

CITY OF LEWES

EMERGENCY OPERATIONS PLAN

PURPOSE

The purpose of the City of Lewes Emergency Operations Plan (LEOP) with its annexes and other attachments is to provide the basis for a coordinated response operation before, during and after an emergency or disaster affecting The City of Lewes. The guidance contained in this plan is designed to develop a state of readiness for all conditions of emergency, including civil disorder, natural disasters or nuclear attack upon the United States. This plan also provides for the necessary coordination with Sussex County and the State of Delaware.

SCOPE

- A. The City of Lewes Emergency Operations Plan (LEOP) provides a basis for preparing for and executing emergency operations to prevent, minimize, prepare for, respond to, and recover from injury or damage that may be caused by natural or technological disasters or enemy attack. The City Government must also ensure the continuity of government operations during such disaster situations.
- B. This plan pre-determines, to the extent possible, actions and interactions to be taken by the government of Lewes and cooperating agencies to prevent and minimize disasters. These actions include reduction of the vulnerability of its citizens to disasters, protection of life and property of citizens residing in Lewes as well as visitors to the city, quick and effective response to disaster occurrences and the implementation of timely recovery actions.

DESIGN

This Plan has **three (3)** principal components:

- A. **The Basic Plan:** The Basic Plan provides an overview of the Emergency Operations organization and policies. It describes the overall approach to disaster operations and assigns responsibilities for emergency planning and operations. In general terms, it states WHO will do WHAT and WHEN they will do it.
- B. **Appendices:**
 1. **General:** These Appendices provide information related to organization, position responsibilities, administrative forms and financial record keeping, initial damage assessment procedures, and emergency response resources inventories.
 2. **Hazard-Specific:** These Appendices provide guidance unique to a given hazard or situation.
- C. **Annexes:** The Annexes provide guidance for response to terrorist events and for those involved in emergency evacuation.

AUTHORITIES

The following are the legislative authorities for the promulgation of this plan:

A. Local Government:

1. Code of the City of Lewes, Chapter 15, "Emergency Operations," as amended.
2. Ordinances and resolutions enacted by the Council of the City of Lewes and the Charter of the City of Lewes pertinent to civil defense operations as amended.

B. State Government:

1. Delaware Code Annotated, Title 20, Part II, Chapter 31, "Basic Civil Defense," as amended.
2. Delaware Code Annotated, Title 20, Part II, Chapter 33, "Interstate Civil Defense and Disaster Compact" as amended.
3. Delaware Code Annotated, Title 29, Section I, Chapter 77, "Emergency Location of Government," Part I, State Government and Part II, "Political Sub-divisions of the State" as amended.

C. Federal Government:

1. Federal Civil Defense Act of 1950, as amended
2. Public Law 606, 91st United States Congress (Federal Disaster Act), as amended
3. Public Law 93-299 "Natural Disaster Relief Act of 1974" as amended
4. Public Law 93-288, "The Robert T. Stafford Disaster Relief and Emergency Assistance Act" of 1998, as amended.

POLICY STATEMENTS

- A. **Limitations:** Due to the nature of emergency response, the outcome is not easy to predict. Therefore, it should be recognized that this plan is meant to serve as a guideline and that the outcome of the response may be limited by the scope, magnitude and duration of the event.
- B. **Suspension of Routine Activities and Availability of Employees:** Day-to-day functions that do not contribute directly to the disaster operation may be suspended for the duration of an emergency. Efforts normally required for routine activities may be redirected to accomplish emergency tasks. During an emergency response, City employees not otherwise assigned emergency/disaster related duties will, unless otherwise restricted, be made available to augment the work of their department, or other City departments, if required.
- C. **Households of Emergency Response Personnel:** City employees may not be at peak efficiency or effectiveness during a disaster if the status of their households are unknown or in doubt. Employees who are assigned disaster response duties are encouraged to make arrangements with other employees, friends, neighbors or relatives to check on their immediate families in the event of a disaster and to communicate that information to the employee through the Lewes Emergency Operations Center.
- D. **Non-Discrimination:** All local activities will be carried out in accordance with Federal nondiscrimination laws. It is the City's policy that no service will be denied on the basis of race, religion, national origin, age, sex, marital status, veteran status, sexual orientation or the presence of any sensory, mental or physical disability.

- E. **Citizen Preparedness:** This Plan does not substitute government services for individual responsibility. Citizens are expected to be aware of developing events and take appropriate steps to respond in a safe and timely manner. Since the City's resources and personnel may be overwhelmed at the onset of a disaster event, individuals and organizations should be prepared to be self sufficient following a disaster. The City will make every effort to provide information to the public, via the media to assist citizens in dealing with the emergency.

REVIEW AND UPDATE

- A. An update of this plan, including a review of LEOC responsibilities and procedures, if required, will be conducted by the Office of the City Manager annually or as deemed necessary by the Mayor.
- B. Additional revisions or enhancements required following activation of the Lewes Emergency Operations Center or as the result of the findings resulting from exercises may also be required.

SITUATIONS & ASSUMPTIONS

A. SITUATIONS

1. Hazards

- a. The City of Lewes is vulnerable to many of the twenty-one (21) hazards defined by the Capability and Hazard Identification (CHIP) for Sussex County.
- b. The City of Lewes is bordered to the North by the Delaware Bay, divided by the Lewes and Rehoboth Canal and has acres of tidal marshlands, all of which makes Lewes very vulnerable to storm surges, flooding and coastal storms.
- c. Other existing hazards include:
- Civil Disorder
 - Drinking Water Contamination
 - Earthquakes
 - Tornadoes
 - Hurricanes / North Easters
 - Severe Winter Storms
 - Power Failures
 - Fixed Nuclear Facility Accident
 - Mobile Hazardous Materials Accidents (potential highway, railway, as well as accidents in the Delaware Bay)
 - Stationary Hazardous Materials Accidents
 - Transportation Accidents
 - War Attack
 - Acts of Terrorism

2. Characteristics of Lewes:

- a. **Location (aviation coordinates):** 75.083 West, 38.462 North, 03.00 degrees south/waterloo
- b. **Elevation:** Between 3.5 feet to 11 feet
- c. **Size:** 3 square miles
- d. **Population:** 2,932 (Census 2000) **NOTE:** The population during the peak tourist months, (June, July and August) increases to approximately 5,000 to 7,000.

