Commonwealth of Virginia

EMERGENCY OPERATIONS PLAN

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FOREWORD

The Virginia Department of Emergency Management (VDEM) maintains the *Commonwealth of Virginia Emergency Operations Plan* (COVEOP) and presents the plan to the Governor for adoption once every four years, at a minimum. The Governor issued Executive Order 50 in August 2012 to adopt the current published full version of the COVEOP.

The COVEOP Basic Plan, developed by VDEM, in coordination with other state agencies, non-governmental organizations (NGOs) and private sector partners (PSPs), continues to align with the National Incident Management System (NIMS), as well as the Department of Homeland Security (DHS) *National Response Framework* (NRF) and the *National Disaster Recovery Framework* (NDRF). In addition, the COVEOP Basic Plan and its appendices, Emergency Support Function Annexes, and Support and Hazard Specific Annexes have been modified to incorporate lessons learned from exercises, training, incidents, and events.

PREFACE

Virginia is vulnerable to a variety of hazards as identified in the *Commonwealth of Virginia Hazard Mitigation Plan*. A planned and coordinated response on the part of state and local officials in support of responders in the field can save lives, protect property, and more quickly restore essential services. The emergency management mission of the Commonwealth, in cooperation with local governments, federal agencies, NGOs, and PSPs, is to provide a solid foundation for emergency planning and preparedness, establish the organizational framework, operational concepts and procedures designed to minimize the loss of life and property, expedite the restoration of essential services, and assist the public in their return to a state of normalcy following an emergency or disaster situation.

The *Code of Virginia*, § 44-146.13 to 44-146.28:1, establishes legal authority for development and maintenance of the Commonwealth's Emergency Management Program and organization, and defines the emergency powers, authorities, and responsibilities of the Governor and State Coordinator of Emergency Management (hereafter referred to as State Coordinator). Moreover, the *Virginia Emergency Services and Disaster Laws* require that state and local governments develop and maintain current emergency operations plans (EOPs) in order to be prepared for a variety of natural and human-caused hazards. Executive Orders by the Governor supplement the laws and establish specific planning initiatives and requirements.

EMERGENCY MANAGEMENT PROGRAM FOR THE COMMONWEALTH

The strategies and objectives of the Commonwealth's Emergency Management Program are established in several plans including:

- *Secure Commonwealth Strategic Plan*, maintained under the authority of the Office of the Secretary of Public Safety and Homeland Security, is a multi-year plan that sets the overall course and direction of Commonwealth Preparedness, including the emergency management program, by defining its vision, mission, goals, and objectives.

- *Commonwealth of Virginia Emergency Operations Plan* (COVEOP), maintained by VDEM, including hazard specific and support annexes, is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of statewide events.

- The *Commonwealth of Virginia Critical Infrastructure Protection and Resiliency Strategic Plan*, maintained by the Office of the Secretary of Public Safety and Homeland Security, supports the National Infrastructure Protection Plan (NIPP) by establishing a coordinated approach to national priorities, goals, and requirements for critical infrastructure and key resource protection. The strategic plan requires the development of sector specific plans (SSPs) to provide the means by which the NIPP is implemented across all critical infrastructure and key resources sectors.

- The *Commonwealth of Virginia Hazard Mitigation Plan*, maintained by VDEM, identifies hazards and analyzes the risk and potential impacts. The plan focuses on reducing the long-term vulnerability to identified hazards by establishing interim and long-term goals, objectives, and actions.

- The *Recovery and Mitigation Standard Operating Guide* describes the state framework and associated actions to be taken in the establishment, operations, and demobilization of a Joint Field Office and Area Coordinating Officers, to deliver disaster assistance and support throughout all phases of recovery in a timely and effective manner.

- The *Commonwealth of Virginia Administrative Plan for the Public Assistance Grant Program* identifies the roles, responsibilities, processes, and procedures for administering the Federal Emergency Management Agency (FEMA) Public Assistance program.

- Other hazard specific plans developed by individual agencies to address specific incidents or pursuant to federal guidance.

- Agency strategic plans that focus on prioritized actions including the functions of each agency, which are critical to the emergency response and recovery operations of the Commonwealth.

- Agency continuity plans that address an agency's ability to continue to provide essential government functions in the event of a disruption. Plans include orders of succession, delegations of authority, and essential records, systems, and equipment. They also address the procedures for restoring essential government functions, including those that are critical to emergency response and recovery operations.

COMPONENTS OF THE COMMONWEALTH OF VIRGINIA EMERGENCY OPERATIONS PLAN

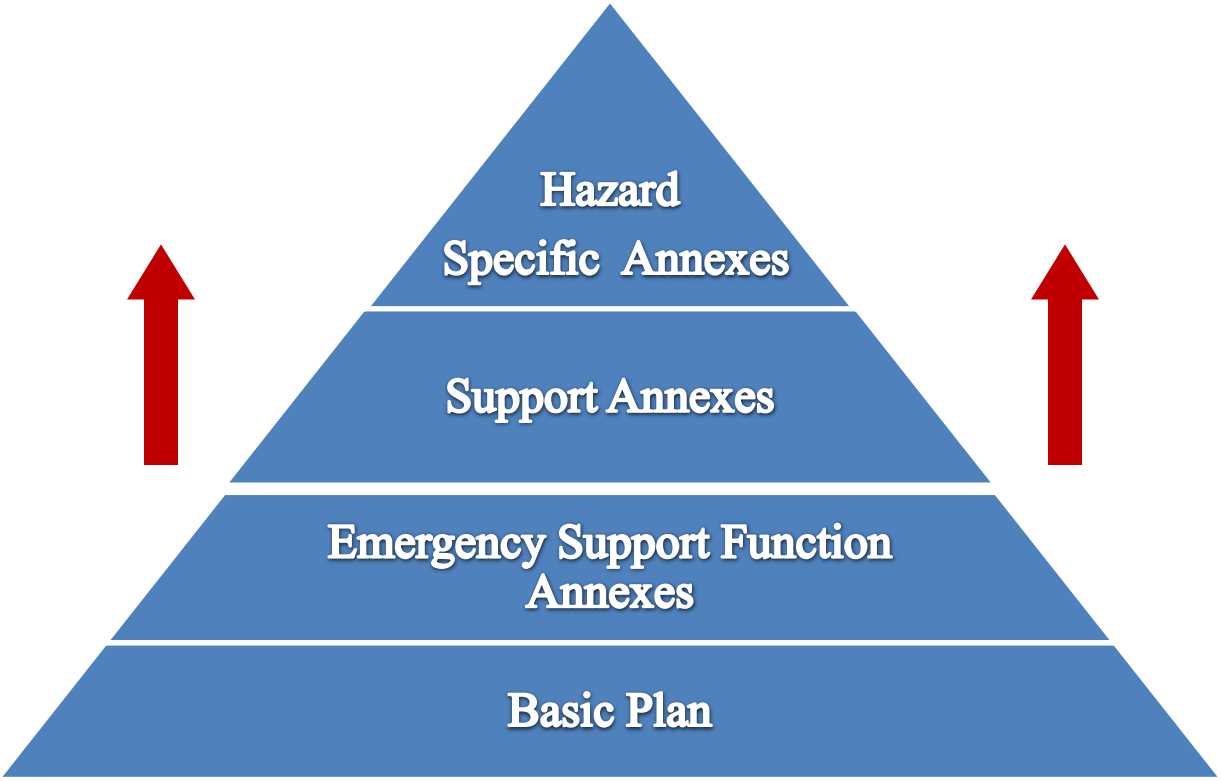
The Basic Plan uses an all-hazards approach to incident management. It describes the concepts and structures of response and recovery operations, identifies agencies and coordinating NGOs and PSPs with lead and support emergency management functions, and defines emergency preparedness, response, recovery, and mitigation responsibilities of local governments. The Basic Plan also includes the Governor's Executive Order promulgating the COVEOP and the Record of Changes section to document updates made between promulgation years and approved by the Governor or State Coordinator, as appropriate. There are seventeen (17) Emergency Support Function Annexes, five (5) Support Annexes, and seven (7) Hazard Specific Annexes to the Basic Plan.

