

Accomack County, VA Public Safety System Strategic Plan



*Prepared By
All Hands Consulting*



June 12, 2007

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EXECUTIVE SUMMARY

In October 2006, the County of Accomack retained All Hand Consulting (All Hands) to create a strategic plan for the County's fire and emergency medical response system and emergency management program.

This strategic plan is a result of in-depth interviews with staff and stakeholders involved in the County's public safety system and emergency management program, and a review of documentation that included: legislative authority; existing County plans, policies and procedures; and, Fire Commission plans, policies and procedures.

A. STRATEGIC PLAN CONTENT.

This strategic plan describes current County efforts and future actions needed to ensure that the County's Public Safety System (the 15 volunteer fire and rescue squad companies in the County and Towns, and career Public Safety Department) and emergency management plans and policies are achieving the desired result and ultimately meet national guidelines and standards. A finalized timeline with priorities needs to be developed by the County as this plan is discussed and evaluated by the stakeholders and reflected during the normal budget processes.

Specifically, All Hands was tasked with providing the following. The location where the information can be found in this document is presented in the second column.

TASK	LOCATION
Community fire and emergency medical risk analysis	Provided in Risk Analysis Document
Determination of the expected level of service by the community and decision makers	Parts One, Two and Three as appropriate.
Assessment of the quality of present levels of service	Provided in Capability Assessment Document
Forecast emergency service needs based on potential growth trends 3-5 years	Parts One, Two and Three as appropriate.
Assess deployment strategies of present career personnel, apparatus and infrastructure	Part One and Two
Capabilities of the current fire/EMS organization, to include equipment maintenance and acquisition: formulate and recommend a schedule of equipment maintenance and replacement	Part Two and Capability Assessment Document
Options and opportunities for developing and delivering services in line with community needs and circumstances	Parts One, Two and Three as appropriate.
Economic and financial circumstances of the different departments	Part One
Provide strategy to improve retention and recruitment of both volunteer and career Fire/EMS providers	Part One
Examine the effectiveness of current response districts, both fire and EMS.	Part Two
Examine additions to Accomack County's Comprehensive Land	Part One

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Management Plan (COMP), as well as the Capital Improvement Plan (CIP) to provide accommodation for emergency service levels	
Development of strategic goals and objectives for the Fire/EMS system	Contained in each part of this document as appropriate.
Provide cost estimates of implementation with funding sources recommendations.	Contained in each part of this document as appropriate.
Evaluate staffing needs and workload demand in Emergency Management; to include grants management, state and federal mandates, local needs, public expectations, etc.	Part Three
Provide an implementation strategy and schedule to achieve the goals and objectives of the Master Plan.	Contained in each part of this document as appropriate.
Provide a plan and schedule by which to monitor, evaluate and revise the Master Plan to ensure continued viability.	Part One

Part One discusses the governance, management, funding and administration of the County’s public safety system and the emergency management program. It addresses how the County can retain and strengthen its strong tradition of a volunteer system for providing emergency response while improving the level of coordination and accountability at a County-wide level for system performance.

This part is organized into the following sections:

- Organization of Accomack County Fire and EMS
- Funding and Volunteer Organizations Financial Stability
- Apparatus and Equipment Standards
- Management, Supervision and Deployment of Career Staff
- Management Information and Analysis

Part Two describes the current situation in the County as it relates to the likely types of fire and emergency medical response, the customer needs from the emergency response system when experiencing those emergency events and the current capabilities of the County to meet those customer needs. Where a gap between customer needs and system ability to provide the service is identified, recommendations for closing the gap are proposed. Part Two is organized by the general types of emergency response provided by the volunteer fire and rescue squad companies:

- Emergency Medical Response.
- Fire Response.
- Staffing needs
- Station distribution and response districts

Part Three addresses the specific components of a CEMP and identifies issues and recommendations involved in moving the County toward that goal. Part Three is organized by the five components of emergency management:

- Prevention.

- Mitigation.
- Preparedness.
- Response.
- Recovery.

Within each part and component, the strategic plan details the goal, issues, applicable sections of national guidelines and standards and lists objectives which are the actions that the County needs to take to meet the stated goal.

Part 4 contains a plan, process and schedule to monitor progress in achieving strategic plan goals and objectives, and evaluate the need for new or changed goals and objectives to assure the Strategic Plan remains a living and useful document.

B. KEY RECOMMENDATIONS.

1. Governance

- a. Develop an integrated, County-wide governance structure for the public safety system (all the volunteer companies, including the Town of Chincoteague and the Department of Public Safety) in the form of a reconstituted Fire and EMS Commission that ensures the viability of the volunteer component, establishes the clear leadership of the Public Safety Director as the designated county official to Chair the Commission, involves all the key stakeholder organizations, and assures County-wide priority setting, funding, management and accountability for the system. County Board of Supervisors members and the County Administrator should be considered ex-officio members of the new organization structure and encouraged to participate.
- b. Establish county-wide funding sources to support the County-wide public safety system (all volunteer companies and the career Department of Public Safety). Create a single county-wide fire tax district (including the Town of Chincoteague) to provide support of the county-wide public safety system to function in parallel with the EMS Tax District. Expand the EMS tax district to include the Town of Chincoteague. Create a county-wide system of billing for EMS reimbursement that goes into a dedicated fund to offset operating costs for the system. Used in combination, these changes will enable the reconstituted Fire and EMS Commission to set county-wide improvement priorities and recommendations, and budget requests to be developed as part of the normal County budget processes while assuring that the volunteer companies remain whole with respect to current fiscal year funding.
- c. Establish county-wide standards and approval mechanism for the purchase, design and layout, maintenance and replacement of emergency response apparatus and equipment to assure compatibility, response personnel safety and operational effectiveness.
- d. Improve the management span of control and the ability of supervisors to actually observe the work of those they supervise within the career Department of Public Safety.
- e. Establish a fleet replacement process based on life-cycle management principles and develop capital budget to reflect fleet replacement needs under the life-cycle management program.
- f. Develop a program that relieves the volunteer companies of the financial responsibilities of fire station maintenance and refurbishment, and establish a life-cycle management process for determining the

need for refurbishment or replacement of stations. Develop a multi-year capital budget as part of the County's CIP to reflect station construction needs based on the life-cycle management program.

- g. Evaluate each component of the emergency response system on a regular basis to determine what changes in level of service have resulted and what improvements are needed. For this to happen the data must first be captured in a way that enables analysis.
 - o The Department of Public Safety performs some performance measurement at this time, but is limited by the availability of the needed data in the correct formats. Suggestions are made regarding improvements in the ability to evaluate the performance of each system component so that a true picture of the current situation can be assessed.
 - o Critical data on the performance of the Regional 911 dispatch center is not available for analysis.
 - o Track the dispatch and response of emergency assets using a vehicle based system rather than the current station based dispatch system. The station based dispatch and tracking system does not provide the ability to analyze system performance to the needed level of detail.
 - o Critical data on what transpires on the scene of emergencies after the arrival of emergency responders is not readily available for analysis.

2. Emergency Response.

- a. Establish standardized, county-wide operational policies and procedures for how emergency responders will perform their duties at emergency incidents that conform to local, state and national requirements, standards and best practices. It should be transparent to the citizen whether volunteer or paid staffs provide the services, with consistency of quality across the system.
- b. Develop standardized, county-wide certification requirements for both volunteer and career personnel at various rank levels and functional positions. Establish a realistic implementation plan for phasing in the requirements so that incumbents have an opportunity to obtain the requisite training and certifications.
- c. Develop a training plan for emergency responders and train all responders in the policies and procedures adopted by the Fire and EMS Commission and provide effective management control to assure the services are delivered in the desired way.
- d. Establish fire and EMS system performance goals that reflect the true needs of the victims of those events based on the science of physics and physiology, and establish a set of community service level performance targets based on the current capabilities of the system.
- e. During the annual budget process, public safety budget initiatives should be evaluated based on anticipated service level improvements. The adopted budget will then reflect the willingness of the citizens to pay for improvements in levels of service.
- f. A recruitment and retention program should be established based on internal best practices and external resources such as the Virginia Office of EMS Recruitment and Retention materials to expand the things that attract and keep volunteers while minimizing those things that inhibit volunteerism.

- g. Develop improvements in the retirement and other factors important in attracting and retaining career employees such as work shifts and salary so the County is more competitive in the regional job market.
 - h. Establish a comprehensive prevention program to reduce community risks that contribute to emergency response demands, particularly risks that may over-extend or exceed the capabilities of the existing system to bring under control based on the limits of the emergency operations resources.
3. Emergency Management.
- a. Provide dedicated, full time staff resources to implement the recommendations contained in this strategic plan. The proposal to shift the full time fire investigator position to full time emergency management coordination makes sense to the evaluation team. The need for someone to focus on improving the ability of the County to prepare for and respond to disasters outweighs the needs for fire investigation. There are a small number of fires in the County each year. The on-scene incident commanders can begin the fire investigation process to determine if there is any question of how the fire started. If a question exists, then the State Police arson investigator can be called in to perform the fire cause and origin investigation.
 - b. Develop a County-wide community based comprehensive emergency management program Comprehensive Emergency Management Plan (CEMP).
 - A comprehensive emergency management program will provide the County with a structure to organize and assign tasks by functions and time frame (prevention, mitigation, preparedness, response, recovery). The success of comprehensive emergency management program depends upon smooth, effective interactions among the many members of the community. The overall goal of community safety must take precedence over separate interests. Comprehensive emergency management requires a community-wide integration of skills, people, and resources.
 - A CEMP summarizes the County's emergency management program, and is the County's strategy and guiding document in preventing, mitigating, preparing for, responding to, and recovering from emergencies and disasters. Traditionally, an EOP focus is on response only.
 - A CEMP can be thought of as a file cabinet, which contains all the documents, plans, annexes, appendices, hazard specific or other special subjects that are necessary to support the County's emergency management efforts. A CEMP provides the County's framework to guide interagency and community-wide cooperation to enhance disaster prevention, mitigation, preparedness, response and recovery.
 - b. Develop departmental CEMP emergency plans and procedures.
 - Each County department and participating organization must identify their CEMP responsibilities. To ensure efficient and effective execution of their CEMP responsibilities, department and organization emergency plans and procedures must be developed and maintained. The CEMP provides the strategy and the department plans contain the tactics.
 - c. Develop and maintain a County-wide Continuity of Operations Plan (COOP) (including continuity of

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government) Annex/Appendix to the County CEMP and ensure all County departments have COOP plans.

- Although some County departments have given thought to rudimentary COOP actions, there is no County-wide COOP/COG plan and not all departments who have emergency response and recovery responsibility have COOP/COG plans. COOP planning and program will assure the continuance of essential local government functions during emergencies and disaster.

d. Develop and maintain a County training and exercise plan for emergency management.

- The County participates in many regional exercises but there has not been a senior-level table top or County-only exercise in several years. The lack of County-only or department-only table top exercises contributes to another finding: confusion over roles and responsibilities of non-public safety departments during an Emergency Operations Center (EOC) activation or emergency. The development of a training and exercise plan will help address this issue.

e. Enhance the development of mutual aid agreements.

- The County of Accomack has mutual aid agreements with public safety agencies but lacks comprehensive agreements with non-public safety agencies that have roles in emergency management.

f. Develop and maintain a County emergency public information plan.

- The County has experienced difficulty in assuring accurate and timely information is broadcast and otherwise provided to citizens during emergencies. There are also concerns that Accomack County's information and media needs will get lost in the Hampton Roads and Washington, DC markets during a major, wide-spread event. Communication plans need to be reviewed to identify effective mechanisms to ensure that the County's message of warnings, emergency actions to take, and available shelters is being received by all citizens, including those with special needs.

g. Develop a County Interoperable Communications Plan.

- Interviews indicated communication issues were involved in quickly receiving or transmitting information from the field to the EOC during an emergency. Assuring that all agencies with disaster management roles and responsibilities have compatible, redundant means of communications is essential for personnel safety and accountability, and for effective customer service.

h. Develop County plans for mass care and sheltering; for accommodating volunteers; donations; persons with special needs; and pets during emergencies and recovery.