3. **Major Highways:** There are four major highways that provide ingress and egress to the City of Lewes.
 - a. Freeman Highway (U.S. Rte. 9, serving the Cape May-Lewes Ferry Terminal)
 - b. Kings Highway (State Rte. 268)
 - c. Savannah Road (Business U.S. Rte. 9)
 - d. New Road (County Rte. 266)

4. **Waterways:**
 - a. **Delaware Bay:** Lewes is bordered on the north by the Delaware Bay, which is vulnerable to storm surges and coastal storms. The Bay serves as a shipping lane for ocean going ships, transporting a variety of materials, including frequent shipments of un-refined petroleum products.
 - b. **Lewes & Rehoboth Canal:** The City of Lewes is divided by the Lewes & Rehoboth Canal, which runs from the western most city limits to the eastern most city limits. The canal divides the City of Lewes, to the north, the beach side of the city and to the south, the town side of the city.
 - c. **Tidal Marsh Lands:** The City of Lewes has approximately 600 acres of tidal marsh lands which lie on the north side of the Lewes & Rehoboth Canal, northward to the southern line of residences on the beach side of the city, and lies between Freeman Highway west and C H Mason Way.

5. **Chemical Using Facilities:** The following is a list of chemical using facilities affecting the City of Lewes. A complete list with more detailed information is on file with the Hazardous Materials Coordinator at the Sussex County Emergency Operations Center for use by the Sussex 911 Enhanced Emergency Dispatch Center at all times) **NOTE:** These facilities are subject to all laws and regulations governing chemical facilities in the United States per current SARA, Title III Act of 1986 rules and regulations.
 - a. Beebe Medical Center
 - b. Bell Atlantic Switching Center
 - c. Board of Public Works -Electric Plant
 - d. Board of Public Works -Water Treatment Department
 - e. Board of Public Works -Water and Waste Treatment Plant
 - f. Board of Public Works (above Ground fuel tanks)
 - g. City of Lewes (above ground fuel tanks)
 - h. SPI Pharma Group (formerly Barcroft Company)

6. **Fixed Nuclear Facilities:**
 - a. Artificial Island Generation Station, located in New Jersey.
 - b. The Calvert Cliffs Generation Station, located in Maryland.

NOTE: *In reality, the City of Lewes could be vulnerable to ingestion pathway restrictions in the event of a major nuclear accident at any one of these facilities.*

7. **Drinking Water Sources/Intakes:** The City of Lewes' water supply comes from five (5) ground wells. The wells are screened at shallow depths within the unconfined aquifer, creating a vulnerability to contamination at the ground surface.

8. **Target Points for Nuclear Attack:** There are no nuclear targets located within the Lewes area, (as determined by FEMA). However, Lewes could expect to receive relatively heavy concentrations of radioactive fallout if weapons were detonated around the Washington, D.C., Baltimore, MD, or Philadelphia, PA areas.

9. **Non-English Speaking Population:** Sussex County EOC maintains contact with an agency that provides interpretive services. If the EOC or the Agency cannot provide the service needed, they will push requests for assistance up to the State level.
10. **Hearing Impaired Population:** A telecommunication device for individuals with hearing impairments is located within the Sussex County Fire and Ambulance Call Board (911).

ASSUMPTIONS

- 1 Assistance would be available from Federal, State, County, private and/or volunteer agencies should the city deplete its resources or require equipment or expertise which it does not presently have available.
- 2 Figure 1 reflects an overview of typical response and recovery actions among Federal, State and local governments during a major disaster or emergency.