Emergency Support Functions (ESFs) Annexes provide the structure for state coordinated emergency operations in support of affected local governments, individuals, and businesses. The annexes identify lead and supporting agencies, NGOs and PSPs, and explain in general terms how the Commonwealth will organize and implement support functions. Agencies, NGOs, or PSPs are assigned to lead or support the ESFs based on authorities, resources, and capabilities.

Support Annexes address those functions that may be applicable to every type of incident and provide support for all ESFs. They describe the framework through which state agencies, NGOs, and PSPs coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management.

Hazard Specific Annexes address contingency or hazard situations requiring specialized response and recovery procedures. They describe policies, situations, concepts of operations and responsibilities pertinent to incidents such as radiological emergencies, hurricanes, public health threats like pandemic influenza, terrorism incidents, technological hazards, and large-scale hazardous-materials incidents.

COVEOP COMPONENT RESPONSE DIAGRAM



The diagram above demonstrates the process in which the four components of the COVEOP are activated. The Basic Plan, forming the foundation, is always activated during an incident. As the state's response grows, select ESF annexes are called upon to support specific missions. Support annexes may then be implemented to supplement actions carried out under the Basic Plan and ESFs. Located at the top of the pyramid are Hazard Specific Annexes, which play an important role during the state's response to particular incidents. These comprehensive, incident-specific documents address enhanced response actions not identified in the Basic Plan and underlying ESFs.

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I. INTRODUCTION

The COVEOP provides the coordinating structures, processes, and mechanisms in a collective framework for the coordination of state support to affected local governments, individuals, and businesses. It is compatible with the NRF and NDRF, and provides the structure for coordinating with the federal government in the delivery of federal disaster assistance. The COVEOP supports the emergency management mission of the Commonwealth by improving the capability to respond to and recover from natural and human-caused disasters.

A. Purpose

The Basic Plan of the COVEOP is the foundation of the state's emergency response and recovery organization. This plan identifies the role of state government and coordinating NGOs and PSPs before, during, and after a disaster, large-scale emergency, or event affecting Virginia. It establishes the concepts and policies under which all elements of state government and coordinating NGOs and PSPs will operate during emergencies. It also provides the framework within which more detailed emergency plans or procedures can be developed and maintained by state agencies, local governments, NGOs, and PSPs.

To ensure the state's capability to implement this plan, (pursuant to *Code of Virginia* §2.2-222.1 E-F) each state agency tasked with essential emergency management responsibilities shall develop and maintain response plans in support of the COVEOP. In addition, executive branch agencies and institutions of higher education are required (pursuant to Executive Order #41, 2011) to develop and maintain an all hazards continuity plan that identifies the critical and time-sensitive functions, applications, and processes of the agency to be recovered and continued in an emergency or disaster, including alternate operating capabilities. Agency functions critical to the state emergency response and recovery operations shall have restoration priority.

Top priorities for incident management are to:

- Save lives and protect the health and safety of the public, responders, and recovery workers.
- Protect property and mitigate damages and impacts to individuals, communities, and the environment.
- Protect and restore critical infrastructure and key resources. Facilitate recovery of individuals, businesses, communities, governments, and the environment.
- Manage public expectations regarding response and recovery activities.

B. Scope & Applicability

The COVEOP covers the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, other emergencies, and events within or affecting the Commonwealth.

The COVEOP establishes interagency, multi-jurisdictional, and public/private mechanisms for state agency involvement in domestic incident management operations. These mechanisms include coordinating structures and processes for incidents requiring:

- Local-to-local support through Statewide Mutual Aid (SMA).

- State support to cities, counties, and the towns of Chincoteague, Christiansburg, Farmville, South Boston, and Vinton.

- State-to-state support through Emergency Management Assistance Compact (EMAC) agreements or other appropriate instruments.

- Public and private sector incident management integration.

This plan is applicable to all agencies of the Commonwealth of Virginia, and coordinating NGOs and PSPs that may be requested to provide assistance or conduct operations in response to an incident or event. Depending on the severity of the incident or event, the governor may declare an emergency or determine that state emergency management coordination is required in order to protect or save lives, prevent or minimize property or environmental impacts, or otherwise assist affected areas. Moreover, this plan also provides the foundation for the organization and coordination of community recovery and mitigation activities.

C. Situation and Planning Assumptions

The Commonwealth is 42,767 square miles and comprised of 95 counties and 38 independent cities. The Commonwealth's population exceeded 8 million in 2010, with the majority of residents living in the eastern portion of the state. The population continues to increase annually in most areas of the state. According to data collected by the U. S. Census Bureau in the *2008-2012 American Community Survey 5-Year Estimates*, approximately 51% of the Commonwealths' population may have additional needs before, during, and after an incident. Individuals in need of additional assistance during response or recovery from a disaster (hereafter referred to as access and functional needs) may include, but is not limited to, those who have disabilities, live in institutionalized settings, are elderly, children, have limited English proficiency or are non-English speaking, or transportation disadvantaged. An individual with a disability is defined by the *Americans with Disabilities Act* as a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such impairment, or a person who is perceived by others as having such impairment.

This plan was developed with the following assumptions:

1. State agencies assigned responsibilities in the COVEOP have developed and will maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

2. State agencies are prepared to fulfill responsibilities assigned to them in the COVEOP, supporting plans, and joint operational or regional plans.

3. State agencies' capabilities to carry out response and recovery tasks are enhanced through the development, maintenance, and testing of agency continuity plans.

4. Coordinating NGOs and PSPs have internal plans or procedures specific to their assigned roles and responsibilities outlined in the COVEOP.

5. Incidents, including large scale emergencies or events, require full coordination of operations and resources, and may:

    - Occur at any time with little or no warning.

- Require significant information sharing across multiple jurisdictions and between the public and private sectors.
- Involve single or multiple jurisdictions and/or geographic areas.
- Have significant statewide and/or national impact and/or require significant inter-governmental coordination.
- Involve multiple, highly varied hazards or threats on a local, regional, statewide or national scale.
- Result in mass casualties; displaced persons; property loss; environmental damage; and disruption of the economy and normal life support systems, essential public services, and basic infrastructure. These effects may be minimized by the proactive notification and deployment of state resources in anticipation of or in response to major incidents in coordination and collaboration with local, private and federal entities.
- Require resources to assist individuals with access and functional needs.
- Impact critical infrastructures across sectors.
- Exceed the capabilities of state agencies, local governments, NGOs, and PSPs (to include private sector infrastructure owners and operators).
- Attract a sizeable influx of public, private, and voluntary resources, including independent and spontaneous volunteers.
- Require short-notice state asset coordination and response.
- Require prolonged, sustained incident management operations and support activities for long-term community recovery and mitigation.

6. The factors influencing the need for federal involvement in response and recovery may include, but are not limited to:

   - Severity and magnitude of the incident.
   - State or local needs exceeding available resources. Incident type or location. The need to protect the public health, welfare, or the environment.
   - The economic ability of the state and/or the affected localities to recover from the incident.

7. The combined expertise and capabilities of government at all levels, PSPs, and NGOs will be required to prepare for, respond to, mitigate, and recover from incidents of major or catastrophic proportions.

8. Localities have a plan as part of an emergency management program that reflects current doctrine and protocol, and includes provisions for the needs and requirements of the population, such as children, individuals with disabilities or access and functional needs, service animals, and household pets.

9. The negative effects on Virginia's residents and its economy from natural disasters such as hurricanes, floods, winter storms, earthquakes, and wildfires may increase due to increased urban development in vulnerable areas, industrial expansion, traffic congestion and widespread use and transport of hazardous materials. These factors may also increase the risk of human-caused emergencies such as hazardous materials accidents, gas pipeline accidents, power failures, resource shortages and environmental contamination. In addition, the Commonwealth's proximity to Washington, D.C. and federal facilities located throughout Virginia increase the potential for terrorism related incidents.

