Stoney Creek Sanitary District Ad Valorem tax .....	<del>\$0.13</del>	\$0.091
Toms Brook Sanitary District Ad Valorem tax .....	<del>\$0.03</del>	\$0.022

all per \$100 of assessed valuation.

## CERTIFICATE

The undersigned Chairman and Clerk of the Board of Supervisors of Shenandoah County, Virginia, hereby certify that the foregoing constitutes a true and correct copy of a Resolution Adopting An Equalized Real Estate Tax Rate for Calendar Year 2026 adopted by the Board of Supervisors at a meeting held on March 10, 2026. A record of the roll-call vote by the Board is as follows:

Name	Aye	Nay	Abstain	Absent
Steve Baker				
Mark Dotson				
David Ferguson				
Kyle Gutshall				
Dennis Morris				
Tim Taylor				

**Date:** March 10, 2026

**ATTEST:**

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**Clerk of the Board**

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**Chairman, Board of Supervisors**