- Although different departments address some of these issues, the County does not have consolidated plans to perform these functions. The County has a capability to provide mass feeding, but the services are provided "on the fly." The County needs to create a mass care/shelter plan that will ensure the coordination of food, water and healthcare and provides care of individuals with special needs and pets.

i. Involve the community in emergency management planning.

- The County has good relationships with some businesses, associations and non-profits. However, if relationships are strengthened and these organizations are incorporated into the County planning process, they will bring additional capability to the County.

C. Summary.

An analogy to describe the public safety system is one of a sick person, for the system is indeed sick, and in need of treatment. Two alternatives exist can be used to treat the patient, treat the symptoms, or treat the underlying causes.

The first alternative involves treating the symptoms as they appear within the various parts of the system. When an issue emerges, find a quick fix and the situation gets better for a short period of time. The problem with this approach is that the issues will likely reemerge because the underlying causes of the issue have not been addressed in a meaningful way. It appears that this is the approach that has been used most often in the past with predictable results, and All Hands urges Accomack County to abandon this approach.

The second approach, and the one All Hands recommends to the County, is to use a data driven decision making tools to identify the underlying reasons for an issue or problem, and then treat those causes, taking a systems approach. This method is more difficult, and requires some changes in the way business is currently done, but it will pay large dividends in the future as the system is made healthier.

Prompt and decisive steps need to be taken to stop the deterioration being experienced in the system and build upon the strengths that do exist. Maintaining and strengthening the ability of the existing emergency response system to provide quality care to victims of emergencies is a vital goal. That means a multi-pronged effort needs to be undertaken. The greatest challenges under this alternative will be, in the short term, the amount of time, effort and cooperation required of those in leadership positions. Each component may well have to give up a little of their independence and authority to work toward the collective good, but have much to gain in the process. Once stability is achieved, the system will be better positioned to manage incremental improvements from a county-wide perspective and to address any emerging problems in their early stages.

The volunteer system needs to be shored up. Expanding emergency call workload, increased training and certification requirements, declining membership and the time demands of fundraising are eroding the ability of the volunteer system to function. The right balance of County help to the volunteer system can make a huge difference: more effective financial support from the county is necessary to more fully offset operating costs and reduce fundraising time demands so needed training and response duties can be accomplished; help is needed in recruitment and retention programs to attract and keep members, and share the workload of providing duty crews and responding to calls; the judicious use of career employees to staff stations during periods of time that the volunteers are having difficulty meeting demands; and policy direction on system governance to establish a requirement that a county-wide focus must be taken on how the system operates and in setting priorities on the improvements needed.

The career Department of Public Safety needs to be strengthened if it to advance its support of the volunteer system and pave the way for improvements. Issues of internal accountability and supervisory oversight need improvement. Work schedules need to be standardized. Other barriers to recruitment and retention like disparity in retirement and salary structure need to be more competitive in the regional marketplace. The distribution of career personnel in volunteer stations needs to be restructured to be more efficient and effective.

A strong prevention program needs to be developed, staffed and implemented to better manage the risks confronting the County. This should include fire prevention, life safety and accident prevention, and disaster preparedness and self help information.

Likewise, assuring that a comprehensive emergency management system exists to deal with disaster situations that occur is also important. Revising the EOP based effort into a CEMP will be a multi-year effort, which includes developing and implementing a training and exercise plan, developing effective COOP Plans that allow the County government to keep functioning, revising or creating department operations plans, creating emergency support function plans, and creating checklists and other decision support tools that guide actions during an emergency.

Emergency management coordination needs the focus of a fulltime person. Development of a Comprehensive Emergency Management Program and Plan will require significant staff time, not just from Emergency Management, but from staff in every County department. Many departments have untapped capabilities that will enhance the County's ability to prevent, mitigate, prepare, respond and recover from disasters.

Other parts of the emergency response system like the Regional 911 Center also need to advance their support of the volunteer system and pave the way for improvements. Upgrading the way records are collected and reported on how emergency calls are received, processed, dispatched, and on the critical timeline points and actions taken by each responding unit are vital to being able to provide effective services to the citizens.

This Strategic Plan proposes goals and objectives compiled into an action plan for the County and members of the public safety system to prioritize and implement in an effort to improve public safety services for the citizens of the County of Accomack. Developing the Plan is the easy part. Implementing it over time will be difficult, and require openness and effective dialog among the various stakeholders.

INTRODUCTION

A. PURPOSE

All Hands Consulting prepared this report, under contract with the County of Accomack, Virginia as the third and final step to examine the capability of the Public Safety System to carry out its duties. The Public Safety System provides fire and emergency medical protection and prevention efforts, response to emergency incidents that do occur, and coordinates the emergency management efforts of the County to prepare for, respond to, recover from, mitigate and prevent disaster situations. The Public Safety System is comprised of 14 independent volunteer fire companies and one independent rescue squad within the County and Towns, supported by the career employees of the Department of Public Safety. The first step was to develop a risk assessment for the County with regard to emergency incidents. The second step was to perform a capability analysis of the system to provide those critical services. The third step, which resulted in this document, was to develop a Strategic Plan for the Public Safety System that identifies gaps between the existing capabilities and the desired level of services, proposes approaches to close the gaps and proposes a methodology by which the County can implement the Strategic Plan and periodically assess the need for changes in the Strategic Plan.

B. SCOPE.

This Capability Assessment, where adequate data exists, evaluates the existing capacity of the fire and emergency medical response system, which includes the network of volunteer fire companies and rescue squads supplemented by the Department of Public Safety, in preventing, responding to and effectively resolving emergency incidents. It also evaluates the emergency management functions performed by the Department of Public Safety.

Where adequate data was found not to exist, this report identifies the void and proposes solutions for capturing and analyzing better data in the future.

C. METHODOLOGY.

All Hands prepared this document after completing a comprehensive study process that included:

- multiple site visits to Accomack County during which meetings were held with key County and county fire and EMS system staff to discuss the scope of the project and client needs.
- in-depth interviews conducted with a wide variety of stakeholders, including government officials, volunteer and career county fire and EMS system staff, and allied community organizations to identify ex-

isting resource capabilities and to gain an understanding of the typical response problems experienced in the County.

- relevant historical documents were requested and reviewed that might contain information useful to the analysis, and those useful were subsequently included in the analysis.
- relevant national standards and best practices were reviewed and used to benchmark the existing county fire and EMS system situation
- available data and information was analyzed to determine existing levels of service
- existing service levels were compared to response needs assessment criteria to determine gaps
- service delivery gaps were analyzed to generate recommendations for service level improvement

A draft document was provided to the County for review and comment prior to finalization.

D. LOCAL GOVERNMENT'S ROLE IN PUBLIC SAFETY

Local governments have a goal to assure the health, safety and welfare of their citizens and visitors. The provision of fire and emergency medical services is a function of local government.

The County of Accomack carries out that role through the chartering of volunteer fire departments and rescue squads, and through the creation of the Department of Public Safety to provide supplemental fire and emergency medical assistance to the volunteers. The volunteer fire companies and rescue squads provide the primary emergency response to incidents supplemented by career staff from the Department of Public Safety. The County Board of Supervisors should continue to provide sound direction and support to the volunteer fire companies and rescue squad regarding service delivery expectations.

Analysis undertaken in this study by All Hands has determined that the system is severely stressed, and in some cases stressed to near the point of breaking. Significant changes are needed to relieve that stress on the system and position it to function more effectively in the future. Some problems are organizational and systemic in nature, in that they are impeding the ability of the various components of the system to work together effectively. For those issues, objectives for structural changes in the organization, decision making processes and funding mechanisms are recommended. Some problems are the result of a lack of uniform standards and operational procedures, and inadequate, outdated or non-standard equipment and apparatus that impacts service delivery and the safety of responders. Specific objectives for policies and procedures are identified in those cases. Some problems result from cultural and external changes that are stressing the ability to recruit, train and maintain enough members to function effectively. Recommendations and objectives on improving recruitment, retention and support of existing members are included. Some problems result from the existing locations of the fire and rescue stations. Solutions for improvement in station distribution and analysis of future district changes are included.

E. STRATEGIC PLAN CONTENT

This strategic plan identifies goals for the public safety system and objectives that frame future actions needed to

INTRODUCTION

ensure that the County’s emergency response system (both the volunteer fire and rescue squad companies and career Public Safety Department) and emergency management plans and policies are achieving the desired result and ultimately meet national guidelines and standards. A finalized timeline with priorities needs to be developed by the County as this plan is discussed and evaluated by the stakeholders, priorities are set, and funding is made available during the normal budget processes.

Specifically, All Hands was tasked with providing the following. The location where the information can be found in this document is presented in the second column.

TASK	LOCATION
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Assessment of the quality of present levels of service	Provided in Capability Assessment Document
Forecast emergency service needs based on potential growth trends 3-5 years	Parts One, Two and Three as appropriate.
Assess deployment strategies of present career personnel, apparatus and infrastructure	Part One and Two
Capabilities of the current fire/EMS organization, to include equipment maintenance and acquisition: formulate and recommend a schedule of equipment maintenance and replacement	Part Two and Capability Assessment Document
Options and opportunities for developing and delivering services in line with community needs and circumstances	Parts One, Two and Three as appropriate.
Economic and financial circumstances of the different departments	Part One
Provide strategy to improve retention and recruitment of both volunteer and career Fire/EMS providers	Part One
Examine the effectiveness of current response districts, both fire and EMS.	Part Two
Examine additions to Accomack County’s Comprehensive Land Management Plan (COMP), as well as Capital Improvements Plan (CIP) to provide accommodation for emergency service levels	Part One
Development of strategic goals and objectives for the Fire/EMS system	Contained in each part of this document as appropriate.
Provide cost estimates of implementation with funding sources recommendations.	Contained in each part of this document as appropriate.
Evaluate staffing needs and workload demand in Emergency Management; to include grants management, state and federal mandates, local needs, public expectations, etc.	Part Three
Provide an implementation strategy and schedule to achieve the goals and objectives of the Master Plan.	Contained in each part of this document as appropriate.
Provide a plan and schedule by which to monitor, evaluate and revise the Master Plan to ensure continued viability.	Part One

Part One discusses the governance, management, funding and administration of the County's public safety system and the emergency management program. It addresses how the County can retain and strengthen its strong tradition of a volunteer system for providing emergency response while improving the level of coordination and accountability at a County-wide level for system performance.

- Governance of the system that: involves the volunteers by way of contracts to provide services in return for membership on the Commission which provides them with responsibility for policy and procedure setting, establishes the Public Safety Director) as the chair of the Fire and EMS Commission, and requires a county-wide perspective when assessing the impact of proposed changes.
- Shared county-wide funding mechanisms that support the volunteer and career components of the system and require county-wide priority setting.
- Establishment of desired level of service goals based on the needs of the victims coupled with practical performance targets based on existing system capabilities that can be used to measure progress toward goals.
- Economic and financial circumstances of the volunteer organizations and recommendations for improvement in sustained funding of the system.
- The emergency management program is addressed, including steps to increase workload capacity, advance the existing Emergency Operations Plan (EOP) and create a comprehensive emergency management plan (CEMP) that involves all the appropriate stakeholders in the management of the County's CEMP.
- Recruitment, retention and ongoing support of existing volunteer and career members to minimize the negative impacts of attrition.
- A plan, process and schedule to monitor progress in achieving strategic plan goals and objectives, and evaluate the need for new or changed goals and objectives to assure the Strategic Plan remains a living and useful document.

Part Two describes the current situation in the County as it relates to the likely types of fire and emergency medical response, the customer needs from the emergency response system when experiencing those emergency events and the current capabilities of the County to meet those customer needs. Where a gap between customer needs and system ability to provide the service is identified, recommendations for closing the gap are proposed. Part Two is organized by the general types of emergency response provided by the volunteer fire and rescue squad companies:

- Emergency Medical Response.
- Fire Response.
- Staffing needs
- Station distribution and response districts

Part Three is addresses the specific components of a Comprehensive Emergency Management Plan (CEMP) and identifies issues and recommendations involved in moving the County toward that goal. Part Three is organized by the five components of emergency management:

- Prevention.
- Mitigation.
- Preparedness.
- Response.