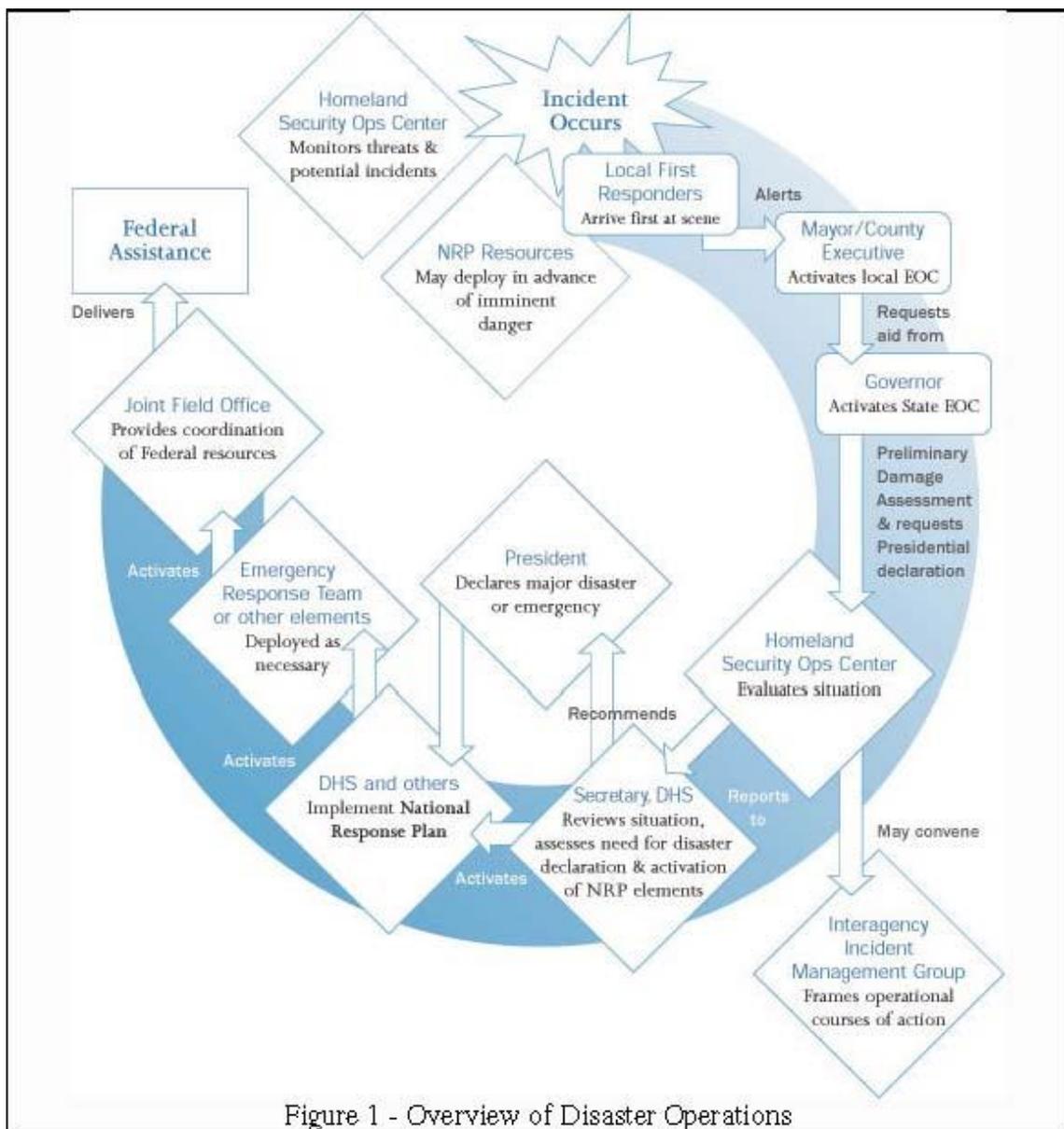


Figure 1 - Overview of Disaster Operations

CONCEPT OF OPERATIONS

A. General:

1. It is the responsibility of the City of Lewes government to provide for a comprehensive emergency management program that meets the needs of those who may have been or might be affected by an emergency or major disaster. The Mayor will initiate this Emergency Operations Plan as necessary.
2. To the extent possible, initial emergency management response will be conducted by the City of Lewes. It is recognized that the nature of certain disaster agents does not allow for any warning or lead-time prior to occurrence. When this happens, or when the duration of an incident is expected to be relatively short, the management of the emergency operations will be directed at or near the site. For emergencies for which there is lead time or for disasters which are expected to be lengthy in duration, management of the operations will be from the Lewes Emergency Operations Center (LEOC) located in Station No.1 of the Lewes Fire Department.
3. Response to a disaster will parallel normal day-to-day functions as closely as possible and will utilize the City of Lewes' resources to the extent possible before seeking assistance from State, County, and higher levels of government, private contractors and volunteer organizations.

B. Phases of Emergency Management:

1. Actions performed during an emergency management process fall into one of the following categories:
 - a. **Mitigation:** The mitigation process involves the prevention or reduction of the probability of a disaster occurring and attempts to minimize the undesirable effects of unavoidable hazards.
 - b. **Preparedness:** The preparedness process develops the response capabilities needed in the event an emergency should arise.
 - c. **Response:** The response process occurs after the onset of an emergency, or directly proceeding the onset given enough lead-time. This process serves to reduce disaster damage and possible casualties and to expedite the recovery process.
 - d. **Recovery:** The recovery process consists of both a short term and a long-term process.
 - **Short Term:** Operations that seek to restore vital services to the community, while providing for the basic needs of the public.
 - **Long Term:** Operations that strive to restore the community to its normal or improved status.

DIRECTION & CONTROL

1. City of Lewes Mayor's Office:

- a. The Mayor of Lewes has the authority to issue a Local State of Emergency within the City of Lewes and if necessary, order evacuation of the City. In the absence of the Mayor, the Deputy Mayor will assume responsibility for the direction and control of the incident. Sample Resolutions are provided at Appendix BP-1.

- b. The Mayor authorizes the implementation of the City of Lewes Emergency Operations Plan and, as needed, authorizes the Lewes Emergency Operations Center to be activated.
- c. In the absence of the Mayor or Designee, action by City Council is required to issue a Local State of Emergency; order evacuation; implement the Lewes Emergency Operations Plan (LEOP); or activate the Lewes Emergency Operations Center (LEOC).
- d. In situations of extreme emergency, activation of municipal emergency operations plans may be ordered by declaration of the Governor or the President of the United States.
- e. Because of the devastating affect that one community's actions could have on other local communities, any intention of declaring a Local State of Emergency or ordering an evacuation, must first be discussed and coordinated with the Sussex County Administrator, through the Sussex County Emergency Operations Center.

CITY OF LEWES EMERGENCY OPERATIONS CENTER (LEOC)

- A. The Lewes Emergency Operations Center, when activated, will operate using the Incident Management System (IMS) with command staff designated to direct, control and coordinate the City's response and recovery operations.
- B. The Mayor or his/her designee will serve as the Incident Commander and will be responsible for the planning, direction, and coordination of all emergency activities within the City. He/she will direct these activities through coordination with the Sussex County EOC and with assistance of the Sussex County EOC, he/she will direct the planning for and performance of emergency operations within the regularly constituted governmental structure, augmenting it where necessary.
- C. In organizing the initial response to the incident and staffing the LEOC, the Incident Commander will consider the needs of the incident. The number of staff personnel and the organizational structure are dependent upon the size and complexity of the incident. **There is no absolute standard** -As the incident dictates, the response operation grows and additional staff, as required, will be activated.
- D. LEOC staff position assignments (EOC Organization Chart) and Position checklists are included as Appendix BP-2 and BP-3 respectively.
- E. The Lewes Fire Department, Incorporated will house the City of Lewes' Emergency Operations Center at its 347 Savannah Road facility (Fire Station #1). The Lewes Fire Department maintains dedicated space on the third floor of Fire Station #1 that contains work areas for each EOC staff position; four telephone lines with local fax capability. Weather is monitored through the National Hurricane Center. This centralized location of the LEOC will provide a line of communication with on-scene personnel from all entities of the City of Lewes, as well as fire and rescue personnel.
- F. As a backup emergency operations facility to the Lewes Fire Station #1 facility, the Lewes Municipal Building located on East Third Street is designated to serve as the city's temporary (alternate) Emergency Operations Center.
- G. The LEOC is the general coordination point for complete emergency operations. All major changes, decisions and actions will be reported to this control point. The Mayor's staff will report to the EOC where the Mayor or his/her designee will coordinate the plan and the City's response

operations among the designated EOC staff. Any questions or "alterations" in this plan should be reported to the EOC immediately.

- H. Appendix BP-4, Administrative Forms, provides forms, as needed, for 24-hour operations scheduling, sign-in for LEOC staff and visitors, Event Action Log, Message form, and Message Log.
- I. Appendix BP-5, Summary Records, provides five ICS Summary Record forms designed to assist in maintaining accurate documentation of emergency related costs (reproduce forms locally as needed). Completed forms must be submitted to the Administration/Finance Section Chief after termination of the response operation. Each form includes an instruction page, however, if you have any questions, contact the Administration/Finance Section Chief or the Financial Specialist for assistance. The Summary Records are:
- **Force Account Labor Summary Record:** used to record personnel costs *
 - **Applicant's Benefits Calculation Worksheet:** used to calculate fringe benefits paid on an employee's salary.
 - **Force Account Equipment Summary Record:** used to record equipment costs *
 - **Material Summary Record:** used to record supplies and materials that you either purchase or taken out of existing stock.
 - **Rented Equipment Summary Record:** used to record the cost of rented or leased equipment.
 - **Contract Work Summary Record:** used to record the cost of work done by contract.

