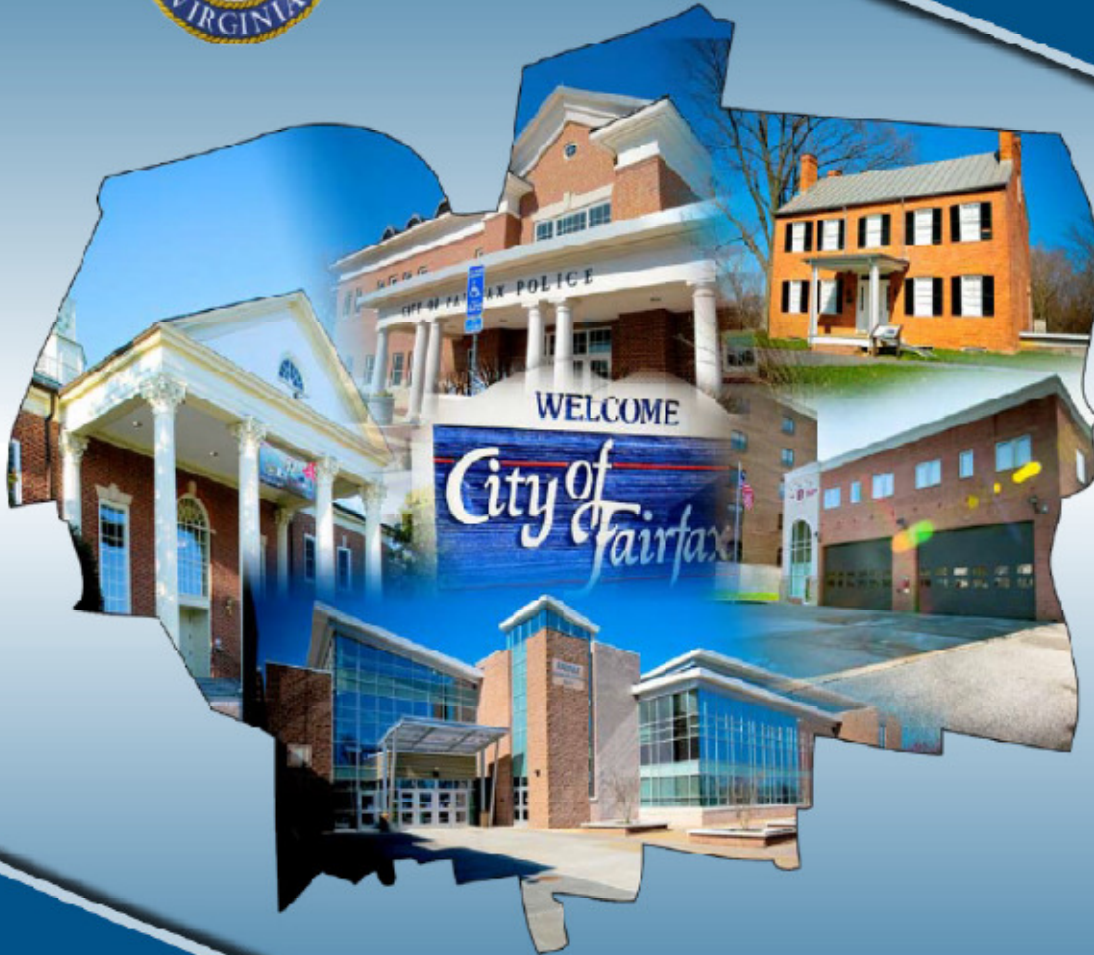




City of Fairfax *Emergency Management*



Reentry Annex



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I. Introduction

A. Purpose

This document outlines the operational framework for the City of Fairfax in conducting reentry operations following an evacuation. It is to be used as an operational guide by first responders and emergency management for executing a safe, orderly and timely return of residents and businesses. This annex should be used in coordination with the City's Comprehensive Emergency Management Plan (CEMP).

B. Scope

This annex applies specifically to reentry operations following an evacuation of City residents and businesses due to an actual or potential significant disaster or emergency. It is applicable to all City departments and organizations with emergency response responsibilities under the City of Fairfax CEMP, and augments the additional operational plans and procedures as identified in section III below. For the purposes of this document, reentry is defined as the orderly process of allowing businesses and residents' access to a previously evacuated area.