- Recovery.

Within each part and component, the strategic plan details the goal, issues, applicable sections of national guidelines and standards, current County efforts, and lists objectives which are the actions that the County needs to take to meet the stated goal.

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PART I. GOVERNANCE AND MANAGEMENT

Accomack County fire and EMS personnel are highly dedicated people who have a firm interest to provide high quality service. A series of events have occurred over the course of Accomack history that have steadily created barriers to high performance. These barriers to performance have created a condition that has positioned the fire and EMS service delivery into a fragile, if not dysfunctional state.

This Part is organized into the following sections:

- Organization of Accomack County Fire and EMS
- Funding and Volunteer Organizations Financial Stability
- Apparatus and Equipment Standards
- Management, Supervision and Deployment of Career Staff
- Management Information and Analysis

A. Organization of Accomack County Fire and EMS

The fire and EMS program does not appear to operate as a cohesive system. The manner in which the program operates is splintered in a number of ways observed by the All Hands team. This splintering of the system has resulted in a number of independent entities or constituency groups that do promote their parochial service improvements but have not been effective at working through complex issues or in confronting environmental conditions to develop and implement optimal solutions that benefit the whole County. Based on interviews, the perceptions of divisions that prevent working together in a synergistic way are many.

It is natural to have some healthy competition and tension among the various parts of the organization. When the divisions are perceived to be deep, and the motives and actions of the various groups to be adversarial, then the ability to work together effectively as a team where all members contribute to the system is more difficult. All Hands has found the divisions are causing strains that draw away from a positive working relationship that should otherwise be more cooperative and productive and in just a few cases the divisions go to the core issues of trust and respect.

Based on the high level of integrity, commitment and interest demonstrated by those interviewed, All Hands conclude that a key underlying factors prohibiting unifying as a system relates to organizational structure. This factor involves both organizational design and the infrastructure capacity to operate effectively.

To achieve success, the member organizations of the Public Safety System need to have a real sense of shared authority and responsibility for moving the system forward. The system organizational design should consider lines of responsibility and accountability that begins with the Board of County Supervisors and extends through the fire and EMS leadership (both career and volunteer) to the front line providers of service. It is relatively clear that volunteer chiefs have responsibility under the current organization for their departments. Beyond that, at the company level the distinction of who is responsible for County level decision making is less clear. Recognizing that a Fire and Rescue Commission currently exists, the level of responsibility they have is either weak or not fully exercised. Further the level of accountability at the existing Fire and Rescue Commission level is not explicit. Each volunteer company currently has a great deal of discretion about the type and amount of equipment within their departments. Some of the decisions, when viewed from a County-wide priority of needs point of view or operational impact point of view, are not justified.

There are two basic approaches available to the County Board of Supervisors to cause the various components of the system to function together as one. The first is to reconstitute the Fire and Rescue Commission as the Fire and EMS Commission with expanded responsibility and authority to oversee the entire Public Safety System. The second alternative is to form a County-wide Fire Department that incorporates each of the volunteer fire and EMS organizations into that Fire Department under the leadership of a County Fire Chief, with the existing Fire and Rescue Commission becoming an advisory group to the County Fire Chief. Whichever approach is ultimately taken, the key to its success will be the level of cooperation and involvement of the leadership from each stakeholder organization.

All Hands believes the County Board should think of the alternatives as steps on a continuum. The first step would be to reconstitute the existing Fire and Rescue Commission as recommended in the goals and objectives that follow. If the proposed system is given time to work and proves successful, then it may not be necessary to take the final step and create one fire and EMS department for the entire County.

Goal G 1:

Develop an integrated, County-wide governance structure for the public safety system in the form of a reconstituted Fire and EMS Commission that ensures the viability of the volunteer component, involves all the key stakeholder organizations, assures County-wide funding mechanisms, priority setting, management and accountability and establishes the clear leadership of the Public Safety Director as the designated county official to chair the Fire and EMS Commission.

PART 1. GOVERNANCE AND MANAGEMENT

#	Objective	Cost Estimate	Potential Funding Sources
G 1.1	Adopt an ordinance that reconstitutes and specifies responsibilities of the Fire and EMS Commission, establishes the Director of Public Safety as Chair, provides each volunteer organization that signs a contract a seat and vote on the Commission, empowers the Chair to set the agenda for the Commission, provide the chair emergency policy and procedure enactment authority until acted on at the next Commission meeting, provides the Chair veto authority, and provides for a veto override by supermajority (75%), veto override forcing the issue to the Board of Supervisors agenda for resolution, and provides a seat on the Fire and EMS Commission for one career employee (other than the Director, who is chairman) at or above the rank of Captain and one career employee below the rank of Captain. An alternative component to conduct business between regular meetings might include an Executive Board that could enact interim policy and procedures until ratified at the next full association meeting. Board of Supervisors members and the County Administrator should be considered ex-officio members of the Fire and EMS Commission, and Executive Board if established, and encouraged to participate.	Attorney Fees 1K	General Fund
G 1.2	Draft a contract for each volunteer organization to provide services in return for representation on the Fire and EMS Commission and receipt of budgeted and allocated monies according to the budget submitted by the Fire and EMS Commission and adopted by the Board of Supervisors	Attorney Fees 1K	General Fund
G 1.3	Include the Town of Chincoteague to participate fully on the Fire and EMS Commission, be a part of the taxing districts that are established, share in the funding, and consolidate the three town employees into the Department of Public Safety staff. For there to be a County-wide system that addresses the emergency response needs of all the citizens, it does not make any sense for the Town of Chincoteague to be independent of the rest of the County.	NA	NA
G 1.4	Form standing committees with written charters that conduct the business of the Association in between meetings, including: Recruitment and Retention; Operations; Planning and Performance Measurement; Training; Safety; Budget; Facilities, Apparatus & Equipment Specifications; and Public Education. It may become desirable and necessary to have sub-committees that consider specific aspects of a Committee's charge, like sub-committees for EMS or water supply procedures to the operational procedures committee.	NA	NA

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#	Objective	Cost Estimate	Potential Funding Sources
G 1.5	Task the recruitment and retention committee of the Fire and EMS Commission to focus on increase volunteer staffing so that sufficient volunteer staffing can be established to allow each volunteer rank level to function appropriately at their organizational level of responsibility. This is especially important to free up time capacity for the department chief to engage fully as a member of the Fire and EMS Commission while also serving as the leader of his/her department.	10K – 20K	Tax Districts General Fund
G 1.6	Apply best practices to recruitment and retention in a system wide approach, identify barriers to volunteer and career member recruitment and retention, and reduce or eliminate barriers impact. Create a working environment system wide that contributes to volunteerism and continues compliance with the Fair Labor Standards Act.	NA	NA
G 1.7	Volunteers and career employees should be surveyed periodically to determine their level of satisfaction and to be probed relating to areas where improvement may be indicted. Surveys can be done though paper survey instruments, focus groups or both. Exit surveys and interviews should also be done to determine why a member is leaving the system.	5K Potential for 1K recurring cost	Tax District Funds General Fund
G 1.8	The Chair of the Fire and Rescue Association should appoint representatives to various outside agencies that it works with to include: the regional EMS Council and regional training organizations. A working relationship must be established with the Operational Medical Director so that EMS patient care matters can be addressed effectively.	NA	NA
G 1.9	An evaluation of the ordinance and system organizational structure should be conducted after a sufficient period of time has transpired after implementation (3-5 years) to determine its effectiveness and whether modifications are necessary.	100K	Tax District funds General Fund

B. Funding and Volunteer Organization Financial Stability.

All Hands analysis of financial records to determine the financial stability of the various volunteer companies identified that many are almost totally dependent on County funds and fees for service. Those records are summarized in Table 1 and Table 2. There is also a great disparity among the total funding received by the various companies. During interviews, most organizations indicated they were having a hard time making ends meet, and that the monies received from the County did not begin to cover their operating costs. It is unclear how much of the money reported is received by those companies that do direct billing for EMS calls, although it seems that the money included in the other column most likely identifies EMS billing money for those companies that collect it. More detailed and comprehensive financial reporting is needed to better understand the true costs of operating the system.

PART 1. GOVERNANCE AND MANAGEMENT

Table 1 – Volunteer Company Income

Accomack County Volunteer Company 2005 Financials

Department	Income						Total Income
	Donations	Govt	Net Fundraising	Sale of Items	Grants	Other	
1 New Church	18074	67285	17605	1000		5176	\$ 109,140
2 Greenbackville	46309	75284	14294			200	\$ 136,087
3 Chincoteague	13687	28334	469548				\$ 511,569
4 Atlantic	14835	65457	41985		23664	16543	\$ 162,484
5 Saxis	2030	67507	2150		25000	37754	\$ 134,441
6 Bloxom	1750	90524	168114		54000	75000	\$ 389,388
7 Parksley		78574					\$ 78,574
8 Tasley	11587	83093	11317			131	\$ 106,128
9 Onancock	5060	75179	76224	2547	13089	4626	\$ 176,725
10 Melfa	18284	85916				117655	\$ 221,855
11 Wachapreague	7413	134137	43854	2906	0	13834	\$ 202,144
12 Painter '04 data	14867	70672	37180		1500	5744	\$ 129,963
18 Onley	6275	90343	20434	182	19089	70	\$ 136,393
20 Oak Hall Rescue	2341	55407				156358	\$ 214,106
21 Tangier	450	65407				155	\$ 66,012

Source: Annual Reports by Volunteer Companies

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Table 2 – Volunteer Company Expenses

Department	Expenses		Veh. Maintenance & Fuel	Insurance			Total Ins	Administrative	Communications	Station Expenses	Training & Development	Other	Total Expenses
	Apparatus & Equipment	Ops Supplies		Fleet	Prop & Liab.	Health & Acc							
1 New Church	2937	1031	6935	4791	2975	2912	10678	694	1235	6195	1889	1381	\$ 32,975
2 Greenbackville	18870	15989	17335	8508	3840	2879	15227	1020	628	16548	232	51050	\$ 136,899
3 Chincoteague	84530	11266	17299	17627	18846	6751	43224	7301	9673	22841	14699	269922	\$ 480,755
4 Atlantic	14405	1398	10359	6383	1989	3656	12028	10563	5860	24314	823	39045	\$ 118,795
5 Saxis	28079	3114	39528				11445	3098	4274	8207	1060	17713	\$ 116,518
6 Bloxom	132057	74893	55062				16043	1694	385	13995	725	52244	\$ 347,098
7 Parksley	19695		33107				19513		5248	3234			\$ 80,797
8 Tasley	38654	4865	9286	5299	1125	5353	11777	2135	5364	4922	166	7469	\$ 84,638
9 Onancock	10520	0	37501	0	22869	2818	25687	12649	0	5438	9452	21816	\$ 123,063
10 Melfa	12811	5757	26366	10186	4420	7292	21898	19265	3118	19076	29445	54971	\$ 192,707
11 Wachapreague	30901	11259	5302	10616	*	10911	21527	1910	1414	34870	6973	31058	\$ 145,214
12 Painter '04 data	5816	1616	2697	7855	*	5134	12989	925	1426	7341	3285		\$ 36,095
18 Onley	72726	1544	11669	5354	3969	4524	13847	9619	4139	12484	1979	0	\$ 128,007
20 Oak Hall Rescue	88686	10356	26684				10100	38505	1960	14335	21894	27195	\$ 239,715
21 Tangier	769	1773	658				7771	6800	372	5796		2641	\$ 26,580

Source: Annual Reports by Volunteer Companies

There is a general consensus that more financial support is needed from the County to support the volunteer organizations. All Hands is proposing that, as part of the restructuring of the new Fire and EMS Commission, the County create several county-wide financial funding streams for the system and task the Fire and EMS Commission with developing a County-wide budget that reflects the needs of both the volunteer companies and the career department. The consolidation of the two existing fire tax districts into one county-wide district that includes the Town of Chincoteague, coupled with the County-wide EMS Tax District would provide a stable base for funding the Public Safety System needs in the future. The EMS tax District should be expanded to include the Town of Chincoteague as well. Creating a central, county-wide EMS billing operation with the funds dedicated to offsetting operating costs would also be significant improvement.