** The term "force account" refers to the City's own personnel and equipment.*

It is essential that all EOC staff members accurately document their expenses incurred during disaster response and recovery. Accurate documentation will help the City recover all eligible costs, provide information necessary to develop projects, have information available for the State and FEMA, and to be prepared for any State or Federal audits in the future. The information provided by these Summary Record forms is also critical to support the State's request for a Presidential Disaster Declaration at a later time.

- J. Appendix BP-6, Emergency Resources Inventories, provides listings of response equipment, facilities, communications assets, and emergency points of contact for the City, BPW, Fire & Police Departments.

REQUESTS FOR ASSISTANCE

- A. The Incident Commander or his/her designee may request assistance from voluntary and private sector groups by mutual aid agreements, letter of understanding or contact by telephone to any number of such agencies.
- B. The Incident Commander or his/her designee may request assistance from Sussex County, via telephone, to the Sussex County EOC, when the required effort for response and/or recovery is beyond the capabilities of the City of Lewes.
- C. Should assistance be required beyond the capabilities of the City of Lewes and Sussex County, the Sussex County EOC will request necessary assistance from the State of Delaware.

- D. Should assistance be required beyond the capabilities of the City of Lewes, Sussex County and the State of Delaware, the Director of the Delaware Emergency Management Agency (DEMA) will request necessary assistance from the Federal Emergency Management Agency FEMA).

CONTINUITY OF CITY GOVERNMENT

- A. Continuity of Government (COG) preserves, maintains or reconstitutes the government's ability to maintain and preserve its lawful leadership and authority under the threat or after the occurrence of any enemy attack, terrorist attack, or catastrophic natural event. The purpose of COG is to reduce or mitigate disruptions to normal government operations. Specifically, COG achieves a timely and orderly recovery from an emergency and ensures the restoration of full government services to the City's residents by:
- Preserving lawful leadership and authority.
 - Preventing the unlawful assumption of authority.
 - Preserving vital government documents.
 - Assuring that mechanisms and systems necessary for continued government direction and control are in place prior to the crisis.
 - Assuring that government services essential to the continued welfare of the public can be delivered during an emergency.
1. **Lines of Succession:** Established to list the order or line of those entitled to succeed one another under emergency conditions. The Deputy Mayor, in the event of absence of the Mayor, will perform such other duties and have such other powers of the Mayor as are prescribed by the Charter of The City of Lewes, or by any other ordinance of the Lewes City Council. The alternatives to other key positions are maintained in each department.
 2. **Pre-Delegation of Authority:** The Code of The City of Lewes, Chapter 15, "Emergency Operations," assigns the pre-delegation of those authorities as necessary to allow for City government to continue to operate. It contains the Powers and Duties of the Mayor to declare a disaster upon determining that such a disaster has occurred or is imminent. The Lewes City Council shall ensure that officials in leadership positions are prepared to respond to emergency conditions.
 3. **Emergency Operations Centers (EOCs):** Lewes Mayor and City Council have designated the Lewes Fire Department (Station #1) located at 347 Savannah Road, Lewes, as the City's Emergency Operations Center EOC) to serve as a centralized facility for the direction and control of disaster operations. Upon notification of an actual or impending disaster, the Mayor, or his/her representative activates the EOC and declares the emergency response phase of operation to be in effect.
 4. **Preservation of Records:** Each City department shall develop and maintain procedures to preserve essential records, files and reference materials.
 5. **Protection of Government Resources, Facilities and Personnel:** The Lewes City Council, with the advice of department supervisors, will act as necessary to disperse resources, facilities and personnel in a manner that facilitates sufficient redundancy to ensure that City government can continue to function during emergency conditions.

6. Continuity of Government (COG) Responsibilities

a. City Manager/General Manager, Board of Public Works

- 1) The City Manager/General Manager or their designee(s) are responsible for the continuity of the city government and capability of the city government to function during periods of an emergency situation or disaster. The ultimate responsibility for the effectiveness of the city's emergency operations, in conjunction with the normal demands of providing city services to its citizens, is that of the City Manager/General Manager.
- 2) During normal office hours, and when existing conditions permit, the City Manager's office, as well as City Hall, will remain open and will continue to provide normal services. The office staff will provide up to date information on the status of the existing or impending emergency situation.
- 3) As the need may dictate and at the discretion of the Mayor or his/her designee, the City Manager's office will be manned during other hours that it is not normally open, to receive inquiries from the public and to relay pertinent information to the LEOC.
- 4) The City Manager/General Manager or their designees will define and detail emergency responsibilities for all city and public works employees.
- 5) The City Manager/General Manager or their designee(s) will identify all essential city and public works provided services that must be maintained and those activities that may be temporarily suspended.
- 6) The City Manager or his/her designee will coordinate all efforts, prior to the activation of the LEOC, with the Sussex County EOC concerning forecasts and warnings of impending emergencies or disasters.
- 7) The City Manager/General Manager or their designee(s) will be responsible for coordinating the assessment of damage occurring within the City of Lewes, resulting from a disaster.

- b. **Police Department:** The purpose of the Police Department is to maintain law and order within the city limits of Lewes, to provide early and/or the first line of warning as to the severity and of existing conditions of an impending disaster or emergency situation, to provide an on-going status report of conditions, to limit access to an affected area, to assist with evacuation and to provide security for an affected area.

Responsibilities of the Chief of Police or designee(s) include:

- 1) Alert the Mayor/City Manager on emergency situation status;
- 2) Provide the LEOC with updated reports of scene status;
- 3) Maintain law and order within the city;
- 4) Limit public access to affected area(s);
- 5) Execute an evacuation order in hazardous area(s) in an orderly manner;
- 6) Ensure the overall security of the City;
- 7) Provide radio communications at the LEOC.

NOTE: *Communications resources for essential personnel and teams will be provided by the city's emergency services departments (e.g., fire and police).*

- c. **Street Department:** The function of the Street Department is to maintain essential city provided services in conjunction with the demands created by an actual or impending emergency or disaster situation.

Responsibilities of the Street Foreman or designee(s) include:

- 1) Provide necessary equipment and manpower for the execution of evacuation order (s);
- 2) Maintain safe streets through the removal of debris, snow and other elements that would be hazardous to the public safety and health;
- 3) Put in place, traffic barricades, warning other traffic flow regulating devices, as necessary;
- 4) Render assistance to the Police Department upon request;
- 5) Maintain an ample supply of materials and equipment, as may be needed for an impending emergency or disaster situation;
- 6) Maintain proper repair and have in a state of readiness all city equipment upon awareness of an impending emergency or disaster situation.

- d. **Board of Public Works:** The function of the Board of Public Works (BPW) will be to mitigate hazardous conditions, provide for restoration of public utility services, and to assist in times of emergencies with appropriate manpower and equipment.