C. References

1. City of Fairfax CEMP (2009).
2. City of Fairfax Emergency Operations Center (EOC) Guide (2009).
3. City of Fairfax Police Department General Order: Contingency/All Hazard Plan (February 2010).
4. City of Fairfax Joint Information Center (JIC) Standard Operating Procedures (need date).
5. City of Fairfax Pickett Road Tank Farm Evacuation Plan (2011).
6. Northern Virginia Law Enforcement Mutual Aid Agreement of 2002.
7. National Capital Region Mutual Aid Agreement

II. Situation and Assumptions

A. Situation

The City of Fairfax may experience disasters or emergencies such as hurricanes, floods, tornadoes, fires or a hazardous materials incident that could result in an evacuation of portions of the City. The immediate and/or simultaneous return of all evacuees might not be feasible due to post incident conditions and the need to: (a) restore critical infrastructure, (b) protect homes and businesses of evacuees, and (c) ensure the safety of returning citizens.

Reentry will be prioritized by City officials based on the assessment of the threat-level to public safety and security and the adequacy of post-disaster, sustainable living conditions. This assessment will consider factors such as road access, availability of utilities and critical services and environmental and/or health hazards.

Residents will be allowed to re-enter as soon as it is determined that there are sustainable living conditions and the City is safe for residential reentry.



The Director of Emergency Management (the City Manager), under his emergency powers, may authorize whatever expeditious credentialing process he deems appropriate and necessary, in addition to those stated herein, to facilitate the reentry of necessary personnel and businesses into the City.

B. Assumptions

- The planning assumptions stated in the City’s CEMP also apply to this plan.
- City departments and organizations will carry out their assigned emergency responsibilities assigned by the CEMP as needed, to meet operational requirements for reentry.
- Emergency responders will have unrestricted access to all areas of the City to facilitate search and rescue and security operations as necessary.
- The public needs timely and accurate information and appropriate instructions regarding reentry procedures.
- Local media will cooperate with City officials in disseminating emergency public information regarding reentry operations.
- Some evacuees will lack transportation and others may require vehicles with special transportation requirements.
- During an evacuation, roadways may become impassable due to the volume of vehicular traffic. In such cases, buses may be used to facilitate transportation. Rush hour traffic conditions will further complicate the situation. To facilitate traffic flow and allow for response of emergency vehicles during reentry, it may be necessary to clear public roadways of vehicles that are disabled or those involved in accidents blocking traffic. Towing contractors and VDOT assets may be used to clear the roadways.
- Significant reentry operations conducted by the City may impact other neighboring jurisdictions (e.g. traffic). Close coordination and timely sharing of information will be especially important to carry out a successful reentry operation.

III. Concept of Operations

- Planning for and conducting reentry operations will be accomplished through the on-scene incident command/unified command supported as needed by Emergency Operations Center (EOC). The City of Fairfax Police Department (PD) will be the lead for developing and implementing the incident specific reentry plan. Other City departments will provide support as outlined in this document and in accordance with their assigned roles and responsibilities under the City’s CEMP.
- The PD will mobilize resources and conduct operations in accordance with City of Fairfax Police Department Contingency/All Hazards Plan (See Reference 3 above).