Using these funding sources, the Fire and EMS Commission would create proposed operating and capital budgets as part of the County budget process. The budget developed would reflect the priority decisions of the system as a whole and provide a much clearer picture of what the system is really costing the County. In addition, requests for program enhancements should indicate the expected improvements in service levels that can be expected from the expenditure.

The proposals also call for the county-wide funding to relieve the volunteer organizations from the fundraising chores necessary to purchase replacement apparatus and for station maintenance and replacement. By using the tax district revenues for that purpose, a significant barrier to volunteer participation will be eliminated.

Goal G 2:
Establish county-wide funding sources to support the volunteer companies and the career Department of Public Safety.

#	Objective	Cost Estimate	Potential Funding Sources
G 2.1	Create a single county-wide fire tax district to provide support of the county-wide public safety system to function in parallel with the EMS Tax District. Include the Town of Chincoteague in the county-wide district.	NA	NA
G 2.2	Reconfigure the County-wide EMS Tax District to include the Town of Chincoteague	NA	NA
G 2.3	Create a county-wide system of billing for EMS reimbursement that goes into a dedicated fund to offset operating costs for the system.	NA	NA
G 2.4	The Fire and EMS Commission must be tasked to set county-wide improvement priorities and recommendations, and develop budget requests to achieve those priorities as part of the normal County operating and capital budget processes.	NA	NA

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#	Objective	Cost Estimate	Potential Funding Sources
G 2.5	Establish a fleet replacement process that relieves the volunteers of the financial responsibilities, that is based on life-cycle management principles and develop capital budget to reflect fleet replacement needs under the life-cycle management program.	2 fire unit and 2 ambulances each year 1,200K – 1500K Lease - purchase and govt. backed financing can smooth costs over time	County-wide levy districts General Fund
G 2.6	Develop a program that relieves the volunteer companies of the financial responsibilities of fire station maintenance and refurbishment, and establish a life-cycle management process for determining the need for refurbishment or replacement of stations. Relocate stations out of flood plains. Develop a capital budget as part of the CIP process to reflect station construction needs based on the life-cycle management program.	Refurbish 1 station per year 500k Maintenance on 14 stations 1,400K 1900K-2000K	County-wide levy districts General Fund Mitigation Grant Funds
G 2.7	Consolidate all external sources of pass through funds to include 4 for life and Department of Fire Program funds to support system-wide service priorities.	0	State and Federal funding mechanisms

C. Apparatus and Equipment Standards

It is important to maintain the right balance of apparatus in the fleet. The maintenance and replacement of the fleet of response vehicles is always a troublesome and expensive issue. Fire apparatus is expensive and has a finite life cycle. Fire apparatus generally is considered to have a life cycle of 10 to 20 years depending on a number of factors such as type of apparatus and frequency of use, providing that a refurbishing takes place about mid way during the live cycle. Ambulances generally have a life-cycle of 5 to 10 years depending on use. That means the County should develop a capital improvement project to regularly replace the apparatus as it ages, and before the apparatus becomes unsafe to use. A comprehensive replacement program has the advantage of helping the fleet stay current with changing technology and safety standards.

There are 3 general methods for determining when a piece of apparatus should be replaced. The first method determines the optimal replacement based on the point at which the cost of maintaining a vehicle exceeds the cost of replacing the vehicle. Service records were not consistently available to determine the annual service and repair costs so this method will require a consistent approach to recordkeeping of work done and costs for the future if this method is used. The second method involves determining the expected life expectancy of an emergency vehicle based on either/or the age of the unit and mileage. Hours of service can be substituted for mileage. This method is more frequently used for replacement of emergency vehicles due to the higher value

PART 1. GOVERNANCE AND MANAGEMENT

placed on reliability. Agencies that use this method often set replacement decisions that differ between front line and reserve vehicles. The third method involves determination of replacement based on safety risks of the vehicle or obsolescence. The third method is typically used in conjunction with either the optimal replacement or age/mileage replacement method.

Apparatus and equipment purchases should be made based on a set of replacement criteria or a need justification for new equipment. When public funds are used to support equipment or apparatus there should be a system level evaluation and approval process through the Fire and EMS Commission to assure compliance from a standardization or interoperability perspective and that the purchases are based on justification against competing demands for limited fiscal recourses.

Many stations are in need of renovation to bring them into compliance with workplace safety requirements and to provide a more welcoming working and living environment to encourage volunteers to be at the station as much as possible

Goal G 3:

Establish county-wide standards and Fire and EMS Commission approval mechanism for the purchase, design and layout, maintenance, acquisition and replacement of stations, emergency response apparatus and equipment to assure compatibility, operational effectiveness and responder safety.

#	Objective	Cost Estimate	Potential Funding Sources
G 3.1	The Fire and EMS Commission should have decision authority for any change relating to services of specialized tactical units. The Fire and EMS Commission should include a specialized tactical unit deployment model in its strategic plan. Any proposal for a specialized tactical unit change in service should be presented to the Fire and EMS Commission for final decision making. The Fire and EMS Commission should establish minimum standardization specifications for each specialized tactical unit.	NA	NA

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#	Objective	Cost Estimate	Potential Funding Sources
G 3.2	Onancock VFD, Onley Fire and Rescue, and Tasley Fire and Rescue should consolidate into one station. The consolidation process should involve the County Government and Fire and EMS Commission leadership setting the expectation and deadline to consolidate the three stations to one. However, the three departments should meet and confer to develop a consolidation plan they can each support within a reasonable time frame before consolidation actually begins. The consolidation plan should be ratified by the Fire and EMS Commission and Board of County Supervisors.	Significant cost savings would result	County-wide Tax Districts General Fund
G 3.3	The Fire and EMS Commission and involved volunteer departments should develop a plan to provide dual function fire suppression and EMS care and transport service from each station.	Training and equipment costs 300K-400K	County-wide Tax Districts General Fund
G 3.4	The Fire and EMS Commission should develop a comprehensive assessment of the long term response apparatus needs for the Public Safety System and prepare a capital improvements program plan and budget proposal to assure refurbishment and replacement of the fleet according to the fleet life-cycle plan	NA	CIP County-wide Tax Districts General Fund
G 3.5	The Fire and EMS Commission should develop a comprehensive assessment of the long term facility needs for the Public Safety System and prepare a capital improvements program plan and budget proposal.	NA	CIP County-wide Tax Districts General Fund
G 3.6	A thorough system wide accounting of fire fighter protective ensemble to determine the number of sets of gear that are not NFPA 1971 compliant and a funding strategy, to include consideration of a regional Fire Act Grant initiative with local government and volunteer department funds , should be developed to assure any noncompliant gear is replaced.	75K – 200 K	County-wide Tax Districts General Fund USFA Fire Act Grant
G 3.7	The Fire and EMS Commission should establish a single NFPA 1851 compliant specification for turnout gear and do centralized purchasing to achieve standardization to reduce administrative burden on volunteer companies and possibly achieve cost savings.	NA	NA
G 3.8	A system wide policy and procedure should be created that will raise awareness of the importance of turnout gear maintenance and that outlines the steps to follow to perform on going turnout gear maintenance.	NA	NA

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#	Objective	Cost Estimate	Potential Funding Sources
G 3.9	A single contract should be established for repair of turnout gear and refurbishing and cleaning of turnout gear from members who resign in order for reissue. Back-up turnout gear should be available for issuance to firefighters when their gear is placed out of service and they are awaiting return or replacement.	Should result in a cost savings	County-wide Tax Districts General Fund
G 3.10	Create a system wide SCBA specification to standardize around a single manufacturer. Model variation should only be considered based on operational justifications.	NA	NA
G 3.11	Once a standard is created a system wide strategy should be established with an identified funding source or sources to replace non standard SCBA equipment. A centralized purchase should be arranged for administrative efficiency and possible cost savings.	500K-1500K	USFA Fire Act Grant County-wide Tax Districts General Fund
G 3.12	Create a centralized fit testing process either through a contractor or by adding staffing with the appropriate County owned testing equipment to perform annual fit testing and maintain required fit testing records. This program should be compliant with US Department of Labor OSHA Standard # 1910.134, Respiratory Protection	Unknown for Contractor In-house, 20K – 40K with 2K-10K recurring cost	County-wide Tax Districts General Fund
G 3.13	Establish county-wide standardized tools, appliances and equipment specifications to ensure interoperability and efficiency of use with common SOP's. Conduct a replacement program to phase out non-standard equipment over time. No government funds should be used to purchase non-standard equipment.		
G 3.14	Establish a county-wide policy specifying pre-requisite training and certification standards by rank level and functional position.	10K - 20K	

D. Management, Supervision and Deployment of Career Staff

The functional heads of emergency operations for the Department of Public Safety are two captains that occupy positions on a medic unit as a response crew member. This presents an insurmountable operational and logistical problem in that the Captain's role as response crew member prevents the effective accomplishment of supervisory duties and command and control functions. The people the Captain is directly responsible to oversee are assigned at remote stations where their performance goes almost entirely unobserved. It is much more difficult for a functional peer on a response unit to be perceived as the supervisor or program manager, and the lack of direct contact with subordinates makes giving direction and initiating change that much more complicated. The additional responsibilities of program management, oversight of the work efforts of staff assigned to multiple station's, as well as participation as a member of the department's senior policy group argue strongly for a shift in assignment off of the medic unit and into a command officers vehicle and for a higher rank level classification for

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this position. The Battalion Chief positions need to be integrated into a standardized chain of command for the entire county response system.

The County career staff is dispersed out into nine of the 14 stations (Chincoteague is staffed by two [out of three] Town employees) in numbers that often only provide one or two on-duty people at a time. This distribution does not allow for the establishment of effective response crews for fire calls (which should be a minimum of three with the long range goal to be four) and often does not provide an effective ambulance crew (minimum of two). If the career staff are redistributed to the high run volume stations along the central core of the County, then more effective coverage for the maximum amount of population would be achieved. This will mean higher unit travel times to those outlying station areas that lose their career staff coverage, but will result in higher quality service delivery overall.

Goal G 4:
Improve the management span of control, coverage efficiency, field force mobilization and the ability of career supervisors to actually observe the work of those that are supervised within the career Department of Public Safety.