D. Policies

1. The *Virginia Emergency Services and Disaster Laws* require the state, and each city, county, and certain towns to establish an emergency management organization, and develop and maintain a current EOP structured around the existing constitutional government.

2. Incidents are typically managed at the lowest possible geographic, organizational, and jurisdictional level. As such, direction of emergency operations will be exercised by the level of affected local government closest to the incident. If an incident is determined to have a terrorism nexus, appropriate federal agencies will likely assume direction and control of the investigation, in coordination with state and local authorities.

3. Coordination of emergency response will be accomplished within the Incident Command System, allowing for the incorporation of local, state, and federal agencies, and other responsible parties.

4. In Virginia, all counties and independent cities, and the towns of Chincoteague, Christiansburg, Farmville, South Boston, and Vinton have the primary responsibility for emergency operations and will commit all available resources to save lives, minimize property damage, and protect the environment. Should local emergency response capabilities be exceeded, outside assistance is available through mutual aid agreements, members of the Commonwealth's SMA Program, or from the state through a request for assistance submitted to the Virginia Emergency Operations Center (VEOC).

5. The provision of state assistance and the deployment of resources for emergency response are dependent upon the receipt of prompt and accurate situational information from local officials. Local requests for assistance and/or situation reports will be submitted utilizing WebEOC. If WebEOC is unavailable, information may be transmitted via other means, such as fax, email, telephone, or radio.

6. The Governor may issue an Executive Order declaring that a "state of emergency" exists in all or a portion of the Commonwealth.

7. All Executive Branch agencies (including state institutions of higher education) are resources of the Governor, and therefore may be activated to support the VERT during response or recovery activities.

8. Requests for assistance from entities including, but not necessarily limited to, nursing homes, colleges and universities, and authorities will be submitted to the local Emergency Management Coordinator in the jurisdiction in which the entity resides. Requests for assistance will be submitted to the VEOC by the local Emergency Management Coordinator or their designee when local capabilities are exceeded.

9. Emergency response and recovery activities will be initiated and conducted using the principles contained in NIMS.

10. Assistance from state agencies will be coordinated by the VERT through the VEOC. The VEOC is the primary location from which state coordination is executed.

11. Resources furnished to local governments from state agencies, NGOs, and PSPs will be assigned on a mission-type basis to the appropriate ESF and will be under the operational control of the agency, or organization furnishing the resources. These resources will be furnished as soon as reasonably possible.

12. The Commonwealth may participate in interstate cooperation that includes requesting response and recovery resources from other states and sending resources to other states in accordance with EMAC. The *Code of Virginia* § 44-146.28:1 authorizes reimbursement for services the Commonwealth requests from other states and payment for services sent to other states through EMAC.

13. If the need for resources exceeds the capabilities of localities and the state, the Governor may request federal assistance. The Governor may request the President declare an emergency or major disaster, and may request assistance for individuals, public entities, state agencies, and local governments.

14. During incidents for which the President has declared an emergency or major disaster, federal support is delivered in accordance with relevant provisions of the *Robert T. Stafford Act*, as well as other available disaster assistance programs in coordination with the appropriate agencies of the Commonwealth. This support is requested and coordinated through the VERT.

II. HAZARD IDENTIFICATION AND RISK ASSESSMENT

Preparedness, response, recovery, prevention, and mitigation strategies are largely based on analyses of natural and human-caused hazards with a history of or potential for impacts in Virginia. The *Commonwealth of Virginia Hazard Mitigation Plan* identifies and assesses risk to both natural and human-caused hazards. The hazards are categorized based on their characteristics: natural, technological, hazardous materials, and human-caused. In addition, a threat hazard identification and risk assessment (THIRA) has been completed for the Commonwealth, which addresses capability gaps for specific high consequence hazards. The COVEOP is designed to address all hazards identified in the THIRA.

III. ORGANIZATIONAL STRUCTURE

The *Code of Virginia* § 44-146.18 provides that emergency management organizations and operations will be structured around existing constitutional government. The Governor is the Director of Emergency Management for the Commonwealth. The Governor appoints a Coordinator of Emergency Management (State Coordinator). The State Coordinator appoints the VERT Coordinator, who manages the VERT and coordinates response activities. The State Coordinator also appoints the Director of Recovery and Mitigation, who coordinates state recovery activities for a disaster that is declared by the President as authorized by the *Stafford Act*. For a presidentially declared disaster, the State Coordinator is usually designated the State Coordinating Officer by the Governor.

State agencies, and coordinating NGOs and PSPs assigned lead and support emergency response or recovery responsibilities are collectively known as the VERT. The mission of the VERT is to provide leadership in an effort to protect Virginia from the impact of emergencies and disasters, including the

planning and coordination of state, local, and federal entities to accomplish productive and timely recovery efforts. All VERT agencies, NGOs, and PSPs will coordinate with VDEM to develop and maintain their designated part(s) of the COVEOP.

The organization for state level emergency operations includes:

- The Governor and his immediate staff.
- State resources coordinated by VDEM during routine operations and by VERT agencies during augmentations. Prior to a declaration, the Governor (with or without the recommendation of the State Coordinator), may issue a deployment authorization of Virginia National Guard and/or Virginia Defense Force personnel. The State Coordinator will be notified of authorization approvals, including any limitations other than those specified in code, either directly from the Governor or through the Secretary of Public Safety and Homeland Security.
- State agencies assigned emergency responsibilities in the COVEOP. This plan identifies ESFs and designates responsibilities to lead and support agencies for each function.
- Coordinating NGOs designated in the COVEOP and/or affiliated with ESFs. Some NGOs enter into agreements with the Commonwealth of Virginia to perform specific disaster functions.
- PSPs designated in the COVEOP and/or working with the lead state agency for each ESF. Additional PSPs may be incorporated into the VERT as deemed necessary by the VERT Coordinator.
- Recovery activities coordinated by VDEM for the short and interim phases and by the Economic Crisis Strike Force (ECSF) for interim and long-term phases. The ECSF is established in *Code of Virginia* 2.2-205.1 to respond as needed to economic disasters in Virginia communities by assisting localities in developing short and long-term strategies to address the crisis and provide a single point of contact for citizens in affected communities. This Strike Force is led by the Secretary of Commerce and Trade, in coordination with other Secretariats as appropriate.
- Regional coordination: When appropriate, emergency coordination teams are organized within VDEM's seven emergency management regions. State agencies' regional staff and VDEM Local Support Services collaborate in the development of regional coordination plans.
- Local governments: Each city and county, as well as certain towns, are required to have an emergency management organization as defined in the *Code of Virginia* § 44-146.19. Locally available manpower, materials, equipment, and facilities should be identified in each local EOP. Localities not affected may be asked to provide assistance through the SMA Program.
- Federal Emergency Management Agency (FEMA) and VDEM coordinate the delivery of disaster assistance from a Joint Field Office (JFO). The state organization for recovery and mitigation parallels the federal organization at the JFO to ensure the effective interface and coordination from both a functional and programmatic perspective. The recovery framework is structured to be flexible and scalable to quickly adapt to any disaster situation.
- Other Federal agencies when requested and within their statutory authority.

Additional VERT Organizational Elements

The Virginia Evacuation Coordination Team for Operational Response (VECTOR) is tasked to provide recommendations to the VERT Coordinator on issues and problems associated with evacuation, sheltering, and re-entry. VECTOR utilizes a team approach to provide efficient and effective information to aid in the decision making process.

VECTOR operates under the direction of the VERT Coordinator and may be convened when conditions require a concerted effort to resolve or coordinate evacuation, sheltering, and reentry. These conditions may include, but are not limited to: recommendations on when, and to what extent, to conduct evacuation and sheltering activities, reviewing options for evacuation traffic flow, emergency fuel support, movement of shelter residents (when required), and if requested, assisting localities with re-entry.