- It is expected that an on-scene command should already be established in response to the incident triggering the evacuation. If not, an Incident Command Post (ICP) will be established by the PD within close proximity of the incident site to coordinate reentry operations. The ICP will have telephone and two way radio communications capability. Additional considerations for establishing an ICP include:
 - a. The ICP must be established in a safe location.
 - b. The ICP should be out of view and away from general public areas.
 - c. If possible, the ICP should have access to electrical connections and telephone line access.
 - d. The ICP should be readily accessible by authorized vehicles and have adequate space for parking.
- Based upon the anticipated resource needs, the ICP will include representatives from Fire Department, Public Works as well as a Public Information Officer.
- Based upon the scope and magnitude of the incident triggering the evacuation, the EOC may already be activated. The EOC will coordinate support from other City departments and organizations as requested by the on-scene Incident Command (IC). All City departments and organizations will provide support in accordance with their capabilities and responsibilities outlined in CEMP.
- In the event that Fairfax County may also be involved in reentry operations the county will be invited to provide a liaison officer to the ICP to facilitate the exchange of information between the IC and Fairfax County and advise the IC of current or potential inter-jurisdictional issues or concerns.
- Since each reentry operation will have unique circumstances, an incident specific reentry plan will be developed by the senior PD official at the ICP with support provided by other City departments such as Fire Department and Public Works. In the event of a City-wide incident, the reentry plan will be developed by the Emergency Management Team (EMT). The senior PD official at the EOC will be the lead for developing the plan.
 - Planning for reentry following an evacuation will begin as soon as possible following an incident triggering an evacuation and not wait until conditions allow for reentry to begin.
- Each incident-specific reentry plan should be flexible to ensure a suitable operational response to the specific circumstances of the incident and provide for access to various agencies and organizations that perform essential mission tasks in the area of operations. Depending upon the scope and magnitude of the incident, the reentry operation may be planned by phases as defined below. Reentry operations should be limited to daylight hours.
 - **Phase One:** Infrastructure and utilities repair personnel to restore essential services. Reentry during this phase may also include official damage assessment teams including federal, state and City officials.



- **Phase Two:** This phase may include the reentry of disaster relief workers who may be needed to provide food and other supplies/services for people who did not evacuate. It may also include nursing homes and assisted living facilities staff and businesses considered critical to the recovery effort. In the event that it is safe to do so local residents and business owners may be allowed entry to salvage belongings/property, assess damage, and make expedient repairs to homes and businesses to prevent further damage. Reentry eligible businesses include major retailers; fuel distributors and stations; financial institutions; food suppliers; pharmacies and medical suppliers; licensed construction companies; insurance companies; communication companies; health care providers; cleaning suppliers; hardware stores and building material suppliers.
- **Phase Three:** This phase of reentry would include businesses that were not included during Phase Two, and all other City residents. In the early stages of Phase 3, it may be prudent to prohibit visitors if visitor traffic would delay reentry of residents or businesses or the delivery of essential supplies and equipment to the impact area. Restrictions on visitors entering disaster areas are normally lifted as soon as reasonably feasible.
- The incident-specific reentry plan should:
 - Designate the official with approval authority for implementing the reentry. Note: Reentry to all evacuated areas will be authorized based upon public safety and security concerns. For limited incidents, the IC/UC will normally make the decision to return evacuees. For large-scale evacuations, this decision will normally be made by the Emergency Management Director (City Manager).
 - Identify the area(s) to be reentered, the primary access routes that will be used, and the timeline for conducting reentry. Primary east-west routes are Route 29 (Fairfax Boulevard/Lee Highway) and Route 236 (Main Street/Little River Turnpike), north-south routes are Jermantown Road, Route 123 (Chain Bridge Road/Ox Road) and Route 237, Pickett Road.
 - Determine if a phased approach is necessary. If a phased approach is to be used, the timing of each phase, groups will be permitted access during each phase, and the process for access control will need to be determined.
 - Determine the need for traffic management operations and resources needed and identify specific responsibilities for implementing traffic management operations.
 - Determine if access control points are necessary, and if so, designate the access control points and resources needed to support these operations.
 - Identify transportation support that may be needed and identify resources necessary to provide this support (e.g. CUE buses). Determine if medical transportation is needed and assign responsibility to Fire Department.
 - Outline the methods to be used in providing appropriate information and instructions to affected residents and businesses and support that may be required from other City departments and agencies.
 - Identify the steps necessary to coordinate with neighboring jurisdictions (e.g. Fairfax County) on issues such as traffic management and access control.
 - Designate roles and responsibilities for supporting City departments and agencies.



- Include a map indicating access control points, traffic control points and primary access routes.
- Outline demobilization conditions and processes.

- Timely and accurate information for residents and businesses affected by the evacuation is essential to a successful reentry operation. Generally, there will be a public information officer (PIO) on scene as a member of the on-scene command structure. However, it is expected that in any reentry operation additional support may be needed to ensure that an effective public information strategy is developed and that all communications capabilities available to the City are used effectively. In the event the City's Joint Information Center (JIC) is not activated, the on-scene command should request it's activation as needed to support operations.
 - The JIC will conduct operations as outlined in the City of Fairfax JIC Standard Operating Procedures. Specific functions of the JIC are outlined under Roles and Responsibilities below.