#	Objective	Cost Estimate	Potential Funding Sources
G 4.1	Reorganize the career staffing deployment for minimum of 3 personnel per station. This should result in a consolidation of staffing toward the high run volume stations most centrally located along the Route 13 corridor.	NA	NA
G 4.2	Consolidate day time staffing schedule to one 40 hour work week schedule and the 24 hour work schedule to a FLSA 207k exemption 212 hour over a 28 day cycle schedule. Work closely with the volunteer companies during a designated transition period to change career staff work schedules to minimize or eliminate any adverse impact on volunteers in the staffing of any gap periods.	NA	NA
G 4.3	Develop a staffing model to increase staffing to assure sufficient career staffing is authorized to cover the number of positions that must be filled. Include the needed positions in a multi-year staffing plan.	Unknown until analysis is done. It is possible that 2 – 5 new positions per year might be needed to establish safe minimum staffing levels.	County-wide Tax Districts General Fund

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#	Objective	Cost Estimate	Potential Funding Sources
G 4.4	Divide the County into two districts, or Battalions, and create two 24 hour Battalion Chief positions (a total of six employees), not assigned to a medic or other response unit, to create mobile supervisor positions at an appropriate rank level to manage the administrative and non-emergency activities of career employees in multiple stations and provide the needed command and control of incidents until relieved by a higher ranking officer.	Cost difference Captain to BC 10K EACH * 2 = 20K 80K each *4 = 320K Vehicle package (2) 100K 440K	County-wide Tax Districts General Fund
G 4.5	Develop a multi-year career staffing plan that targets staffing to additional stations based on call volume, regional deployment capability (the response times from second due and further out units that contributes to compiling the personnel needed on an incident consistent with the models presented in this report), and first due response times.	Unknown until the analysis is done	County-wide Tax Districts General Fund
G 4.6	Establish a policy that whenever more than one career person is assigned to a station, one of them will be a supervisor (Captain) so that there is adequate supervision of personnel appropriate to their rank level.	Cost difference between a FF/PM and a Captain 5K-10K	County-wide Tax Districts General Fund
G 4.7	Establish a prevention program that provides comprehensive public fire prevention, accident and injury prevention and disaster preparedness and self help information to the public. Include an operational permit enforcement program (1 FTE) on a fee basis for hazardous operations defined under the Statewide Fire Prevention Code. Career and volunteer members should be actively encouraged to participate in the prevention program	20K – 100K	Fee revenue from permits. County-wide Tax Districts General Fund

E. Management Information and Analysis

This improvement in data analysis capability should include developing the capability to collect, report and analyze the details of the entire emergency response process, from the time 911 rings through the equipment being available for another call. Data need to be collected on a unit by unit basis to fully evaluate system effectiveness. The practice of dispatching by station needs to be changed to a unit based dispatch system. The fire and rescue system leadership needs to decide on a County-wide standard for dispatching a standard compliment of specific apparatus to alarms of each type. The system must be able to evaluate each critical step in the process:

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receive and process the 911 call, dispatch the needed apparatus, respond with the right number and type of apparatus, arrive within proscribed time frames and perform the tasks the customer needs in an effective manner.

Specific data of the situations actually encountered by arriving units and the tasks actually performed will drive identification of equipment needs, training needs, on scene workload, staffing impacts and other resource requirements and allow for the development of a plan for phased implementation to close any service gaps.

Goal G 5:

Develop the full range of management data analysis capabilities required to establish, maintain, evaluate and monitor the performance of each component of the Public Safety System so that the needed analysis is performed on a regular basis to determine changes in levels of service.

#	Objective	Cost Estimate	Potential Funding Sources
G 5.1	Assign responsibility to the Public Safety Director, in concert with the Fire and EMS Commission, for developing the data analysis capability recommended in this report for the fire, EMS and emergency management system.	NA	NA
G 5.2	The Fire and EMS Commission and the Department of Public Safety should enhance their ability to perform type of GIS analysis necessary to answer questions about the cost/benefit of proposed solutions for service level changes and system improvements.	Hardware, software, staff 100K-150K	County-wide Tax Districts
G 5.3	The dispatch system should capture when a second call is dispatched for a station while a unit from that station is still involved in a previous call.	Unknown	911 Fees
G 5.4	Detailed analysis of available Virginia EMS incident reports should provide basic EMS performance and outcome data for the County. A process for automating the reporting should be developed for system-wide decision making and augmenting the EMS Quality Assurance Program.	PC based system 30K-50K	Tax Districts
G 5.5	Detailed analysis of available VFIRS incident reports should provide basic fire loss data for the County. A method to automate the data collection should be developed.	PC based system cost Included in G 5.4	Tax Districts

PART II. EMERGENCY RESPONSE

This part is organized by the components of Emergency Response. Under each component are displayed the goal and objectives that describe the actions that the County needs to take to meet the stated goal along with cost estimates and potential funding sources. The components of emergency response addressed are:

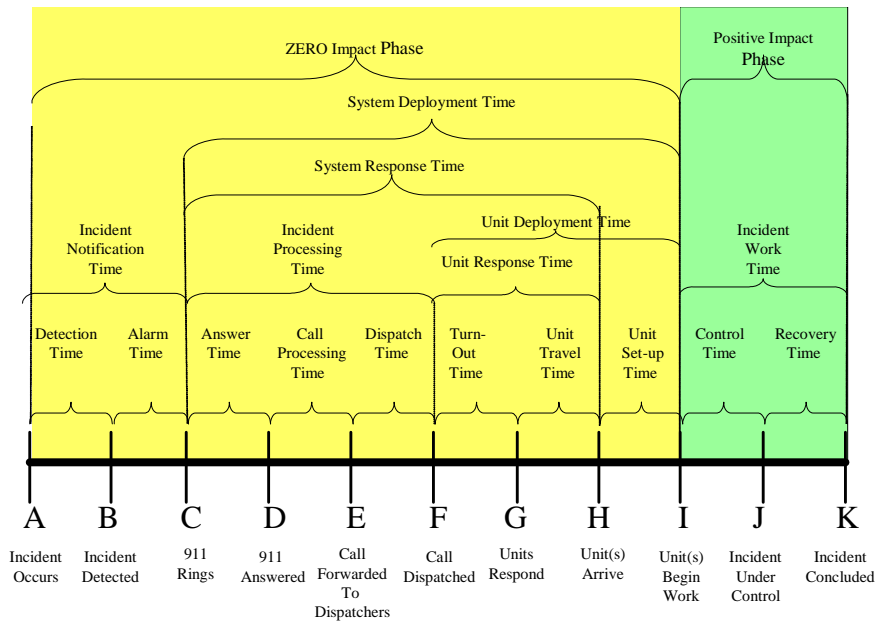
- Response Level of Service Standards
- Operational Policies and Procedures

A. Response Level of Service Standards.

Level of service standard goals for the Public Safety System need to be set by the community based on what services are needed and when they are needed by the victims of the fire or emergency medical call in order to have a positive outcome. These goals are finite, and must be based on the science of physics and physiology.

Standard terminology needs to be established and used to avoid confusion over what is being measured. The terminology in Figure 1 is proposed as the standard for the County as a way to label critical emergency incident timeline points and the intervals between them.

Figure 1 - Generic Incident Response Timeline With Interval Names.



Long term response time goals for the system need to be set based on what the victim needs in terms of effective

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service. Performance targets need to be set on an annual basis at a challenging level that reflects what the existing system can currently do.

Table 3 - Proposed System Response Time Goals and Sample Performance Targets

Incident Type	Type of Unit Response	System Response Time Goal (first arriving unit)	System Response Time Goal (all 1 st alarm units)	Sample Performance Target (% of the time)		Sample Performance Target (% of the time)	
				Core Service Area		Remote Service Area	
EMS							
BLS Call	1 st BLS Unit	6 minutes		6 minutes 50%		6 minutes 50%	
	Transport Unit	10 minutes		10 Minutes 40%		10 Minutes 40%	
ALS Call	1 st BLS Unit	6 minutes	10 minutes	6 min. 50%	10 min. 40%	6 min. 20%	10 min. 20%
	1 st ALS Unit	10 minutes		10 min. 50%		10 min. 25%	10 min. 25%
	Transport Unit	10 minutes		10 min. 50%		10 min. 25%	10 min. 25%
Fire							
Fire	Pumper	6 minutes	10 minutes	6 min. 50%	10 min. 40%	6 min. 20%	6 min. 20%

An analysis of performance needs to be conducted to determine what reasonable performance targets are for various segments of the system

One example is the analysis of career staffed units response performance currently done by the Department of Public Safety.

Table 4 - Career Performance 2005 and 2006

Indicator	2005 Actual	Benchmark 2006	2006 Actual	Benchmark 2007
EMS: Turn-out time [90th percentile] when fully staffed (2) personnel	<2min 1:12min avg.	2 min. or less	2min 1:14in avg.	2 min. or less
EMS: Unit Travel Time [90th percentile]	13 min.	12 min. or less	11.4min	12 min. or less
EMS: Unit Response Time (turn-out + travel) [90th percentile]	15 min.	14 min. or less	12.6 min.	14 min. or less

Source: Adapted, using terminology recommended, from Department of Public Safety Data

PART 2. EMERGENCY RESPONSE

Table 5 – Sample Performance Display.

EMS Response Time - ALS Calls for Period _____ To _____				
System Response Time Goal	Number of Incidents		Percent of Incidents	
BLS - 4 minutes ALS - 8 minutes				
	BLS Unit	ALS Unit	BLS Unit	ALS Unit
< 2 minutes				
2 - 3 minutes				
3 - 4 minutes				
4 - 5 minutes				
5 - 6 minutes				
6 - 7 minutes				
7 - 8 minutes				
8 - 9 minutes				
9 - 10				
10 - 11				
11 - 12				
12 - 15				
> 15				

This display can be used to evaluate the performance daily, weekly, monthly, annually, or by shift or by unit. This type of analysis allows managers to focus in on where and why the longer response times occurred. Performance improvement objectives and targets can be set for the system as a whole or for some subset of the system.

It should be understood that the system will not meet the goals 100% of the time. Analysis of existing response patterns against those goals will establish the baseline percentage of incidents currently being served at that level. Once that baseline level of performance is determined, realistic performance targets can be set and various improvement strategies can be investigated. For example, if the long term goal is currently being met on 50 percent of the incident responses than performance improvement targets and objectives can be set to improve the level incrementally until a desired level is reached. It is up to the community to set performance targets based on what the citizens are willing to pay for to try and improve, or conversely, that they are willing to accept as-is because they are not willing to pay for improvements.

Quarterly performance reports on system and individual company performance should be given to the Board of Supervisors to update them on progress toward response time goals. This report should show the current situation and the performance trend over time.

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Goal ER 1:

Develop the full range of data analysis capabilities required to establish, maintain, evaluate and monitor the performance of each component of the Public Safety System so that the needed analysis is performed on a regular basis to determine changes in levels of service.

#	Objective	Cost Estimate	Potential Funding Sources
ER 1.1	Establish fire and EMS system performance goals recommended in this report that reflect the true needs of the victims of those events based on the science of physics and physiology.	NA	NA
ER 1.2	Establish a system performance goal of intervening in structure fires before flashover occurs, measure and report the results.	NA	NA
ER 1.3	Establish a set of community service level performance targets based on the current capabilities of the system and what the community is willing to pay for. During the annual budget process, public safety budget initiatives should be evaluated based on anticipated service level changes. The adopted budget will then reflect the willingness of the citizens to pay for improvements in levels of service.	NA	NA
ER 1.4	Evaluate each component of the emergency response system on a regular basis to determine what changes in level of service have resulted. For this to happen the data must first be captured in a way that enables analysis.	NA	Performed by existing staff.
ER 1.5	Track the dispatch and response of emergency assets using a vehicle or unit-based system rather than the current station-based dispatch system. The station-based dispatch and tracking system does not provide the ability to analyze system performance to the needed level of detail.	Unknown cost to modify the CAD system 0K-50K	911 Fees County-wide Tax Districts General Fund
ER 1.6	Measure, and report the performance of the Regional 911 center for each timeline interval from the time 911 rings until the call dispatch is completed.	NA	Performed by existing staff.

PART 2. EMERGENCY RESPONSE

#	Objective	Cost Estimate	Potential Funding Sources
ER 1.7	Capture important incident benchmarks in the CAD system as part of the incident record. Critical data on what transpires on the scene of emergencies after the arrival of emergency responders is not readily available for analysis.	NA May include costs if CAD must be modified 0K-50K	Performed by existing staff
ER 1.8	Create a system-wide data driven EMS Quality Assurance Program that meets the needs of the Operational Medical Director and follows existing best practices.	0K – 10K May incur costs if the existing records management system needs to be modified.	EMS Fees
ER 1.9	Improve the GIS capability of the Department of Public Safety to support the Fire and EMS Commission and volunteer companied.	20K -150K Software upgrades and potential staff	County-wide Tax Districts General Fund

B. Operational Policies and Procedures

Currently, each volunteer organization establishes their own operational policies and procedures for how emergency incidents will be handled by responding crews. This leads to confusion and disjointed emergency operations. Doing things the same way will improve the efficiency and effectiveness of responders on emergency scenes. The establishment of standardized, county-wide operational policies and procedures will improve emergency operations and simplify training and evaluation.

Goal ER 2:

Establish standardized, county-wide operational policies and procedures for how all emergency responders will perform their duties at emergency incidents that conform to local, state and national requirements, standards and best practices.