IV. CONCEPT OF OPERATIONS

This section describes the Commonwealth of Virginia emergency management coordinating structures, processes, and protocols employed for incident management. These coordinating structures and processes are designed to enable execution of the responsibilities of the Governor through the appropriate state agencies. It integrates federal, state, local, NGOs and PSPs efforts into a comprehensive statewide approach to incident management.

The COVEOP and local emergency operations plans are founded upon the concept that emergency operations begin at the jurisdiction level closest to the event, and are managed by local police, fire, emergency medical and health, emergency management, and other response personnel. In the vast majority of disasters, local resources will operate under the umbrella of a mutual aid agreement or compact to provide the first line of emergency response and incident management support. In some instances, a state or federal agency with principal activities or facilities in a local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities. State assistance will be provided upon request when needs exceed local capabilities.

Situations in which several localities are threatened or affected concurrently may involve the Commonwealth from the onset. If the Commonwealths' capabilities are exceeded, the Governor may request federal assistance. At each level, the government should officially declare a 'state of emergency' to exist in order to request assistance. A local emergency declaration indicates that local resources capable of handling the situation are fully committed before state assistance is requested. Likewise, state resources should be fully committed before federal assistance is requested. Exceptions are made to these procedures when localities request state assistance with search and rescue or hazardous materials response.

VDEM manages the VEOC from which the Governor, or designee, can direct and control emergency operations statewide. The State Coordinator is the Governor's designee to coordinate the state's response to all emergencies and disasters. Agencies, NGOs, and PSPs assigned VERT lead or supporting responsibilities designate staff to respond to the VEOC.

The VEOC has four operational levels:

- Routine Operations: Emergency Operations plans and procedures are developed and maintained. Training and exercises are conducted periodically as required to maintain readiness.

- Increased Readiness: When a disaster threatens, all agencies, and coordinating NGOs, and PSPs assigned responsibilities in the COVEOP will take action as called for in their respective parts of the plan.

- Response Operations: Full-scale operations and a total commitment of manpower and resources are required to mobilize and respond in time of emergency.

- Recovery Operations: Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. Severely damaged structures are rebuilt, or demolished and replaced. Damaged transportation, water, and communication infrastructure are replaced. Normal conditions and the economy are restored. The duration of this period may extend for two or more years, depending upon the severity of the disaster.

VEOC operational levels are used for all emergencies and are not related to the emergency classification levels for fixed nuclear facilities referenced in the *Radiological Emergency Response Annex* of the COVEOP, or the Readiness Condition Action Guidelines referenced in the *Hurricane and Tropical Storm Response Annex* of the COVEOP.

In time of emergency, the VERT:

- Provides centralized state government emergency operations (at the VEOC) in order to coordinate the delivery of resources to local governments.

- Provides advice and counsel to the Governor or the Governor's designee to formulate policy.

- Establishes priorities.

- Collects, analyzes, and disseminates situational awareness information.

- Provides sufficient staff to maintain communications with the federal, state, local, and private sector partners related to conditions or developing situations related to the emergency.

Incident Management Actions

Incident management begins with identification of a risk, threat, or actual event, and concludes when those affected have been restored to pre-incident conditions, when feasible. Actions may include, but are not limited to, notification and warning, activation of the VERT, response actions, assessment of impact, request for federal assistance, and recovery and mitigation activities.

A. Notification

State agencies, local governments, NGOs, and PSPs report threats, incidents, and potential incidents using established communications and reporting channels.

The VEOC and the Virginia Fusion Center receive threat and operational information regarding incidents or potential incidents, and then makes an initial determination to implement Federal information sharing and incident management protocols.

B. Alert & Warning

Public notifications shall be disseminated through multiple means that may include:

- Public Announcements
- Social Media
- Watches and Warnings
- Emergency Alert System (EAS)
- Other Emergency Bulletins

C. Activation of the VERT

The VEOC receives notification of conditions, events, and/or occurrences that may affect the Commonwealth, reports of incidents or hazardous conditions existing within the Commonwealth, and requests for assistance from local governments.

In support of the VERT's mission, VDEM maintains an Incident Management Cadre (IMC) to assist the VERT Coordinator in determining the requirement to augment the VERT. The IMC consists of the VERT Coordinator, the Staff Duty Officer, Operations Chief, Plans Section Chief, Logistics Chief, Finance and Administration Chief, Recovery Chief, External Affairs Chief, Search and Rescue Duty Officer, and Communications Maintenance Officer. Subject matter experts may be requested to participate as needed. The VERT Coordinator will, based on information provided from the IMC, brief the State Coordinator and/or his or her designee(s) of the recommended operational course of action.

The VERT Coordinator, in consultation with the State Coordinator, Deputy State Coordinator, and/or his or her designee, will initiate notification of the appropriate VERT Staff and necessary state agency, NGO, and PSP points of contact of an augmentation and request representatives to support the VERT.

Based on an analysis of the information received, the State Coordinator may recommend to the Governor that he/she declare a state of emergency, so that all necessary state resources can be immediately prepared or deployed to affected areas.

D. Response Actions

At the request of local governments, the VERT directs state response activities that address the short-term direct effects of an incident. These activities include immediate actions to preserve life, property, and the environment, meet basic human needs, and maintain the social, economic, and political structure of the affected community.

As part of an effective response, the VERT must continuously refine its ability to assess the situation as an incident unfolds and rapidly provide accurate and accessible information to decision makers. This is accomplished by maintaining situational awareness and a common operating picture through receipt of prompt and accurate information from affected localities using established reporting mechanisms.

Response actions may include the following resources and/or elements:

- Law enforcement
- Fire and emergency medical services
- Evacuation and transportation management
- Emergency public information or other actions taken to minimize additional damage
- Urban search and rescue services
- Deployment of advance teams to assess the severity of impact and expedite the delivery of state resources
- Establishment of mass care facilities, including shelters and feeding operations
- Establishment of a Family Assistance Center
- Provision of public health and medical services, food, water, and other emergency essentials
- Debris clearance and/or the emergency restoration of critical infrastructure
- Control, containment, and removal of environmental contamination

E. Assess Damage and Analyze Impact

An assessment of the damages and impacts of an incident begins at the local level. Local officials and state agency representatives are required to submit situation reports to the VEOC throughout the course of the incident, and to send an Initial Damage Assessment (IDA) to the VEOC within seventy-two (72) hours after the impact of the event. The time frame may be adjusted by the VERT depending on the type of incident and/or circumstances. It is critical that the information provided in the IDA accurately reflect the damages and impacts sustained by the community, as the decision to request a Preliminary Damage Assessment and seek a Presidential disaster declaration is made based on this information.

As the situation changes and new information becomes available, local officials and state agency representatives will update the VERT as soon as reasonably possible. IDAs should be submitted to the VEOC through WebEOC or on the standard forms provided by VDEM. VERT staff summarizes damage assessments from all sources and evaluates the impact of the incident on localities and the state. These assessments are used by the VERT to determine if state resources are sufficient to manage the incident.

Depending on the findings from the Initial Damage Assessment submitted by localities and state agencies, the State Coordinator may request FEMA conduct a joint Preliminary Damage Assessment (PDA) in coordination with affected localities or state agencies, to verify the damages and estimate the amount of supplemental assistance needed. ESF #14 will work with FEMA and other ESFs as appropriate, to coordinate joint PDAs. Joint PDAs focus on the more significantly affected areas identified on the Initial Damage Assessments submitted that may be eligible for federal assistance under the Robert T. *Stafford Act*, as amended (e.g., Individual Assistance, Public Assistance and Hazard Mitigation), or the Small Business Administration (SBA) Disaster Loan Program. State and federal personnel knowledgeable in these programs will accompany local or state officials to the damaged sites.

F. Request for Federal Assistance Under the Stafford Act

The State Coordinator will report the findings of the PDAs to the Governor and make a recommendation regarding a request federal assistance. Based on findings, the Governor will then send a letter to the President requesting a declaration of emergency or major disaster for specific localities in the Commonwealth for Individual Assistance, Public Assistance, Hazard Mitigation Assistance, or all three.