Responsibilities of the BPW General Manger or designee(s) include:

- 1) Coordinate all activities of the Board of Public Works;
- 2) Coordinate and direct the efforts to maintain and restore services and conditions to a normal state;
- 3) Notify all of the BPW Board members, as well as all supporting department heads, of the emergency or impending emergency;
- 4) Call-in and assemble all personnel and equipment;
- 5) Assemble and mobilize all field crews at their respective assembly location;
- 6) Maintain adequate inventories of replacement poles, cables etc. as may be required for replacement to restore essential utilities affected by a disaster;
- 7) Maintain safe streets through the removal of downed power poles and electric lines that would be hazardous to public safety and health;
- 8) Procure, by rental, additional vehicles or equipment and services of private contractors when necessary;
- 9) Coordinate with DEMEC.

- e. **Fire Department:** The function of the Lewes Fire Department is to provide fire fighting and rescue services as well as necessary emergency medical service and Transportation to the Medical Center.

Responsibilities of the Fire Chief of designee(s) include:

- 1) Extinguish and control fires within the city;
- 2) Eliminate or control fire hazards and/or other life threatening emergency situations;
- 3) Perform triage and emergency treatment of injured;
- 4) Provide assistance and manpower for the evacuation order(s);
- 5) Maintain necessary city radio communications as a secondary responsibility;
- 6) Obtaining mutual aid if beyond control of Lewes Fire Department.

IDENTIFICATION REQUIREMENTS

- A. Identification will be required during emergency operations in order to control the movement of individuals within areas of the City of Lewes affected by the disaster.
- B. Normally issued city identification cards will be honored. Department heads are responsible for the issuance of identification cards.
- C. Individuals requiring access to the area will be required to present one of the following forms of identification:
 - 1. **Essential Personnel:** City-issued employee identification card.
 - 2. **Press Personnel:** Valid and current Press Pass
 - 3. **Homeowners/Business Owners:** Valid State Drivers License (with Lewes address), a copy of real estate tax bill or a recent utility bill (including telephone bill) that indicates a Lewes address.

OPERATIONS BY TIME FRAME (PHASES)

In order to minimize the effects of a disaster provide emergency response capabilities and to facilitate recovery efforts, the various City departments shall endeavor to provide services in the areas of mitigation, preparedness, response and recovery from disasters to the best of their ability during all operational time phases.

- A. The following color-coded checklists for the phases of emergency preparedness and response within the City will be used as a basis for preparing for and responding to disaster events. **There are four (4) preparedness/response phases**, identified below by a description and corresponding color. From the lowest to highest, the phases and colors are:
 - 1. **Mitigation & Preparedness (Normal)** = Green
This phase consists of **ROUTINE MITIGATION AND PREPAREDNESS** activities conducted by City staff and the Lewes Mitigation Planning Team on a routine basis.
 - 2. **Readiness** = Yellow
This phase consists of **READINESS** activities during the period when Tropical Storm Force Winds are forecast to arrive within 120 to 72 Hours (5 Days to 3 days).
 - 3. **Increased Readiness** = Orange
This phase consists of **INCREASED READINESS** activities during the period when Tropical Storm Force Winds are forecast to arrive within 72 to 48 Hours (3 Days to 2 Days).
 - 4. **Response** = Red
This phase consists of **RESPONSE** activities during the period when Tropical Storm Force Winds are forecast to arrive within 48 to 24 Hours (2 Days to 1 Day).
- B. A detailed **EMERGENCY PREPAREDNESS & RESPONSE TIME DELINEATION SCHEDULE** is included as **Appendix BP-7** to this plan. The time delineation schedule provides general guidelines for disaster preparedness and response actions prior to, during and after a disaster event.

C. With the departure of tropical storm force winds (or other effects), the **RECOVERY PHASE** begins and includes actions related to emergency relief from the effects of the event.

1. Recovery activities include, but are not limited to:

- a) Assist with life-saving operations and with the restoration of essential services.
- b) Assess the needs of the community and complete detailed damage assessments that will be the basis for requesting Federal disaster assistance.
- c) Compile and submit required forms and documentation required to claim reimbursement of disaster related expenses through FEMA's Public Assistance Program.
- d) Represent the City on Federal/State Preliminary Damage Assessment (PDA) Teams and facilitate their access
- e) Prioritize recovery projects and assign functions accordingly.
- f) Coordinate recovery efforts and logistical needs with supporting agencies and organizations.
- g) Preserve and file all documentation of the event, including events log, cost analyses and estimated recovery costs.
- h) Facilitate the establishment of Disaster Assistance Centers, when necessary, to assist private businesses and citizens with individual recovery.
- i) Incorporate emergency plans from other entities into recovery and reconstruction.

WARNING

A. The purpose of the warning process is to provide efficient alerting and warning to the city's elected officials, the department heads of the City of Lewes, the Board of Public Works, responding emergency personnel and the general public, of an actual or impending emergency situation. **The City Manager or his/her designee will have the primary responsibility for the warning process.**

B. The primary method of public notification and information of situations requiring prompt action such as evacuation or sheltering-in-place will be through the use of the State-wide Delaware Emergency Notification System (DENS). DENS is a Reverse-911 system that uses a Geographic Information System (GIS) database to identify and provide emergency notification and information to the entire state or to an area as specifically defined as 10 homes on one street. DENS is capable of dialing as many as 300 phone numbers within one minute. The system is activated through the Sussex County Emergency Operations Center (911 Center) by designated authorized individuals of the city.

C. Advance notification warnings will also be disseminated by radio, television, National Weather Service (via NOAA Weather Radio).

D. When required, Lewes Police and Fire Department personnel will alert the public using loudspeakers and making door-to-door contacts.

1. Major responsibilities of the City Manager or designee(s) includes:

- a) Alerting City Officials;
- b) Alerting and warning the general public of an emergency or impending emergency;
- c) Alert the general public when an emergency necessitates the activation of the City's EOC.

EVACUATION

- A. This process provides for the evacuation of people in the City of Lewes from areas where hazards from a natural or technological disaster threatens their safety and health. **The Mayor of Lewes or his/her designee has the primary responsibility for the safe evacuation and sheltering for the citizens of Lewes.**
- B. Prior to any order for evacuation, the Mayor or his/her designee will contact the Sussex county EOC to discuss and coordinate the intentions of evacuation before any such evacuation takes place.
- C. **Evacuation Route Map**
 - 1. **Major responsibilities of the Mayor or designee(s) includes:**
 - a) Issue Evacuation order when a disaster necessitates,
 - b) Coordinate with the Sussex County Administrator and/or agencies,
 - c) Ensure that the public is kept informed.