- The PD will establish access control points to limit access to the evacuated area(s) in order to provide security and reduce public exposure to dangerous conditions and a lack of critical services. To ensure consistency among the control points, each point should be provided with written guidance as to who may have access to the evacuated area and the type(s) of identification that is needed for access. To expedite the reentry process, an identification verification area should be established close to each access control point for people with questionable identification. *Note: an identification verification area is a location where a vehicle may be pulled out for further questioning so as to not delay access for other vehicles.*

- Access control points will be staffed by a minimum of two law enforcement personnel at all times with both telephone and radio communication capability. Control points will be established at major entry points to the evacuated area(s) and will operate 24 hours as necessary. Based upon circumstances, minor access routes to the reentry area will be barricaded to limit access.

- Generally the City will not require special credentials to allow for reentry to the evacuated area; however, the City will use the following guidelines for acceptable credentials for access/reentry:

Emergency Responders

- Marked City, state or other local jurisdiction response vehicles
- Uniformed personnel
- Badges, or photo identification (ID) card

Military Personnel such as the National Guard

- Marked military vehicles,
- Uniformed personnel and military ID card



Utility workers

- Marked utility response vehicles
- Corporate photo ID cards

Residents

- Current driver's license
- Valid state identification card
- Utility bill with address
- Mortgage deed
- Property tax documents
- Car registration

Any of these credentials must include an address or other means that identifies the location of their property.

Business Owners

- Business license showing ownership
- Current utility bill
- Lease documents

Any of which includes an address or other means that identifies the location of their property

Media

- Marked media vehicles and appropriate media credentials

Contractors

- Corporate photo ID and work order for an address or location within the evacuated area.

Medical Personnel

- A photo indicating the bearer is a member of their organization's emergency response team.

- For reentry authorization issues not anticipated, the EOC will issue letters authorizing access on a case-by-case basis to agencies, companies, and organizations whose request is determined to meet the criteria for entry. These requestors will be provided a signed and dated letter to display in their vehicle at checkpoints.
- Section VI below identifies the specific roles and responsibilities of City departments and organizations in supporting reentry planning and operations. The lead PD official may request support as needed through the on-scene command or the Emergency Management Coordinator (EMC), or the EOC if activated.
- The major resource requirements for reentry operations will be for law enforcement personnel and equipment to support traffic management, operate access control points and provide security. Additional law enforcement resources may be requested through



existing mutual aid agreements by the lead PD official in accordance with PD protocols and procedures. Other sources of resources include:

- City personnel, staff, equipment, and facilities that may be accessed through the EMC/EOC.
- Resources available from the private sector through acquisition/purchasing.
- Resources of the Commonwealth of Virginia including the National Guard.
- Mutual aid available through the Statewide Mutual Aid Program.

IV. Financial Management

A. General

The Code of City of Fairfax Section 2-358 and City of Fairfax Purchasing Procedures, Section 2, establishes policies and procedures to implement statutory authorities and responsibilities for financial management related to response activities. This policy ensures that funds are provided expeditiously and that financial operations are conducted in accordance with appropriate policies, regulations, and standards. Additional assistance on financial management issues may be requested by the on-scene command from the Office of Finance.

B. Documentation of Costs

City departments that have an automated financial management system will utilize that system to capture the incurred costs of available and contracted resources used to support operations under this annex. Departments that do not have an automated financial management system will utilize their normal financial management procedures to capture and document incurred costs. All automated financial management systems that are used to document incurred costs must comply with applicable agency, state, and federal guidelines, rules, standards, and laws. This understanding is based on the knowledge that any reimbursement of incurred costs must be verifiable.

V. Command and Control

The senior on-scene PD official will be in charge of localized reentry operations and may request resources through his/her department, through existing mutual aid agreements with neighboring jurisdictions, or through the City EOC. In the event of a City-wide evacuation, the senior PD official at the EOC will be in charge of reentry procedures.

VI. Roles and Responsibilities

A. Police Department

- Manage the development of the incident specific reentry plan.
- Provide overall direction and management for reentry operations.
- Establish and maintain access control points to limit access to evacuated areas and to control reentry.
- Establish on-scene incident command for incidents under the jurisdiction of the Police Department.
- Request additional law enforcement resources as needed through the Northern Virginia Law Enforcement Mutual Aid Agreement and other mutual aid agreements.
- Provide security for the evacuated areas during reentry operations.