When a large-scale disaster is imminent, it might be obvious that the scope of the event justifies federal assistance. For an expedited declaration, the Governor relies on forecasted or visual impact rather than damages verified through the PDA process.

When a Governor's request for a federal declaration is approved, the declaration will specify the federal assistance programs that will be made available to the state, as well as the jurisdictions included in the action. A Public Assistance Disaster Declaration provides the basis for financial and other forms of aid to state and local governments, and non-profit organizations for debris removal, implementation of protective measures, and damages sustained to critical infrastructure. An Individual Assistance Disaster Declaration provides the basis for financial and other forms of aid to private citizens and, to a more limited extent, to businesses. When a disaster event does not meet the criteria for a *Stafford Act* Individual Assistance Disaster Declaration, it may meet the criteria for a Small Business Disaster Declaration. If requested and approved, hazard mitigation assistance may be available through the Hazard Mitigation Grant Program. This program is based on 15% of the total federal assistance received through the Individual Assistance and/or Public Assistance programs. The Governor can request a SBA declaration if the findings of the SBA damage assessment process fulfills the criteria for a declaration. Other federal disaster assistance declarations can be requested independently including the U.S. Department of Agriculture and DHS/FEMA Fire Management Assistance.

G. Recovery Actions

Recovery involves actions needed to assist individuals and communities in returning to pre-incident conditions when feasible, as well as mitigating the potential impacts of future events. The Commonwealth joins with federal agencies to establish a JFO that serves as the central coordination point among federal, state, local and voluntary organizations for delivering recovery assistance programs. ESF #14 and the ECSF will be the organizational framework used to plan, implement, and coordinate the incident specific short, interim, and long-term components of recovery. The ECSF will focus primarily on the long-term phase and be organized in the context of the Recovery Support Functions described in NDRF.

Recovery actions typically include direct financial assistance to eligible individuals who have lost residential dwellings or personal property, the coordination and execution of service and site restoration plans, and the reconstitution of state and local government operations and services through private sector, non-governmental, and public assistance programs. The Hazard Mitigation Grant Program is a component of the Public Assistance Program, and is also implemented statewide, based on a strategy designed to mitigate future damage throughout the Commonwealth.

Short-Term Recovery

The short-term component of the recovery process supports a variety of activities, including reviewing and assessing IDA's, recommending, arranging, and supporting PDAs, developing the request for a federal declaration, and if the declaration request is approved, establishing a JFO with FEMA. The JFO focuses primarily on the delivery of disaster assistance programs authorized by The *Stafford Act*, the management of the cost reimbursement process, and the coordination of available resources and support from local, state, federal, and non-governmental organizations, as well as the private sector.

Long-Term Recovery

The long-term recovery component of ESF #14 will assess the severity of impacts on the community, and begin defining the anticipated long-term recovery needs and resource requirements. The assessment associated with the long-term phase is broader in scope and focuses on the social and economic impact to the community and associated infrastructure.

Factors that are considered in this process include:

- Impacts on the housing sector and the projected number of displaced persons on a long-term basis.
- The severity and scope of the infrastructure damage precipitating major service and economic disruptions, and impacting negatively on overall response and recovery operations.
- Impacts on key sectors of the communities' economic base.

Based on the initial assessment of long-term recovery needs and resource requirements, and following consultation with the appropriate state officials and support agencies, the ESF #14 long-term recovery team will make a recommendation with regard to activating the ECSF. The ECSF will begin developing the necessary plans, priorities, initiatives and assistance to address the long-term recovery issues identified. The long-term recovery liaison team will continue to interface and coordinate with the short-term recovery component until the housing and associated issues of the shelter population have been addressed. The ECSF will support and be represented in the JFO as required and continue to support long-term recovery processes until objectives have been fulfilled.

State Public Assistance Program – Emergency Relief to Localities

For incidents that do not meet the level of impact to result in a federal declaration, state recovery programs may be implemented with or without a field office near the disaster site. The *Code of Virginia* § 44-146.28 established a state public assistance program entitled Emergency Relief to Localities to assist local governments in the recovery of eligible costs associated with localized major emergencies or disasters that lack sufficient damages to warrant a Presidential Declaration. The program, which is administered by VDEM, is structured like the federal Public Assistance Program in terms of categories of work and having a threshold requirement. The program is considered one of last resort for those local jurisdictions that cannot meet the full cost. Any assistance provided under the program is at the discretion of the Governor.

Virginia Disaster Relief Fund (VDRF)

The VDRF is a financial resource of last resort to help Virginians with housing recovery through the assistance of members of the Virginia Voluntary Organizations Active in Disaster, and other non-profit and faith-based organizations. VDRF grants are awarded to 501(c)3 organizations and not given directly to individual households. VDEM accepts all grant applications and they are reviewed by an advisory committee who makes recommendations to the State Coordinator. The State Coordinator makes the final approval for fund disbursement.

H. Mitigation Actions

VDEM maintains the *Commonwealth of Virginia Hazard Mitigation Plan* separate from the COVEOP due to the federally mandated content and a separate review schedule. The goal of this plan is to reduce the impacts of hazards on human, economic, critical infrastructure, and natural resources throughout the state by incorporating mitigation concepts and objectives into existing and future policies, plans, regulations, and laws in the Commonwealth, improving the quality of the data and analysis used in the hazard identification and risk assessment process, identifying and implementing projects that will eliminate long-term risk, directly reduce impacts from hazards, and maintain continuity of operations, and promoting awareness of hazards and potential mitigation strategies in order to increase resiliency.

Hazard mitigation involves reducing or eliminating long-term risk to people and property from hazards and their impacts. The JFO is the central coordination point among federal, state, local agencies, and NGOs for beginning the process that leads to the delivery of post disaster hazard mitigation assistance.

Mitigation measures may be implemented prior to, during, or after an incident, and in accordance with stated objectives and strategies in the *Commonwealth of Virginia Hazard Mitigation Plan.*

The joint federal-state mitigation unit in the JFO coordinates the delivery of mitigation programs within the affected area, including:

- Grant programs for loss reduction measures (if available).
- Delivery of loss reduction building-science expertise.
- Coordination of federal flood insurance operations and integration of mitigation with other program efforts.
- Conducting hazard recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs.
- Predictive modeling to protect critical assets.
- Early documentation of losses avoided due to previous hazard mitigation measures.
- Community education and outreach necessary to foster loss reduction.
- Education materials to affected property owners.

V. ROLES AND RESPONSIBILITIES

A. State Government

Governor of Virginia

As the chief executive officer of the Commonwealth of Virginia, the Governor is responsible for the public safety and welfare of the people of the Commonwealth of Virginia. The powers and duties of the Governor in emergency management are summarized below. Complete language can be found in *Code of Virginia* §44-146.17.

The Governor:

- Is responsible for implementing the COVEOP and coordinating state resources to address the full spectrum of actions to respond to and recover from incidents in an all-hazards context to include terrorism, natural disasters, accidents, and other contingencies.

- If appropriate, makes a verbal declaration of a "state of emergency", to include an authorization to grant or seek temporary overweight, over width, registration, license, or hours worked exemptions to carriers transporting emergency relief supplies or providing utility restoration services. These verbal orders will be followed by a written authorization and an executive order.

- If appropriate, amends and rescinds orders and regulations and/or directs and compels evacuation of all or part of the populace from any threatened or affected area.

- Ensures the provision of essential services, including emergency and disaster response and recovery activities by executive branch agencies and institutions of higher education.

- Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within any jurisdiction of the Commonwealth.

- Encourages participation in mutual aid and implements authorities for the state to enter into mutual aid agreements with other states to facilitate resource sharing.

- May request federal assistance when it becomes clear that the capabilities of the Commonwealth will be insufficient or have been exceeded or exhausted.

- May expend "sum sufficient" monies.

- May, without an Emergency Declaration, authorize the deployment of up to 300 members of the Virginia National Guard or Virginia Defense Force and materials (pursuant to *Code of Virginia* § 44-75.1 and § 44-146.28) to assist in times of emergency. Deployments under this code section are limited to a maximum of 300 personnel not to exceed five days, unless a state of emergency is declared.