SHELTERING

- A. This function provides for the use of local facilities for the purpose of sheltering people who need to be evacuated due to a natural or a technological disaster, and to provide for their congregate care and basic human needs.
 - 1. **Major Responsibilities of the Sussex County Department of Emergency Operations includes:**
 - a) Designate a shelter,
 - b) Coordinate sheltering and request additional shelters to be open if needed,
 - c) Notify appropriate agencies (American Red Cross) to open and operate shelters when the disaster does not necessitate the activation of the Sussex County EOC,
 - d) Open, staff and manage shelters.

DAMAGE AND NEEDS ASSESSMENTS

- A. The overall objectives of damage/needs assessments can be summarized as follows:
 - 1. Determine the immediate needs and priorities of the disaster victims
 - 2. Determine the damages to housing, agriculture, lifelines, and critical facilities
 - 3. Identify stoppages, i.e., obstacles or interruptions to emergency operations or impediments to relief efforts
 - 4. Identify secondary threats, for example unsafe buildings still occupied, areas at risk to rising floodwaters, etc.
 - 5. Estimating the economic impact of the disaster, especially damages to commerce and industry, loss of jobs and work, and the effect insurance may or may not have on mitigating losses
 - 6. Monitoring public health
 - 7. Determining the resources available to respond to the disaster and identifying the gaps between that need to be filled from outside resources

- B. The composition of each Damage Assessment Team will vary depending on the type and severity of the damage and the availability of personnel. Each team will have a Team Leader who ensures that the team members have the proper forms, equipment and transportation.
- C. Depending on the disaster, two distinct types of assessments may be conducted as follows:
1. **Initial Assessment**: Initial damage assessment activities are the responsibility of the Damage Assessment Coordinator assigned to the LEOC (see **Position Checklist at Appendix BP-3, EOC Position Checklists**), of this plan. Initial damage assessments will be accomplished in accordance with Sussex County instructions contained in Appendix BP8, Sussex County Initial Damage Assessment (IDA), of this Plan. Report forms required for compiling and submitting damage assessment data are included.
 - a) Is conducted immediately in the early and critical stage of a disaster, as soon as the conditions allow survey personnel to operate
 - b) Determines relief and immediate response requirements
 - c) Is broad in scope and focuses on overall patterns and trends Identifies:
 - Magnitude of the disaster (without necessarily delivering exact figures)
 - Impact of the disaster on society
 - People's capacity to cope
 - Most urgent relief needs and potential methods for delivery
 - Priorities for action
 - Utilization of resources for immediate response
 - Need for detailed assessment of specific geographical areas or substantive sectors
 - Level of continuing or emerging threats
 - Need for State and/or Federal assistance
 2. **Detailed Assessment**: Detailed damage assessment activities are the joint responsibility of the **City Manager/BPW General Manager or their designee(s)** as follows:
 - a) Assemble and designate damage assessment team,
 - b) Identify areas to be assessed and assigned,
 - c) Conduct detailed damage assessment,
 - d) Conduct detailed assessment of the City's Board of Public Works utilities, compile reports and provide to the City Manager,
 - e) Compile damage assessment reports for submission to the Sussex County EOC, State EOC and Federal Emergency Management Agency,
 - f) Determine unsafe buildings, structures and facilities
 - g) Keep the public informed of unsafe areas,
 - h) Provide assistance to County, State and Federal Damage Assessment Officials.
 3. Aims at determining the long-term recovery and development requirements
 4. Conducted days to weeks after a disaster, depending on the accessibility of the affected areas
 5. Covers critical areas in terms of the City's future economic and social development strategy
 6. Carried out by specialists within the affected areas
 7. Identifies:
 - a) Recovery program options
 - b) Estimates on financial and material recovery requirements
 - c) Estimates on value of loss due to damages
 - d) Damage to the social structure

- e) Links between relief and development
 - f) Continuing need for relief assistance
 - g) Need for State and/or Federal assistance
8. Both the **Initial and Detailed Assessments** will contain:
- a) A situation assessment that depicts a picture of the situation by describing the magnitude of the disaster and the impact on the population and infrastructure of the City (What has happened?)
 - b) A needs assessment that defines the level and type of assistance required for the affected population of the City (What needs to be done?)
 - c) During Joint Damage Assessment activities involving the State and FEMA, the City will designate a City representative to assist State and Federal Damage Assessment Team members at all times.

PUBLIC INFORMATION

- A. Providing prompt, authoritative and easily understandable emergency information to the public during natural, technological and civil emergencies is an essential responsibility of local government. Emergency Public Information (EPI) activities are the responsibility of the Public Information Officer assigned to the LEOC (see Position Checklist at Appendix BP-3, Public Information Officer, of this Plan). EPI activities will be accomplished in accordance with the instructions provided in Appendix BP-9, Emergency Public Information (EPI), of this Plan.
- B. The following telephone numbers and other information are provided for your convenience to obtain up-dated status report of impending emergency situations; to report situations that needs to come to the attention of the Lewes Emergency Operations Center, the City Manager's office and the Board of Public Works. **(Police and Fire Department emergencies should be directed to the 911 Center).**
- C. Vital information and instructions can also be obtained from these telephone numbers before, during and after an emergency situation:
- City Manager's Office/City Hall (during hours 9am-4pm, Mon-Fri) 645-7777
 - Lewes Police Department (NON-EMERGENCIES) 645-6264
 - Police Emergencies 911
 - Lewes Fire Department (NON-EMERGENCIES) 645-7667
 - Fire Emergencies 911
 - Medical Emergencies 911
 - Board of Public Works (during hours 9am-4pm, Mon-Fri) 645-6228
 - Sussex County Emergency Operations Center 856-7366
 - Delaware Emergency Management Agency (800)(659-DEMA) or 302-659-3362
In-State Only: (877)(SAY-DEMA) or 877-729-3362

REMEMBER: Latest storm related information will be available on NOAA Weather radio and commercial radio and television. Do not tie up telephone lines by calling local officials or the National Weather Service, if not necessary and you can obtain the information you need from the two above resources. Listen carefully to broadcasters serving your immediate area.