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

#	Objective	Cost Estimate	Potential Funding Sources
ER 2.1	Develop standard response assignments that prescribe the number and type of response units for typical emergency incidents. These standard compliments should then be used by the Dispatch center to form standard response dispatches based on the nature of the call.	NA	Existing Staff
ER 2.2	Standard response districts should be established for each station and reviewed at least annually. These districts should be based on which station's units can safely arrive at the location in the shortest amount of time, taking into account the variables of the road network.	NA	Existing Staff
ER 2.3	Subsets of response districts should be created to indicate the subsequent closest response units for that area from the pool of existing County station locations.	NA	Existing Staff
ER 2.4	A standardized Incident Command System policy and procedures should be established for all emergency responders (Fire, EMS, Sheriff, emergency management) and implemented by the Fire and EMS Commission through a corresponding training program.	NA	Existing Staff
ER 2.5	Establish a minimum number of three personnel on major fire apparatus responding to structure fires for that unit to be considered staffed, with the understanding that the long term goal should be four responders.	NA	Existing Staff
ER 2.6	Develop standardized, county-wide certification requirements for both volunteer and career personnel at various rank levels and functional positions. Establish a realistic implementation plan for phasing in the requirements so that incumbents have an opportunity to obtain the requisite training and certifications.	NA	Existing Staff
ER 2.7	Develop a training plan for emergency responders and train all responders in the policies and procedures adopted by the Fire and EMS Commission and provide effective management control to assure the services are delivered in the desired way.	NA	Existing Staff
ER 2.8	Create and implement a County-wide post incident analysis process and procedure for multiple unit responses.	NA	Existing Staff
ER 2.9	The County fire and EMS system should continue to identify specific worst case fire hazards in each planning zone for each category (single family residential, apartment, commercial, industrial) and develop specific pre-incident plans for each that identify specific resources needed to perform tactical functions.	NA	Existing Staff
ER 2.10	Develop methods for estimating anticipated fire prevention and pre-fire planning work volume, determine workload capacities of available staff, and develop plans for improving performance to reduce any gaps that might exist.	NA	Existing Staff

PART 2. EMERGENCY RESPONSE

#	Objective	Cost Estimate	Potential Funding Sources
ER 2.11	Standardized County-wide rural water supply procedures need to be developed and implemented to assure the effective use of the fleet of tankers during sustained fire fighting operations.	NA	Existing Staff
ER 2.12	Analyze the gap between needed resources and those available to respond and effectively deal with a structure fire situation using the model provided and develop a phased implementation plan to close the gap as available resources allow.	NA	Existing Staff
ER 2.13	Identify specific worst case Wildland Urban Interface hazards and develop specific pre-incident plans for each that identify more specific resources needed to perform tactical functions identified.	NA	Existing Staff
ER 2.14	Analyze the gap between needed resources and those available to respond and effectively deal with a wildland fire situation using the model provided and develop a phased implementation plan to close the gap as available resources allow. Mitigation strategies to lessen the likelihood of a major fire such as fuel reduction, increasing defensible space and building firebreaks should be considered and may be cost effective.	NA	Existing Staff
ER 2.15	Identify the likely types and potential scope of water rescue incident scenarios in the County. Examples should be created for each scenario using the model provided to determine the number of personnel and specific equipment needed to effectively control each.	NA	Existing Staff
ER 2.16	Assure the training and certification of staff involved in surface water rescue meet the requirements in NFPA 1006, Standard for Rescue Technician Professional Qualification. Existing training programs may already meet this requirement. If not, the training program should be modified to include all requirements	NA	Existing Staff
ER 2.17	Analyze the gap between resources needed and those available to respond and effectively deal with a surface water rescue situation and develop a phased implementation plan to close the gap as available resources allow.	NA	Existing Staff
ER 2.18	Identify the likely types and potential scope of hazardous materials incident scenarios in the County. Examples should be created for each scenario to determine the number of personnel and specific equipment needed to effectively control each.	NA	Existing Staff
ER 2.19	Assure that all response personnel for HazMat incidents are trained at the Operations level according to NFPA 472.	NA	Existing Staff
ER 2.20	Evaluate the cost-effectiveness of establishing a local HazMat Response Team trained and equipped to function at the technician level according to NFPA 472.	NA	Existing Staff
ER 2.21	Analyze the gap between needed resources and those available to respond and effectively deal with a hazardous materials situation and develop a phased implementation plan to close the gap as available resources allow.	NA	Existing Staff

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#	Objective	Cost Estimate	Potential Funding Sources
ER 2.22	Identify the likely types, locations and potential scope of mass casualty incident scenarios in the County. For each scenario determine the number of personnel and specific equipment needed to effectively control each.	NA	Existing Staff
ER 2.23	Assure that all response personnel expected to perform extrication and rescue at mass casualty incidents are trained and certified according to NFPA 1006: Standard for Rescue Technician Professional Qualifications.	NA	Existing Staff
ER 2.24	Analyze the gap between needed resources and those available to respond and effectively deal with a mass casualty situation using the model provided and develop a phased implementation plan to close the gap as available resources allow.	NA	Existing Staff
ER 2.25	Identify the likely types, locations and potential scope of structural collapse incident scenarios in the County. Create a scenario for each to determine the number of personnel and specific equipment needed to effectively control each.	NA	Existing Staff
ER 2.26	Assure that response personnel for structural collapse incidents are trained and certified according to NFPA 1006: Standard for Rescue Technician Professional Qualifications.	NA	Existing Staff
ER 2.27	Analyze the gap between needed resources and those available to respond and effectively deal with a structural collapse situation using the model provided and develop a phased implementation plan to close the gap as available resources allow.	NA	Existing Staff
ER 2.28	Establish minimum unit staffing levels system-wide based on EMS certification for EMS incidents consistent with the two-tiered response model and measure compliance with the standard.	NA	Existing Staff
ER 2.29	Coordinate in-county basic fire and EMS certification training for convenient and timely offerings to meet the needs of new volunteer members that join.	NA	Existing staff
ER 2.30	Establish a training cadre process that compensates instructors and facilitators needed to conduct periodic live-fire training sessions	5K – 10K	Department of Fire Programs County-wide Tax Districts General Fund
ER 2.31	Establish officer and leadership training to enable incumbents to meet position requirements and to prepare additional members for new positions.	5K – 10K	Department of Fire Programs County-wide Tax Districts General Fund

PART 3. EMERGENCY MANAGEMENT

PART III. EMERGENCY MANAGEMENT

This section is organized by the components of Emergency Management. Under each component are displayed the goal and objectives that describe the actions that the County needs to take to meet the stated goal along with cost estimates and potential funding sources. The five components of emergency management are:

- Prevention.
- Mitigation.
- Preparedness.
- Response.
- Recovery.

A. Prevention

Emergency Management Prevention refers to actions taken to avoid an incident, to intervene to stop an incident from occurring, actions taken to protect lives and property and efforts to educate the public about how to prevent incidents from occurring. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity. Prevention also includes awareness education about protective and prevention actions that individuals can take, such as creating go-kits, how to reduce your risk to certain hazards, such as lightening and tornados, among others.

**Goal EM 1:
Identify and describe actions to interdict, disrupt, pre-empt or avert a potential event/disaster.**

#	Objective	Cost Estimate	Potential Funding Sources
EM 1.1	Develop and continue to update the Critical Infrastructure Protection Plan for Critical Infrastructure Key Resources (CI/KR) within the County and for other CI/KR that the County is dependent on for critical business operations.	15K-25K	Homeland Security Grants County-wide Tax Districts General Fund
EM 1.2	Expand participation and information sharing of intelligence information to non-law enforcement agencies and private sector partners.	NA	NA
EM 1.3	Expand public education efforts to include emergency management prevention activities.	NA	Include in existing Public education efforts

B. Mitigation

Mitigation activities are designed to reduce or eliminate risks to people or property or to lessen the actual or potential effects or consequences of an incident. Mitigation efforts may be implemented prior to, during, or after an incident and are often developed in accordance with lessons learned from prior incidents. Mitigation also involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities.

There is an overlap between prevention and mitigation that has not been completely clarified at the Federal and State level. For example, the hardening of a facility against a threat can fit into prevention countermeasures and mitigation.

Goal EM 2:
Prevent or reduce the impact of emergencies/disasters on people, property and the environment. Efforts include building codes, land use planning, training and education, and structural and non-structural safety measures.

#	Objective	Cost Estimate	Potential Funding Sources
EM 2.1	Update the comprehensive hazard vulnerability and risk analysis for human caused and technological hazards that threaten the County, so the results can be used in the planning process.	10K-15K	Homeland Security Grants County-wide Tax Districts General Fund
EM 2.2	Develop specific, localized hazard mitigation strategies and incorporate into the County's Hazard Mitigation Plan for each of those natural, human caused or technological hazards that the County faces.	NA	Included in duties of the proposed full time Emergency Management Position

C. Preparedness

Preparedness involves the critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness consists of those activities that have the potential to save lives, lessen property damage, and increase individual and community control over the subsequent disaster response, including planning, training, exercising, resource management, public information and facilities. Preparedness is a continuous process involving efforts at all levels of government and among government, private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

The Preparedness objectives are organized into the following categories:

- Planning Objectives.
- Training and Exercise Objectives.
- Resource Objectives.
- Public Information Objectives.
- Emergency Operations Center (EOC) Objectives.

Planning Objectives

Planning is the foundation of emergency management preparedness. Plans describe how personnel, equipment, and other resources are used to support incident management, emergency response and recovery activities. Plans document the mechanisms and systems for setting priorities, integrate multiple entities and functions, and ensure that communications are available to support incident response and recovery requirements. Planning begins with clearly identifying the hazards and vulnerabilities of the County to natural, human-caused and technological events. Based on this understanding, prevention, mitigation, response and recovery plans can be crafted to deal with known hazards. Plans, however, are not as effective if they are not continually reviewed and updated through regular assessments and through after-action reports. This section will address the purpose of each plan, describe the County's current efforts, and outline actions needed to develop more comprehensive emergency management plans.

The purpose of the following objectives is to improve the County's ability to plan for major incidents before they happen, develop needed written plan, policies and procedures, and maintain and update existing plans.

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Goal EM3:
Build, sustain and improve the operational capability to prevent, protect against, respond to and recover from emergencies/disasters through increased preparedness.

PREPAREDNESS - PLANNING OBJECTIVES			
#	Objectives	Cost Estimates	Potential Funding Sources
EM 3.1	Revise and update the EOP to be National Incident Management System (NIMS) compliant, utilize the Emergency Support Function (ESF) format, develop decision support tools for practitioners, and address the total emergency management needs of the County.	65K-85K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.2	Develop an Evacuation and Traffic Management Annex/Appendix to the EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.3	Develop Mass Care and Sheltering Annex/Appendix within the EOP/CEMP that addresses mass care (food, water, healthcare) of displaced persons from or outside the County, including the care of special needs individuals and the sheltering of pets. Include the Red Cross, schools and other health and human services organizations in the development process.	10K-15K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.4	Validate the contents of the Eastern Shore Mass Casualty Incident Plan and incorporate appropriate parts into the County's EOP/CEMP.	NA	Included in duties of the proposed full time Emergency Management Position
EM 3.5	Finalize Pandemic Flu Plan and coordinate the mass casualty component with the mass casualty plan.	NA	Included in duties of the proposed full time Emergency Management Position
EM 3.6	Develop an all-hazard Mass Fatality Annex/Appendix of the EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.7	Ensure that the Mass Fatality component of the Pandemic Flu Plan is compatible with the all-hazards mass fatality annex/appendix.		Included in duties of the proposed full time Emergency Management Position
EM 3.8	Create a Debris Management Annex/Appendix in the EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund

PART 3. EMERGENCY MANAGEMENT

PREPAREDNESS - PLANNING OBJECTIVES			
#	Objectives	Cost Estimates	Potential Funding Sources
EM 3.9	Create a Donations Management Annex/Appendix, as part of EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.10	Integrate current volunteers into the development of a Volunteer Management Annex/Appendix, as part of the EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.11	Ensure that individuals with special needs are considered in the development or revision of all plans, and determine whether a separate special needs plan, annex or appendix is warranted.	NA	Included in other plan development
EM 3.12	Create a Mass Behavioral Health/ Mental Health Annex/Appendix, as part of EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.13	Develop a Terrorism Response Annex/Appendix as part of EOP/CEMP.	5K-10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.14	Develop COOP/COG Annex/Appendix as part of the EOP/CEMP for the County government and each County department; provide each agency with the tools to develop facility specific COOP plans.	50K-75K	Homeland Security Grants County-wide Tax Districts General Fund

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

Training and Exercise Objectives

Training includes standard courses on multi-agency incident command and management, organizational structure, and operational procedures; discipline-specific and agency-specific incident management courses; and courses on the integration and use of supporting technologies.