- May provide financial assistance to localities.

- Serves as the Commander-in-Chief of the Commonwealth military forces pursuant to the *Code of Virginia* § 44-8.

State Coordinator and VDEM

The State Coordinator of the Virginia Department of Emergency Management serves as the State Emergency Planning Director and has the following powers and duties as summarized below. Complete language can be found in *Code of Virginia* § 44-146.18 and 44-146.18:2.

The State Coordinator and VDEM:

- Implements portions of the COVEOP to provide timely assistance to localities for non-declared incidents or events.

- Coordinates and provides guidance and assistance to affected political subdivisions to ensure orderly and timely response to and recovery from disaster effects.
- Coordinates disaster response actions of federal, state, and volunteer relief agencies.
- Establishes and maintains liaison with affected political subdivisions.
- In an emergency which does not warrant a gubernatorial declaration of a state of emergency, may after consultation with and approval of the Secretary of Public Safety and Homeland Security, enter into contracts and incur obligations necessary to prevent or alleviate damage, loss, hardship, or suffering caused by such emergency and to protect the health and safety of persons or property.
- Determines requirements for disaster relief and recovery assistance.
- Is responsible for ensuring that state response and recovery actions consider the resources needed for individuals with disabilities and/or access and functional needs.

Virginia Emergency Response Team (VERT)

The VERT consists of representatives from state agencies, NGOs, and PSPs who may be supported by federal partners. During a disaster, VERT personnel ensure that needed resources are provided to disaster stricken areas.

All VERT agencies and organizations have the responsibility to:

- Maintain situational awareness through the collection, analysis, and dissemination of information and intelligence data.
- Receive, track, and coordinate requests for resources.
- Ensure all incident-applicable ESFs are staffed.
- Implement plans to coordinate emergency management efforts among local, state, and federal entities; as well as NGOs and PSPs.
- Facilitate resolution of legal, policy, political, social, and economic concerns of the affected jurisdiction(s) as they affect response and recovery operations.
- Facilitate formulation of Protective Action Decisions, as needed.
- Facilitate demobilization plans and procedures.
- Participate in the after action report process.

State Agencies and Institutions of Higher Education

It is the responsibility of state government to provide for the well-being of the citizens of the Commonwealth and ensure the continuity of state government operations, including the delivery of essential state government services during a disaster as tasked in this plan. Therefore, state agencies and institutions of higher education must continue to be prepared for all disasters

All state agencies and institutions of higher education have the responsibility to:

- Have plans or procedures to implement their specific responsibilities outlined in the COVEOP.
- Have documented emergency action and continuity plans for their response to and recovery from a natural or human-caused disaster.
- Direct agency area supervisors (from applicable division, district, or local offices) to participate in the local emergency planning process and become a part of the local emergency response organization, as appropriate.
- During small localized events, when possible, provide assistance directly to political subdivisions.

B. Local Government

The *Code of Virginia* § 44-146.19 designates powers and duties for emergency management to political subdivisions (summarized below). Each jurisdiction:

- Shall have a director of emergency management May request assistance from the state when local resources and capabilities are overwhelmed.
- The local Emergency Management Director in the political subdivision within the disaster area may, under the supervision and control of the Governor or his designated representative:
  - Control, restrict, allocate or regulate the use, sale, production, and distribution of food, fuel, clothing, and other commodities, materials, goods, services and resource systems which fall within the boundaries of that jurisdiction and which do not impact systems affecting adjoining or other political subdivisions.
  - Enter into contracts and incur obligations necessary to combat threatened or actual disaster, protect the health and safety of person and property, and provide emergency assistance to the victims of such disaster.
  - Proceed without regard to time-consuming procedures and formalities prescribed by law (except mandatory constitutional requirements) pertaining to the performance of public work, entering into contracts, incurring of obligations, employment of temporary works, rental of equipment, purchase of supplies and materials, levying of taxes, and appropriation and expenditure of public funds.

In addition, the local jurisdiction:

- Shall identify a primary party responsible for managing emergencies within their jurisdiction.
- Is responsible for coordinating local resources to address the full spectrum of actions to respond to, and recover from incidents involving all hazards including terrorism, natural disasters, accidents, and other contingencies.
- Is responsible for ensuring that local actions include and accommodate individuals with disabilities and/or access and functional needs.
- May develop, or cause to be developed, mutual aid agreements for reciprocal assistance in the case of a disaster too great to be dealt with unassisted. Such arrangements shall be consistent with state

plans and programs and it shall be the duty of each local organization for emergency management to render assistance in accordance with the provisions of such mutual aid agreements.

- Will receive and fulfill requests for assistance from entities including, but not necessarily limited to, nursing homes, colleges, universities, and authorities within their jurisdiction until local capabilities have been exceeded or exhausted.

- Will coordinate with state and federal officials after a disaster to implement recovery and mitigation strategies and programs.

- May form strong partnerships with citizen groups and organizations who provide support for incident management response, recovery, and mitigation. Local citizen groups, such as Community Emergency Response Teams and Medical Reserve Corps may coordinate with local and state agencies to provide resources to augment response and recovery activities.

C. Non-governmental Organizations (NGOs)

NGOs (including voluntary organizations) may:

- If appropriate, provide specific disaster relief services during response and recovery in cooperation with state or local officials. This includes collaborating with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims.

D. Private Sector Partners (PSPs)

Private sector organizations are critical to the capabilities of the VERT. They may:

- If appropriate, provide specific disaster relief services during response and recovery in cooperation with state or local officials.

- Support the VERT by participating in the planning process, sharing information, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

The table below summarizes the roles of private sector organizations.

Organization	Role
Affected Organization or Infrastructure	Private-sector organizations may be affected by direct or indirect consequences of the incident. These include privately owned critical infrastructure, key resources, and other private sector entities that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals. Critical infrastructure and key resources are grouped into 18 sectors that together provide essential functions and services supporting various aspects of the Virginia government, economy, and society. *Homeland Security Presidential Directive 7* establishes a national policy for Federal departments and agencies to identify and prioritize critical infrastructure and to protect them from terrorist attacks. The directive defines relevant terms and delivers 31 policy statements. These policy statements define what the directive covers and the roles various federal, state, and local agencies will play in carrying it out.
Response Resource	Private-sector entities provide response resources (donated or compensated) during an incident, including specialized teams, essential services, equipment, and advanced technologies through local public-private emergency plans or mutual aid and assistance agreements, or in response to requests from government and non-governmental volunteer initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents from occurring and responding to an incident once it occurs. For example, Federal regulations require owners/operators of nuclear power plants to maintain emergency plans and facilities, and to perform assessments, prompt notifications, and training for response to an incident.
State/Local Emergency Organization Member	Private-sector organizations may serve as an active partner in local and state emergency preparedness and response organizations, planning, and activities.
Components of the State Economy	As the key element of the state economy, private-sector resilience and continuity of operations planning, as well as recovery and restoration from an actual incident, represent essential emergency management activities.

VI. PLAN MANAGEMENT AND MAINTENANCE

A. Coordination

The Commonwealth of Virginia uses the “preparedness organization” concept described in the NIMS for preparedness and maintenance of the COVEOP. The organization includes all agencies, NGOs and PSPs with a role in state level incident management and provides a forum for coordination of planning, training, equipping, and other preparedness requirements.

The following entities are critical to the Commonwealth’s preparedness efforts to include the development and maintenance of this plan:

- The Secretary of Public Safety and Homeland Security (SPSHS)

  Per *Code of Virginia* § 2.2-221, the Secretary to which VDEM reports. SPSHS works with federal, state, and local officials, as well as the private sector, to develop a seamless, coordinated security and preparedness strategy for implementation of this plan and appropriate state-level response efforts.

- Secure Commonwealth Panel

  Appointed by the governor and assigned the responsibility to "monitor and assess the implementation of statewide prevention, preparedness, response and recovery initiatives...."