NOAA Weather Radio Frequencies: 162.550 MHz Lewes
162.474 MHz Salisbury

Emergency Alert System (EAS) Radio Stations: * local radio stations serving our area

WZBH-FM	93.5
WSSR-FM	90.0
WGMD-FM	92.7*
WKIX-FM	106.0*
WRLF-FM	101.7
WECY-FM	98.3
WECY-AM	1280
WWTR-FM	95.9*
WXPZ-FM	101.3

REMEMBER: The coordinates of a hurricane given by the weather service is the location of the eye. The average storm is 250 miles in diameter: Thus the danger zone extends some 100 miles on either side of the coordinates. If a storm is projected to hit our area, maximum conditions would exist if the storm eye crossed over us, or to the immediate south. Lesser conditions would be expected if it crossed to the north of the area.

FACTS: *What to expect following a direct hit of a hurricane:* Possible polluted water, limited communications, no electricity, possible sewer back up, structures damaged, severe beach erosion to the shoreline.

TELEPHONE DIRECTORIES

- **CITY OF LEWES**

Administrative:	(302) 645-7777
Police Department:	(302) 645-6264
Street Maintenance Department:	(302) 645-8809
Fire Department:	(302) 645-6556

- **BOARD OF PUBLIC WORKS:**

Administration:	(302) 645-6228
Power Plant Supervisor	(302) 645-6512
Electric Department Supervisor	(302) 645-6547
Water/Sewer Department Supervisor	(302) 645-6269
Wastewater Treatment Plant Supervisor	(302) 645-6450

- **UTILITIES (EMERGENCY POINTS OF CONTACT)**

DEMEC	(302)897-4264 or (302)653-2733
Bell Atlantic/Verizon	1-800-275-2355 -Ask for Agent
Comcast	(302)841-6303, (302)841-6304 or (302)674-3938 (Dispatch)

- **BEEBE MEDICAL CENTER HOSPITAL INCIDENT COMMAND SYSTEM (HICS)**

Emergency Command Center **	645-3209
Security Command Center	645-3533
Public Communication Line	645-3123
Employee Offsite Information Line	645-3666

** Rolls over to Security during non-emergency periods.

DEFINITION OF TERMS:

The following is a glossary of terms, acronyms, abbreviations and definitions that are used in this plan and are unique to emergency management and disaster response operations.

COG – Continuity of Government. COG refers to the preservation, maintenance or reconstitution of the government's ability to maintain and persevere its lawful leadership and authority under the threat or after the occurrence of an enemy attack, terrorist attack or catastrophic natural disaster.

DEMA – Delaware Emergency Management Agency. DEMA is the lead state agency for coordination of comprehensive emergency preparedness, training, response, recovery and mitigation services in order to save lives, protect Delaware's economic base and reduce the impact of emergencies. DEMA is a division within the Department of Safety and Homeland Security (DSHS) and is authorized by Delaware Code, Title 20, Chapter 31§3101-3130.

DENS – Delaware Emergency Notification System. DENS is the primary method of public alert and warning when prompt action such as evacuation or sheltering is required. It is a statewide Reverse 911 system that uses GIS data to identify and provide emergency notification and information to citizens of the entire state or to residents of a specified geographic area.

DEOP – Delaware Emergency Operations Plan. The DEOP provides policies and procedures necessary to protect the lives and properties of Delaware's citizens immediately before, during and after emergencies. It provides functional responsibilities and procedures for coordinating State-wide resources and logistical operations; and includes hazard specific Annexes that cover potential man-made and natural disasters.

DISASTER - Any occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from a Natural, Technological, and/or National Security incident, including but not limited to earthquake, explosion, fire, flood, high water, hostile military actions, hurricanes, landslide, mudslide, storms, tidal wave, tornadoes, wind driven water or other disasters.

EAS – Emergency Alert System. EAS is a network of broadcast stations and interconnecting facilities that have been authorized by the Federal Communications Commission to operate in a controlled manner during a state of public disaster or other natural emergency, as provided by the Emergency Broadcasting System Plan.

EOC – Emergency Operations Center. The EOC is a protected site from which public officials issue warnings and exercise direction and control during an emergency/disaster. It is equipped and staffed to provide support in coordinating and guiding emergency/disaster operations.

EPI - Emergency Public Information. Refers to the process of providing prompt, authoritative and understandable information to the public during natural, technological and civil disturbance emergencies.

FEMA – The Federal Emergency Management Agency. FEMA's mission is to lead the effort to prepare the nation for all hazards and effectively manage federal response and recovery efforts following any national incident. FEMA also initiates proactive mitigation activities, trains first responders, and manages the National Flood Insurance Program and the U.S. Fire Administration. On March 1, 2003, the Federal Emergency Management Agency (FEMA) became part of the U.S. Department of Homeland Security (DHS).

GIS - Geographic Information System. GIS is a computer technology that uses a geographic information system as an analytic framework for managing and integrating data; solving a problem; or understanding a past, present, or future situation. Using the City's GIS data along with collected field data, it will be used to analyze and report information on the nature, severity and extent of the disaster.

HAZMAT - Hazardous Materials. Any substance or material in a quantity or form which may be harmful or injurious to humans, domestic animals, wildlife, economic crops, or property when released into the environment. The four traditional classes are: chemical, biological, radiological, explosive.

ICS – Incident Command System. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure and is designed to aid in domestic incident management.

IDA – Initial Damage Assessment. The IDA is conducted immediately during the early and critical stages of the disaster, as soon as the conditions allow survey personnel to operate in the affected area(s). The purpose of the IDA is to determine the most urgent relief needs, the immediate response requirements and identify the need for State and/or Federal assistance. It is broad in scope and focuses on overall patterns and trends.

JOINT DAMAGE ASSESSMENT TEAM – The joint damage assessment team identifies both the specific nature and costs related to damages as well as the long-term recovery and development requirements following a disaster. It is typically conducted days to weeks following the disaster depending on accessibility to the affected area(s). The assessment is a joint effort by representatives of the City, State and FEMA. The City will designate a representative to assist the State and Federal Team at all times.

LEOC – Lewes Emergency Operations Center is a general coordination point for complete emergency operations. The designated EOC is the Lewes Fire Department (Station 1) located on Savannah Road.

LEOP – Lewes Emergency Operations Plan. The City's plan that ensures it is prepared to respond to and recover from emergency events and disasters. It establishes authorization and coordination procedures to protect lives and properties within the City.

MITIGATION - Mitigation refers to the process involving the prevention or reduction of the probability of a disaster occurring as well as efforts to minimize the undesirable effects of unavoidable hazards.

NATIONAL SECURITY EMERGENCY - Events include nuclear, conventional, chemical, biological warfare, civil disorder, terrorism and/or energy shortages.

NATURAL EVENTS - Include floods, hurricane/tropical storm, erosion, drought, tornado, wildfire, earthquake subsidence, dam failure, severe storms and winter storm/freeze.