Qualification and certification activities are undertaken to identify national-level standards and measure performance. Such courses ensure that incident management and emergency responder personnel are appropriately qualified and officially certified to perform NIMS-related functions.

Personnel must participate in realistic exercises—including multidisciplinary, multi-jurisdictional, and private sector interaction—to improve integration and interoperability and optimize resource utilization during incident operations.

Creating a yearly training and exercise plan establishes a schedule to train employees and involve them in exercises throughout a twelve month period. This allows employees to plan ahead and spend the necessary time to participate in planning and training. Also, it demonstrates the commitment by the County that emergency management is a function of every agency and department.

PREPAREDNESS - TRAINING & EXERCISE OBJECTIVES			
#	Objectives	Task	County Efforts
EM 3.15	Assess training and exercise needs based on the applicable universal task list (UTL) and target capabilities list (TCL) items within the National Planning Scenarios and other specific tasks identified by the County.	25K-40K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.16	Create a yearly training and exercise plan.	10K-15K	Included in duties of the proposed full time Emergency Management Position
EM 3.17	Complete NIMS/ICS Training.	10K-15K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.18	Assure that all draft plans are validated by exercising the plan.	NA In the cost of the Plan development	Included in duties of the proposed full time Emergency Management Position
EM 3.19	Assure that emergency management training is reinforced and practiced through a coordinated exercise schedule.	NA -0K If consultant used to conduct exercises -30K	Included in duties of the proposed full time Emergency Management Position

PART 3. EMERGENCY MANAGEMENT

Resource Objectives

Resource Management employs standardized mechanisms to describe, inventory, mobilize, dispatch, track, and recover resources over the life-cycle of an incident, and where possible, be reimbursed for expended resources. To implement the NIMS concepts and principles in performing resource management, the County should include standardized procedures, methodologies, typing and functions in its resource management processes.

Resource typing entails categorizing the resources that incident managers commonly request, use, and deploy by standardized capability definitions. Measurable standards that identify the capabilities and performance levels of resources serve as the basis for categories. Resources may be divided into subcategories (types) to define more precisely the resource capabilities needed to meet specific requirements. Resource typing is a continuous process designed to be as simple as possible to facilitate frequent use and accuracy in obtaining needed resources.

Resource inventory systems assess the availability of assets provided by public, private, and volunteer organizations. All resources available for deployment should be entered into a resource tracking and retrieval system. A key aspect of the inventorying process is determining whether or not a County or another organization needs to warehouse items prior to an incident. Resource managers make this decision by considering the urgency of the need, whether there are sufficient quantities of required items on hand, and whether they can be produced quickly enough to meet demand leading up to or during an emergency. Another important part of the process is the management of inventories with shelf-life or special maintenance considerations. Resource managers must build sufficient funding for periodic replenishments, preventive maintenance, and capital improvements into their budgets.

PREPAREDNESS - RESOURCE OBJECTIVES			
#	Objectives	Cost Estimate	Potential Funding Sources
EM 3.20	Develop a Resource Management Plan and procedures as a part of the EOP that are capable of locating, acquiring, storing, distributing, testing, and accounting for services, personnel, resources, materials and facilities procured or donated to support the program.	25K-40K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.21	As plans are developed or modified, assure they incorporate the standard NIMS resource typing nomenclature into the plans and procedures.		Included in duties of the proposed full time Emergency Management Position
EM 3.22	Develop a County resource tracking system.	Can vary from none to implementing a tracking system like Web EOC 5K – 50K	Homeland Security Grants State Funding County-wide Tax Districts General Fund
EM 3.23	Develop a certification and credentialing module into the County’s resource tracking system.	2K – 10K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.24	Develop pre-event contracts for critical services that are anticipated through the planning and exercise process.		Included in duties of the proposed full time Emergency Management Position

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PREPAREDNESS - RESOURCE OBJECTIVES			
#	Objectives	Cost Estimate	Potential Funding Sources
EM 3.25	Develop resource lists and databases that are available and retrievable at the EOC by all users.		Included in duties of the proposed full time Emergency Management Position
EM 3.26	Assess current capabilities and determine needs for storage space requirements and locations.		Included in duties of the proposed full time Emergency Management Position
EM 3.27	Assess needs and develop plans to fund backup power at key shelter locations; Improve the sustainability of shelters to function for extended periods during utility disruption.		Included in duties of the proposed full time Emergency Management Position
EM 3.28	Pre-determine staging areas for out-of-County resources that will respond during major incidents.		Included in duties of the proposed full time Emergency Management Position
EM 3.29	Survey non-public safety agencies to determine the need for the services they provide, such as mental health, public health and human services.		Included in duties of the proposed full time Emergency Management Position

PART 3. EMERGENCY MANAGEMENT

Public Information Objectives.

Citizens and businesses have a responsibility to prepare themselves and their families to cope with emergency situations and manage their affairs and property in ways that will aid the government in handling emergencies. The County will assist citizens in carrying out these responsibilities by providing public information and instructions prior to and during emergency situations. The County also needs to provide timely information to its employees.

Citizens must trust that the government will provide reliable and timely information so they can make the best decisions for themselves and their families during a crisis. Absent good information, citizens may make unwise or uninformed decisions based on fear and rumors.

The purpose of public education is two-fold: to improve the preparedness and education of both public and private entities so citizens can help themselves, and to allow the County to help those who are most vulnerable.

PREPAREDNESS - PUBLIC INFORMATION OBJECTIVES			
#	Objectives	Cost Estimate	Potential Funding Sources
EM 3.30	Develop a comprehensive plan for how the public will be educated beforehand, and how they will be alerted in the event of a disaster so they can take appropriate action to safeguard themselves and their property.	Varies depending on the level of detail 5K – 30K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.31	Formalize the outreach to other government agencies, the private sector and non-profit organizations.	NA	Included in duties of the proposed full time Emergency Management Position
EM 3.32	Establish formal partnerships with private and non-profit sector entities to pool resources and information, coordinate response and recovery efforts, and share educational and training opportunities.	NA	Included in duties of the proposed full time Emergency Management Position

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

EOC Objectives

The EOC is a facility designed to coordinate the County’s response to and recovery from any disaster, even if the event lasts many days without basic utility service. As such, it requires adequate floor space, meeting rooms, communications and computer equipment, and work stations to accommodate the necessary staff to operate redundant utility services, and requires eating and sleeping facilities to accommodate at least two shifts of people. The facility should be hardened to withstand the full range of potential hazards identified in the County’s hazard vulnerability analysis.

The County’s existing EOC is not adequate for supporting the County’s response to a major disaster. An assessment of what the true operational needs are should be conducted and a primary site should be developed along with a back-up facility should the primary site be rendered unusable.

PREPAREDNESS - EOC OBJECTIVES			
#	Objectives	Cost Estimate	Potential Funding Sources
EM 3.33	Determine EOC requirements to meet the needs of the County.	15K-30K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.34	Develop a facility to function as the Primary EOC for the County that meets the requirements identified in EM 3.33 and identify a back-up facility.	Varies widely depending on whether an existing facility can be utilized or is a new facility must be constructed 25K to 500K	Homeland Security Grants County-wide Tax Districts General Fund
EM 3.35	Improve the ability of staff to perform EOC functions while at the EOC or in a distributed network offsite.	Varies widely depending on the method of connectivity utilized and the hardware/software costs. 25K to 200K	Homeland Security Grants County-wide Tax Districts General Fund

D. Response

Response encompasses all the measures undertaken during and immediately after a disaster to stabilize the situation and resolve crisis-time issues, such as damage assessment, debris removal, search and rescue efforts, and emergency medical services.

The Federal Government has issued guidance on how state and local governments should organize their response activities. Homeland security preparedness directives by the President (HSPD 5 and HSPD 8) and the subsequent changes in Federal requirements and guidance regarding homeland security require local jurisdictions to be compliant with NIMS in order to qualify for federal grant monies for homeland security. This has driven the County to incorporate the concepts and principles of NIMS into plans and procedures used daily and during emergency situations.

The most recent version of the National Response Plan (NRP) identifies 15 ESFs that need to be performed at the Federal level, and state and local agencies have been adjusting their plans to be compatible with them while adding local level needs. The 15 Federal ESFs are:

ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Firefighting
ESF 5	Emergency Management
ESF 6	Mass Care, Housing and Human Services
ESF 7	Resource support
ESF 8	Public Health and Medical
ESF 9	Urban Search and Rescue
ESF 10	Oil and Hazardous Materials Response
ESF 11	Agricultural and Natural Resources
ESF 12	Energy
ESF 13	Public Safety and Security
ESF 14	Long-Term Community Recovery
ESF 15	External Affairs

This phase of the CEMP addresses how the County alerts and mobilizes resources, coordinates the response and deployment of County assets and mutual aid assets to resolve the negative impacts of the event on the County, and manage the transition into the recovery phase. The primary outcome of Response is activation of the EOC to provide the level of support to field incident commanders, maintain situational awareness and devise effective action plans to coordinate the cost-effective use of resources in resolving the emergency.

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Goal EM 4:
Address the short-term, direct effects of an incident, including immediate actions to save lives, protect property and stabilize the situation. Meet short term basic human needs through the implementation and deployment of emergency operations and response plans.

#	Objective	Cost Estimate	Potential Funding Source
EM 4.1	Ensure that the people who are assigned to staff EOC positions as key agency representatives are knowledgeable about all the capabilities of the agency and possess sufficient authority to be able to commit their agencies resources without asking permission.	None	NA
EM 4.2	Train personnel that will staff position in the EOC about what their functional responsibilities are and conduct exercises to practice those responsibilities.	15K-30K	Homeland Security Grants County-wide Tax Districts General Fund
EM 4.3	Develop the capacity to have at least 3 people trained from each core agency with EOC responsibilities so the EOC operation can be ramped up quickly, even if key people are out of town, and sustained for extended periods of time.	Included in EM 4.2	NA
EM 4.4	Improve communications from field Incident Commanders to the EOC regarding current situation status and resource requirements through ICS training.	20K-40K	VA Fire Programs VA Office of EMS Homeland Security Grants County-wide Tax Districts General Fund
EM 4.5	Develop specific departmental response plans to define each agency's role, responsibilities and procedures for actions in the EOC.	60K-80K	Homeland Security Grants County-wide Tax Districts General Fund

E. Recovery

Recovery activities are the long-term efforts beyond the initial crisis period and emergency response phase of disaster operations that focus on returning all systems in the community back to normal or as normal as possible. Recovery activities include detailed damage and long-term impact assessments, debris management, restoration of essential services, critical facilities and infrastructure, rebuilding of homes and businesses and coordination of financial assistance.

Disasters can disrupt or destroy the capacity to provide basic services or render critical infrastructure unusable for extended periods of time. Structures that house people or businesses can be damaged or destroyed; transportation systems such as roads and bridges can be rendered unusable; electrical, water, sewer, telecommunications and other utility services can be disrupted. Leading the community back to a state of normalcy can take years of effort.

A detailed damage and impact assessment is a crucial activity that drives the disaster recovery process. To qualify for Federal assistance, there must be sufficient evidence of damage to support a Federal disaster declaration. To qualify for financial assistance, there must be documentation of the damage that was sustained. That evidence and documentation comes from the damage assessment effort. Impact assessment looks to the broader and longer lasting impacts that might result from the obvious damage and disruption of services.