- Virginia Department of Emergency Management (VDEM)

  Code of Virginia § 44-146.18 assigns the Department of Emergency Management the responsibility to:

  - Prepare and maintain the State Emergency Operations Plan for disaster response and recovery operations that assigns primary and support responsibilities for basic emergency services functions to state agencies, organizations, and personnel as appropriate.
  - Coordinate and administer the disaster mitigation, preparedness, response, and recovery plans and programs with the proponent federal, state, and local government agencies and related groups.

B. COVEOP Maintenance

VDEM is responsible for maintaining the COVEOP. The COVEOP is continually reviewed and periodically updated as required to incorporate federal policy changes, gubernatorial directives, legislative changes, and operational changes based on lessons learned from exercises and actual events. The COVEOP will be reviewed and adopted in its entirety by the Governor at least every four years. This section outlines protocols for interim changes and full updates of the COVEOP. A COVEOP Management Standard Operating Procedure has been adopted to further define these protocols. Changes include additions of new or supplementary material and deletions. No proposed change should contradict or override authorities or other plans.

Any agency or coordinating NGO or PSP may propose and develop a change to the COVEOP. VDEM is responsible for coordinating review of the proposed change among the lead and support agencies, NGOs, and PSPs of each affected ESF and any associated agency program areas as required. If VDEM identifies planning needs that require immediate resolution, or at the request of a state agency, VDEM may convene a COVEOP Plan Committee and revise areas of the plan identified by the committee. Interim changes to the COVEOP that are administrative in nature may be approved by the State Coordinator, however major revisions or full updates will be sent to the Secretary of Public Safety and Homeland Security for review and concurrence prior to submitting the plan to the Governor for approval. After receiving approval by the Governor, full updates will be promulgated by Executive Order.

The VDEM procedure for changes includes:

- Obtaining the official approval for the change from the appropriate officials of the affected agencies, NGOs, and PSPs.

- A process to notify and receive approval from the Governor or his/her designee for all requested changes.
- Ensure appropriate notification is made about the changes and maintain a record of changes.

C. Standards for other Commonwealth Emergency Plans

The COVEOP, including all annexes, is the core plan for emergency operations, and provides the structures and processes for coordinating incident management activities for human-caused disasters, natural disasters, and other emergencies or events. Following the guidance provided by the NRF, NIMS, and other related documents, the COVEOP incorporates and/or provides an umbrella configuration for state emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the COVEOP, as supplements, or as supporting operational plans.

Accordingly, state agencies must incorporate key COVEOP concepts and operational elements when developing or updating agency specific incident management and response plans. All additional response and recovery plans or procedures developed by agencies should be compatible with the COVEOP. Agencies are responsible for providing VDEM with current agency plans or procedures that support their role in the COVEOP.

D. Plan Testing, Training, and Exercises

Responsible state agencies, and coordinating NGOs and PSPs, will conduct training to ensure the COVEOP can be effectively implemented in a timely manner.

VDEM, in coordination with the VERT, will conduct an annual exercise or a series of exercises of the COVEOP. As required by the *Code of Virginia* §44-146.17:2, one exercise must address, among other issues, a prolonged and widespread loss of electric power. Exercises may include multiple agencies, jurisdictions, NGOs, and PSPs. In addition, the VERT will participate with FEMA and Virginia Dominion Virginia Power in an annual exercise of the Radiological Response Annex. Any deficiencies, findings, areas recommended for corrective action, or improvement arising from these exercises, or any other exercises coordinated from the VEOC, will be considered and corrected by appropriate training, plan update, and/or demonstration in any subsequent exercise or postulated event. VDEM has developed and instituted an after action review (AAR) process in which all VERT agencies participate. Local government, NGO, and PSP representatives are encouraged to participate in the AAR process.

E. Plan Implementation

This plan is effective for execution upon and pursuant to the Executive Order promulgating the same. The State Coordinator will ensure that this document is subject to a minimum of an annual maintenance, review, and update based on selective evaluations, AARs, and new guidance.

VII. AUTHORITIES AND REFERENCES

Note that authorities and references for the entire plan are located in Appendix C

Authorities

- *Virginia Emergency Services and Disaster Laws*

References

- The *Stafford Act*
- National Incident Management System
- *National Response Framework*
- *National Disaster Recovery Framework*
- EMAP Standards (2013): 3.1.2
  4.6.1
  4.6.2
  4.6.3
  4.10.1
  4.10.5
  4.14.3

Appendix A – Key Terms & Definitions

For the purposes of the COVEOP, the following terms and definitions apply:

Affected Area
Any part or the whole of the Commonwealth, which has been identified as where persons reside, or may be located, who are known to have been exposed to or infected with or who are reasonably suspected to have been exposed to or infected with a Communicable Disease of Public Health Threat.

Agency
A division of government with a specific function offering a particular kind of assistance. In the Incident Command System (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative
A person assigned by a primary, supporting or cooperating state agency or nongovernmental organization or private entity who has been delegated authority, in consultation with the leadership of that agency, to make decisions affecting that agency's or organization's participation in incident management activities.

Adjunct Emergency Workforce (AEW)
A program for eligible state employees to support the Commonwealth during an emergency.

Assembly Area
Local site identified by local authority to bring together transit dependent populations and mass transit resources with the expressed purpose to move people out of a risk locality. The assembly area will be staffed by local resources and serviced by mass transit resources as coordinated by the locality and through assistance of the VERT, when requested.

Average Error
Geographic reference to where a storm could track during the 72 hour forecast period. National Hurricane Center assigns an approximate 60% confidence that the storm will track within the swath.

Catastrophe (Catastrophic Incident)
Any natural or human caused incident, including acts of terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy and/or government functions.

Code of Virginia (Code)
The compilation of the laws of the Commonwealth of Virginia. Entries in the COVEOP that are authorized or specified in law usually include a Code citation.

Commonwealth
Of or pertaining to the Commonwealth of Virginia.

Command Staff
In an incident management organization, the Command Staff consists of the Incident Commander and the special staff positions of the Public Information Officer, Safety Officer, and other positions as required that report directly to the Incident Commander.

Common Operating Picture (COP)
A broad view of the overall situation as reflected by situation reports, aerial photography and other information or intelligence.

Communicable Disease of Public Health Threat – An illness of public health significance, as determined by the State Health Commissioner in accordance with regulations of the Board of Health, caused by a specific or suspected infectious agent that may be reasonably expected or is known to be readily transmitted directly or indirectly from one individual to another and has been found to create a risk of death or significant injury or impairment as described in the Code of Virginia Section 32.1-48.06,

Communications Services
Includes telecommunications services, automated data processing services, and management information systems that serve the needs of state agencies, localities, and institutions.

Community Development Block Grant (CDBG) – A federal grant program that often supplements its annual block grants with post-disaster funds to assist in rebuilding communities. The Department of Housing and Community Development (DHCD) manages the post-disaster CDBG grants in Virginia.

Community Recovery
The process of assessing the effects of a disaster or catastrophic event, defining resources, and developing and implementing a course of action to restore and revitalize the socioeconomic and physical structure of the community.

Consequence Management
A predominantly emergency management function that includes measures to protect public health and safety, restore essential government services and provide emergency relief to individuals, businesses and governments affected by the consequences of terrorism. (See also Crisis Management)

Continuity of Government (COG)
A process of identifying the essential functions of government, including the critical functions of government offices and agencies, and developing and implementing plans to ensure the continuation of those functions in the face of disruptions from any cause.

Continuity of Operations
A process of identifying the essential functions - including staff, systems and procedures - that ensures the continuation of an agency's ability to operate.

Continuity of Operations (COOP) Plan
In the context of Virginia state government, the Governor has required all executive branch agencies to complete and exercise a plan that identifies essential functions and provides the resources to ensure the agency's ability to continue those operations. Essential functions for Virginia Emergency Response Team (VERT) agencies include their ability to perform their VERT roles.

Coordination Action Plan (CAP)
Written plan using National Incident Management System (NIMS) Incident Command System (ICS) forms containing priorities and general objectives reflecting the overall strategy for managing an event.