NIMS - The National Incident Management System. NIMS is a National Plan that provides for a consistent nationwide approach for all Federal, State, tribal and local governments to work effectively and efficiently together to prepare for, respond to and recover from domestic incidents, regardless of cause, size or complexity.

NOAA – The National Oceanic and Atmospheric Administration. NOAA is a scientific agency of the United States Department of Commerce focused on the conditions of the oceans and the atmosphere. NOAA was formed in 1970 after President Richard Nixon proposed creating a new department to serve a national need "...for better protection of life and property from natural

hazards...for a better understanding of the total environment...[and] for exploration and development leading to the intelligent use of our marine resources..."

NRP – National Response Plan (previously the FRP/Federal Response Plan). The National Response Plan, or NRP, specifies how the resources of the Federal Government will work in concert with State, local, and tribal governments and the private sector to respond to Incidents of National Significance. The NRP is predicated on the National Incident Management System, or NIMS. Together the NRP and the NIMS provide a nationwide template for working together to prevent or respond to threats and incidents regardless of cause, size, or complexity.

OPERATIONS BY TIME FRAME – Refers to several phases of emergency preparedness, response and recovery within the City that will be used to minimize the effects of a disaster, provide emergency response capabilities and facilitate recovery efforts. There are four phases:

- **Mitigation & Preparedness (Green)** – Routine mitigation and preparedness activities.
- **Readiness (Yellow)** – Readiness activities during the period when Tropical Storm Force Winds are forecast to arrive within 120 to 72 hours (5 days to 3 days).
- **Increased Readiness (Orange)** – Increased readiness activities during the period when Tropical Storm Force Winds are forecast to arrive within 72 to 48 hours (3 days to 2 days).
- **Response (Red)** – Activities during the period when Tropical Storm Force Winds are forecast to arrive within 48 to 24 hours (2 days to 1 day).
- **Recovery** – With the departure of Tropical Storm Force Winds (or their effects), the Recovery Phase will begin and includes actions related to the emergency relief from the effects of the event.

PREPAREDNESS – Preparedness refers to the process of developing the capabilities required to respond effectively to an emergency should one occur.

RACES – Radio Amateur Civil Emergency Service. RACES is a public service that provides communications personnel to government agencies in time of extraordinary need. During periods of activation, RACES personnel are called upon to perform many tasks for the government agencies they serve. Although the exact nature of each activation may be different, the common thread is communications. The City of Lewes RACES organization is comprised of a group of licensed amateur radio operators who will be called up to support the communications needs of the Incident Commander during activation of the City's emergency operations center in response to an emergency or disaster.

RECOVERY - The recovery process consists of both short term and long term efforts:

- Short Term – Restoration of vital services to the community, while providing for the basic needs of the public.
- Long Term – Operations that strive to restore the community to its normal or improved status.

RESOURCES - Include materials (raw, basic, or finished), supplies, equipment, manpower, facilities, services, finished goods and products.

RESPONSE – The response process occurs after the onset of an emergency, or directly preceding the onset (given enough lead time). The response process serves to reduce damage and possible casualties; and to expedite the recovery process.

SAFFIR/SIMPSON SCALE – Hurricanes are classified (Category 1 through Category 5) using a scale that categorized hurricanes based upon their intensity, and relates the intensity to damage potential. The category intensities are:

- Category 1 – Winds of 74 to 95 miles per hour
- Category 2 – Winds of 96 to 110 miles per hour
- Category 3 – Winds of 111 to 130 miles per hour
- Category 4 – Winds of 131 to 155 miles per hour

- Category 5 – Winds greater than 155 miles per hour

SUMMARY RECORDS – FEMA forms used to manage the administrative and financial (cost, time, claims, etc.) activities related to the incident and to ensure effective methods of time keeping and payroll operations. Proper maintenance of these types of information is essential also to the City's application for federal disaster assistance for eligible reimbursable expenses associated with the response to an emergency or disaster.

TECHNOLOGICAL - Events include hazardous materials (stationary and transportation), nuclear power facility, transportation accidents, and power failure.

TERRORISM - The use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion or ransom. Terrorists often use threats to create fear among the public, to try to convince citizens that their government is powerless to prevent terrorism, and to get immediate publicity for their causes. The Federal Bureau of Investigation (FBI) categorizes terrorism in the United States as one of two types:

- Domestic Terrorism -Involves groups or individuals whose terrorist activities are directed at elements of our government or population without foreign direction.
- International Terrorism -Involves groups or individuals whose terrorist activities are foreign-based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries.

TIA – Terrorist Incident Annex. Refers to Annex C: Terrorist Incident Annex of the Lewes Emergency Operations Plan. Annex C provides a consequence management plan for responding to and recovering from a terrorist-initiated incident, particularly one involving weapons of mass destruction.

WMD – Weapons of Mass Destruction. WMD includes explosives, incendiary, nuclear, biological and chemical weapons. As defined in 18 U.S.C., 2332s: *“the term ‘weapon of mass destruction’ means - any destructive device as defined in section 921 of this title; any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors; any weapon involving a disease organism; or any weapon that is designed to release radiation or radioactivity at a level dangerous to human live.”*

ATTACHMENTS TO BASIC PLAN

Figure 1 – Overview of Disaster Operations

Figure 2 – Evacuation Routes (Sussex County)

APPENDICES:

BP-1 SAMPLES (Declaration of Emergency, Evacuation Order)

BP-2 EOC ORGANIZATION CHART

BP-3 EOC POSITION CHECKLISTS

BP-4 ADMINISTRATIVE FORMS

BP-5 SUMMARY RECORDS (FEMA FORMS)

BP-6 DISASTER RESPONSE RESOURCES INVENTORIES

BP-7 EMERGENCY PREPAREDNESS & RESPONSE TIME (DELINEATION SCHEDULES) BP-8 -
DAMAGE ASSESSMENT PROCEDURES

BP-9 EMERGENCY PUBLIC INFORMATION (EPI)

ANNEXES – HAZARD SPECIFIC

HS-1 RADIOLOGICAL MONITORING & PROTECTION

HS-2 FLOODS/FLASH FLOODS/HIGH TIDES

HS-3 HURRICANES

HS-4 THUNDERSTORMS & LIGHTNING

HS-5 TORNADOS

ANNEXES:

A LEWES BEACH EMERGENCY EVACUATION PLAN

B EVACUATION PLAN (THE CITY OF LEWES)

C TERRORIST INCIDENT ANNEX (TIA)

D NATIONAL INCIDENT MANAGEMENT SYSTEM & INCIDENT COMMAND SYSTEM

E COMMUNITY RECOVERY & ECONOMIC STABILIZATION