Debris from damaged infrastructure must be collected, removed and disposed of. Priorities must be set on which infrastructures are restored in what parts of the County.

The transition from responding to life threatening emergencies to rebuilding the community must be managed. Recovery planning begins when the EOC is activated in anticipation of or reaction to an event. Recovery management begins an assessment of the disaster impacts and determine which Recovery Functions (RFs) will be activated to meet the Community's recovery needs.

Just like ESFs, Recovery Functions represent types of recovery activities and programs that the local government and its citizens are likely to need following disaster. Some ESFs will become RFs as their scope changes from "emergency" to "recovery." An example is the ESF: Public Information. During the emergency phase, this EF is concerned with the issuing of warning, emergency instructions and information. As the emergency phase ends and the recovery phase begins, this function becomes RF: Public Information, and is now concerned with providing recovery information, post disaster health and safety information, etc.

Recovery Functions assigned to the various community agencies and organizations involved in recovery operations will generally parallel their normal day to day functions.

Recovery Functions (RFs) include:

- Impact Assessment
- Continuation of Government (Restoration of Local Government Services)
- Public Information; Community Relations
- Individual Assistance
- Volunteers & Donations
- Unmet Needs
- Debris Management
- Reentry, Security
- Health

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- Safety
- Repair & Restoration of Public Infrastructure & Services
- Permitting & Inspections
- Rebuilding, Construction, Repairs, Restoration
- Housing (Temporary / Replacement)
- Re-Development (Planning & Community Development)
- Economic Restoration & Development (Restoration of Business Community).
- Environmental Concerns
- Mitigation
- Recovery Administration & Finance
- Mutual Aid

Goal EM 5:
Ensure that effective plans, systems and implementation tools exist to assist the community to return to normal as quickly as possible. Activities include detailed damage assessments; debris management; restoration of essential services; critical facilities and infrastructure; rebuilding of homes and businesses; and financial assistance.

#	Objective	Cost Estimate	Potential Funding Sources
5.1	Develop a Recovery Plan that guides how the transition from response to recovery will be handled, including infrastructure restoration, housing and mass care, health issues and how public assistance and individual assistance for long-term recovery operations will be coordinated and conducted.	40K-60K	Homeland Security Grants County-wide Tax Districts General Fund
5.2	Review and ensure that the County has all of the requisite plans and procedures in place to meet the current Federal requirements that support cost recovery reporting, including personnel salary schedules, overtime policies, and equipment use and cost schedules, and that staff are trained to carry out the activities.	0K-15K If consultant used	Included in duties of the proposed full time Emergency Management Position

PART IV. IMPLEMENTATION PLAN

This implementation plan, and the Strategic Plan as a whole, should be a living document, constantly evolving over time as improvements are made. The following spreadsheet contains the objectives by topic, and proposes a schedule for implementation. The layout identifies the objective, the estimated cost range, the proposed time schedule and a space to identify the responsible person(s) and a due Date.

A. Implementation

To implement the plan, the County and proposed Fire and EMS Commission need to evaluate the practicality of the proposed work efforts, decide on a final schedule, make specific assignments to individuals and set specific due dates. This is a critical step, since the Strategic Plan must be perceived as one the participants agree with, and call their own.

B. Evaluation

The proposed Fire and EMS Commission needs to evaluate progress on accomplishment of the objectives on a regular basis, at least quarterly, and update the plan. As work is accomplished, new objectives will become apparent and should be added.

C. Progress Reports

The progress on accomplishment of the objectives should be reported by the Fire and EMS Commission to the Board of County Supervisors on a quarterly basis.

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

D. Improvement Plan

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date		
Governance & Management																		
One Unified System G 1																		
Commission		G 1.1	1	1														
Contract		G 1.2	1	1														
Include Chincoteague		G 1.3																
Standing Committees		G 1.4																
Increase Vol. Staff		G 1.5	10	20			Ongoing											
Best Practices		G 1.6																
Survey Members		G 1.7	5	5														
Appoint Representatives		G 1.8																
Reevaluate System		G 1.9																
	System	Subtotal	17	27														
Funding Stability G 2																		
Single Fire Tax District		G 2.1																
Add Chincoteague		G 2.2																
EMS Billing System		G 2.3																
Priorities & Budget		G 2.4																
Fleet Replacement		G 2.5	1200	1500			Ongoing											
Station Maintenance		G 2.6	1900	2000			Ongoing											
Consolidate Pass Through Funds		G 2.7					Ongoing											
	Funding	Subtotal	3100	3500														

PART 4. IMPLEMENTATION PLAN

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Design Standards		G 3														
Decision Authority		G 3.1	300	400												
Consolidate Stations		G 3.2														
Dual Function		G 3.3														
Apparatus CIP		G 3.4														
Facility CIP		G 3.5														
Protective Gear Survey		G 3.6	75	200												
Protective Gear Specs		G 3.7														
Gear Policy		G 3.8														
Gear Repair		G 3.9														
SCBA Standard Spec		G 3.10														
SCBA Replacement		G 3.11	500	700												
Fit Testing		G 3.12	2	5												
Non-standard Equipment Replacement		G 3.13	50	100			Ongoing									
Standard Position Certification		G 3.14	10	20			Ongoing									
	Design	Subtotal	937	1425												
Career Staff Mgt.		G 4														
Re-Deploy Career Staff		G 4.1														
Standard Schedules		G 4.2														
Staffing Model		G 4.3														
Create Battalions		G 4.4	440	440			Ongoing									
Staffing Plan		G 4.5														
Supervision Policy		G 4.6	5	10			Ongoing									
Prevention Program		G 4.7	20	100			Ongoing									
	Career	Subtotal	465	550												

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Mgt. Info & Analysis		G 5														
Assign Responsibility		G 5.1														
Enhance GIS		G 5.2	100	150												
Capture 2nd Call Data		G 5.3														
EMS Incident Report		G 5.4	30	50												
Fire Incident Report		G 5.5														
	Info	Subtotal	130	200												
	Governance		4649	5702												
Emergency Response																
Develop Analysis Capability		ER 1														
Performance Goals		ER 1.1														
Flashover Goal		ER 1.2														
Performance Targets		ER 1.3														
Evaluation		ER 1.4														
Unit Based Dispatch		ER 1.5	0	50												
911 Center Evaluation		ER 1.6														
Benchmark Capture		ER 1.7	0	50												
Quality Assurance Program		ER 1.8	0	10			Ongoing									
Improve GIS Capability		ER 1.9	20	150			Ongoing									
	Analysis	Subtotal	20	260												

PART 4. IMPLEMENTATION PLAN

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Standardize Operations		ER 2														
	Response Assignments	ER 2.1														
	Response Districts	ER 2.2														
	Sequential Due Units	ER 2.3														
	Incident Command	ER 2.4														
	Minimum Staffing Fire	ER 2.5														
	Certification Requirements	ER 2.6														
	Procedure Training Plan	ER 2.7	20	40												
	Post Incident Analysis	ER 2.8														
	Structure Fire Needs	ER 2.9														
	Prevention Workload	ER 2.10														
	Rural Water Supply	ER 2.11														
	Structure Fire Gap Analysis	ER 2.12														
	Wildland/UI Needs	ER 2.13														
	Wildland/UI Gap Analysis	ER 2.14														
	Water Rescue Needs	ER 2.15														
	Standard Water Rescue Training	ER 2.16	20	40												
	Water Rescue Gap Analysis	ER 2.17														
	Hazardous Materials Needs	ER 2.18														
	Standard HazMat Training	ER 2.19	40	80												
	Evaluate Technician Team Need	ER 2.20														
	HazMat Gap Analysis	ER 2.21														
	Mass Casualty Needs	ER 2.22														
	Standard Extrication Training	ER 2.23	20	40												
	Mass Casualty Gap Analysis	ER 2.24														
	Structural Collapse Needs	ER 2.25														

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Standard Collapse Training		ER 2.26	20	40												
Collapse Gap Analysis		ER 2.27														
Minimum Staffing EMS		ER 2.28														
Timely Basic Training In-County		ER 2.29														
Training Cadre Live-Fire Training		ER 2.30	5	10				Ongoing								
Officer, Leadership Training		ER 2.31	5	10					Ongoing							
	Std Ops	Subtotal	130	260												
	Response		150	520												
Emergency Management																
Prevention EM 1																
Critical Infrastructure /KR		EM 1.1	15	25				Ongoing								
Intelligence Sharing		EM 1.2														
Public Education		EM 1.3														
	Prevention	Subtotal	15	25												
Mitigation EM 2																
HVA		EM 2.1	10	15												
Hazard Mitigation strategy		EM 2.2								Ongoing						
	Mitigation	Subtotal	10	15												

PART 4. IMPLEMENTATION PLAN

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Preparedness		EM 3														
Planning																
EOP Revision		EM 3.1	65	85												
Evacuation Plan		EM 3.2	5	10												
Mass Care Plan		EM 3.3	10	15												
Mass Casualty Plan		EM 3.4														
Pandemic Flu Plan		EM 3.5														
Mass Fatality Plan		EM 3.6	5	10												
Coordinate Plans		EM 3.7						Ongoing								
Debris Management Plan		EM 3.8	5	10												
Donations Management Plan		EM 3.9	5	10												
Volunteer Management Plan		EM 3.10	5	10												
Special Needs Assistance		EM 3.11														
Mental Health Plan		EM 3.12	5	10												
Terrorism Response Plan		EM 3.13	5	10												
Continuity of Operations Plan		EM 3.14	50	75												
	Planning	Subtotal	160	245												
Training and Exercises																
Needs Assess.		EM 3.15	25	40												
Annual Plan		EM 3.16	10	15												
NIMS ICS Training		EM 3.17	10	15												
Validate draft plans		EM 3.18					Ongoing									
Exercise Schedule		EM 3.19	0	30			Ongoing									
	T&E	Subtotal	45	100												

ACCOMACK COUNTY, VA PUBLIC SAFETY SYSTEM

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Resource																
Resource Mgt Plan.		EM 3.20	25	40												
NIMS Compliant		EM 3.21														
Tracking System		EM 3.22	5	50												
Credentialing		EM 3.23	2	10												
Pre-event Contracts		EM 3.24														
Access to Lists		EM 3.25														
Storage		EM 3.26														
Shelter Backup Power		EM 3.27														
Staging Areas		EM 3.28														
Services		EM 3.29														
	Resource	Subtotal	32	100												
Information																
Education, Alert Plan		EM 3.30	5	30												
Outreach		EM 3.31														
Partnerships		EM 3.32														
	Info	Subtotal	5	30												
EOC																
Needs Analysis		EM 3.33	15	30												
Develop Facility		EM 3.34	25	500												
Virtual EOC		EM 3.35	25	200												
	EOC	Subtotal	65	730												
	Prepared	Subtotal	307	1205												

PART 4. IMPLEMENTATION PLAN

Part	Goal	Obj.	Cost Est. Low (000)	Cost Est. High (000)	1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12	Responsible Party	Due Date
Response		EM 4														
Right People Assigned in EOC		EM 4.1														
Train EOC Staff		EM 4.2	15	30		Ongoing										
Departments Reps 3 Deep		EM 4.3														
Improve Situational Awareness		EM 4.4	20	40												
Dept. Response Plans		EM 4.5	60	80												
		Response Subtotal	95	150												
Recovery		EM 5														
Recovery Plan		EM 5.1	40	60												
Cost Recovery		EM 5.2	0	15												
		Recovery Subtotal	40	75												
		Emerg. Mgt.	467	1470												
Cost Estimate Grand Total			5266	7692												
# of Objectives Started					29	43	10	15	9	3	4	4				
					1st Half FY 08	2nd Half FY 08	1st Half FY 09	2nd Half FY 09	1st Half FY 10	2nd Half FY 10	1st Half FY 11	2nd Half FY 11	1st Half FY 12	2nd Half FY 12		