- Provide traffic management for reentry operations.
- Provide information to the PIO for news releases to the public on the reentry routes, procedures and protocols.

B. Fire Department

- Provide technical assistance as needed in evaluating conditions in the evacuated area(s) to determine if reentry is advisable (e.g. hazardous materials).
- Provide assistance as needed in transporting residents with medical issues that require special transportation.

C. Department of Public Works

- Provide assistance to the Police Department in developing the incident-specific reentry plan.
- In coordination with the Police Department, assist in traffic control, road closures, and traffic-routing to support reentry operations.
- Provide barricades and barriers to where entry must be controlled.
- Coordinate transportation as needed to return evacuees determining and establishing pickup points if necessary.
- Provide information to the PIO /JIC on pickup points or special pickup routes for those who require transportation, so that this information may be provided to the public.

D. Emergency Management Coordinator/Office of Emergency Management

- Activate the EOC and serve as the Emergency Management Team Leader.
- Manage EOC operations as outlined in the CEMP.
- Coordinate an overall City-wide command structure that is in compliance with National Incident Management System (NIMS) to manage operations during a disaster.
- Liaise with the Virginia Department of Emergency Management, Virginia Department of Transportation and other local jurisdictions, state and federal agencies as appropriate.
- Provide technical assistance and support to the on-scene command in obtaining additional resources through City departments and agencies or other sources prior to EOC activation.

E. Fairfax County Health Department

- Provide recommendations on health hazards and protective measures as needed during reentry operations.
- Provide technical assistance as necessary to the PIO/JIC in developing public information guidelines for returning residents and businesses.

F. EOC

- Serve as the direction and coordination facility for the City of Fairfax government during/for assignment of resources, establishing policies, and coordination and approval of all requests for assistance outside the City.
- Coordinate/resolve issues related to access and reentry credentials.
- As appropriate, develop the City-wide reentry plan and issue letters of access as necessary.



- Provide coordination and liaison with local, state and federal government agencies as well as with private sector resources.
- Provide management of mutual aid resources and coordinate requests for resources from the state, national capital area jurisdictions, and the federal government as necessary to support emergency operations.
- Establish overall priorities for emergency response operations and allocate resources accordingly.

G. Community Relations/Joint Information Center

- Monitor the media to determine the need to clarify issues and provide updated information to the public.
- Develop and implement a public information strategy in coordination with the IC/UC/EOC to ensure that the public receives timely, accurate and consistent information related to reentry operations.
- Schedule and conduct press briefings, interviews and press releases as appropriate,
- Develop and release public information in coordination with the Emergency Management Team (EMT) Chief as appropriate.
- Monitor rumors and take action to correct or control them.
- Utilize all available communication tools during reentry operations, including public information releases, the cable television emergency message system, the electronic alert messaging system (eMAS), the City of Fairfax Web site, news conferences, local radio and television and media releases.

VII. After Action Review and Corrective Actions

After action reviews are essential for identifying issues that impeded operations or innovative approaches that were introduced during the field operations that may be applicable to future incidents. Before issues can be addressed, they must be identified and documented.

The PD will facilitate an after-action review within 30 days of completing reentry operations under the framework set forth in this annex. All City departments and agencies that provided support to PD during the operation will be invited to participate. The after action review will be used to identify issues, concerns, and successes that need to be addressed or incorporated into existing plans and procedures. An after action report will be produced within 60 days of the after-action review.

VIII. Maintenance

The Office of Emergency Management is responsible for developing, maintaining and distributing the City of Fairfax Reentry Operations Annex. The annex will be reviewed annually by the Emergency Management Coordinator and the Police Chief or as required to address significant operational issues.

Changes may include additions of new or supplementary material or deletions of outdated information or as a result of an after action review that identifies changes needed in the document.



Notices of Change will be prepared and distributed by OEM and will include the effective date, the change number, subject, purpose, and action required by the departments and agencies. Upon publication, the change will be considered as part of the annex.

Copies of this and Notices of Change will be distributed electronically to City departments and agencies with assigned roles and responsibilities within this Annex.