COVEOP
Commonwealth of Virginia Emergency Operations Plan – The *Code* authorizes the Governor to adopt and implement the *COVEOP* which provides state-level emergency response to any type of disaster affecting Virginia and provides the framework for more detailed plans and procedures.

Crisis Management
Measures to identify, acquire and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. (See also Consequence Management)

Critical Infrastructure
Systems and assets, whether physical or virtual, so vital to the community, the Commonwealth, or the nation that the incapacity or destruction of such systems and assets would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters.

Cultural Resources
Cultural resources include historic and prehistoric structures, archeological sites, cultural landscapes and museum collections. Federal and state laws govern actions that would impact these resources.

Cyclone
An atmospheric closed circulation rotating counter-clockwise in the Northern Hemisphere and clockwise in the Southern Hemisphere.

Defense Support of Civil Authorities (DSCA)
Refers to support by the U.S. Department of Defense (DOD) military forces, and its agencies

and contractors, for domestic emergencies and for designated law enforcement and other activities.

Department of Homeland Security, U.S. (DHS) – The federal agency responsible for implementing the *National Response Framework (NRF*). The Federal Emergency Management Agency (FEMA) is a part of the USDHS.

Designated Employees
As defined in DHRM Policy 1.35, Emergency Closings, designated employees are exempt and non-exempt employees who are required to work during an authorized closing because their positions have been designated by their agencies as essential to agency operations during emergencies. Designated employees may be required to work during times they are not regularly scheduled to work. Agencies may designate different employees as essential for different situations.

Displaced Persons
These are individuals for whom transportation to their homes is either unavailable or not feasible due to the nature of the event and who need to be moved to shelters.

Economic Crisis Task Force (ECTF)
Following a disaster that severely impacts the social and/or economic functioning of a community or region of Virginia, the Governor may direct the Secretary of Commerce and Trade to activate a disaster-specific task force to coordinate the resources to plan and implement a strategy for long-term community recovery. *2006 Code § 2.2-205.1.E.*

Emergency
As defined by the *Code*, "any occurrence, or threat thereof, whether natural or man-made, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property or natural resources".

Emergency Alert System (EAS)
A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission to operate in a controlled manner, according to the State EAS Plan to inform the public of needed protective actions in the event of an emergency or disaster situation.

Emergency Coordination Officer (ECO)
An individual appointed by the head of each VERT agency to coordinate with the Department of Emergency Management, prepare and maintain parts of the *COVEOP* for which the agency is responsible, prepare and maintain internal plans and procedures and ensure the agency is capable of providing the assigned VERT functions.

Emergency Management
The coordination of efforts to prepare for and carry out the functions to prevent, minimize, respond to and recover from incidents caused by natural hazards, man-made hazards and acts of terrorism.

Emergency Management Accreditation Program (EMAP) – A voluntary assessment and accreditation process for state and local government emergency management programs. Accreditation is based on compliance with collaboratively developed national standards.

Emergency Management Assistance Compact (EMAC) – An agreement and organization ratified by Congress and the Virginia General Assembly that provides form and structure to interstate mutual aid. Through EMAC, a disaster impacted state can request and receive assistance from other member states quickly and efficiently.

Emergency Operations Center (EOC)
The physical location at which the coordination of information and resources to support incident management activities takes place. The Virginia Emergency Operations Center (VEOC) in Richmond is the coordination center for the Governor and the VERT.

Emergency Operations Plan (EOP)
The plans for managing all-hazards incidents. The *Code* requires the Commonwealth and its jurisdictions to prepare and maintain emergency operations plans.

Emergency Public Information (EPI)
Information that is disseminated to the public primarily in anticipation of an emergency or during an emergency. It provides situational information and also frequently provides directive actions to be taken by the general public.

Emergency Responder
Includes local, state and federal emergency services, public safety, law enforcement, emergency medical services (pre-hospital and hospital), search and rescue, fire services, and related personnel, agencies and authorities.

Emergency Services
The preparation for and carrying out of the functions to prevent, minimize and repair injury and damage resulting from natural or man-made disasters, together with all other activities necessary or incidental to the preparation for and carrying out of the forgoing functions. (*Code* §44-146.16 for list of included services.)

Emergency Support Function (ESF)
A grouping of government, private and voluntary organization capabilities into an organizational structure to provide the support, resources, program implementation and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following incidents.

Environment
Natural and cultural resources and historic properties as those terms are defined in this glossary and relevant laws.

Environmental Response Team
Established by the U.S. Environmental Protection Agency (EPA), the federal Environmental Response Team provides technical advice and assistance to the On-Site Coordinator for both planning and response to discharges and releases of oil and hazardous substances into the environment.

Essential Records
Records, files, documents or databases, which, if damaged or destroyed, would cause considerable inconvenience and/or require replacement or re-creation at considerable expense. For legal, regulatory or operational reasons these records cannot be irretrievably lost or damaged without materially impairing the organization's ability to conduct business.

Evacuation
Organized and supervised withdrawal, dispersal, or removal of people from dangerous or threatened areas, and their reception and care in safe areas.

Evacuation Route
Road or highway designated by the Virginia Department of Transportation as a primary route for motorists evacuating from the threat of a hurricane. The routes are marked with signs that indicate “Hurricane Evacuation Route”.

Evacuation Timing
Appropriate start and end times of an evacuation based on storm and traffic conditions.

Evacuation Window
The time between the evacuation notification and when areas to be evacuated must be cleared.

Evacuation Zone
A specified area designated by local officials, and based on surge inundation risk and mobile home populations.

Evacuee
A person evacuated from a place of danger. Evacuees are designated as transit dependent and not transit dependent. Transit dependent evacuees require public transportation for immediate life safety and are assumed to need public sheltering. Non-transit dependent evacuees are categorized as evacuees with end point destinations (i.e. hotel, motel, family, or friends) or no end point destinations (i.e. the population using public shelters).

Exceptional Circumstances
When one or more persons within the Commonwealth are known or are reasonably

expected to have been exposed to or infected with a Communicable Disease of Public Health Threat as described in Section 32.1-48.05, Code of Virginia.

Executive Order
A statement issued by the Governor to declare a state of emergency and to authorize and direct actions by state agencies. Executive orders, including those declaring a state of emergency and directing evacuation, shall have the force and effect of law.

Family Assistance Center (FAC)
A facility that is normally established as the result of a mass casualty/fatality incident, wherein a significant number of victims and/or family members are expected to request information and assistance. The FAC is a secure facility established to serve as a centralized location to provide information and assistance about missing or unaccounted-for persons, and deceased, and support the reunification of the missing or deceased with their loved ones.

Federal
Of or pertaining to the government of the United States of America. (Also see 'national'.)

Federal Coordinating Officer (FCO)
The federal officer who is appointed to manage federal resource support activities related to disasters declared under the Stafford Act. The FCO is joined in the Joint Field Office (JFO) by the State Coordinating Officer (SCO) and is responsible for coordinating the timely delivery of Federal disaster assistance resources and programs to the state and affected localities.

Federal Emergency Management Agency (FEMA) – A component of the U.S. Department of Homeland Security responsible for providing technical support to states and local governments to respond to and recover from emergencies and disasters caused by any hazard.

Federal-Commonwealth Agreement
A document signed by the Governor and the Regional Director of DHS/FEMA, after the President has declared an emergency or major disaster, that formalizes the joint responsibilities for providing assistance programs under the Stafford Act. The Agreement must be signed before federal or state funds are expended.

FEMA National Radio System (FNARS)
A high frequency/single sideband (HF/SSB) voice and data radio system that serves as a radio backup to the FNAMS system linking state Emergency Management offices, the FEMA Federal Regional Centers, the FEMA Regional Offices, and FEMA National Headquarters together on one common system.

First Responder
Skilled personnel who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence and the environment, such as government and non-governmental police, fire, emergency medical, search and rescue, emergency management, public health, public works and others.

Hazard Mitigation
Any action taken to reduce or eliminate the long-term risk to human life or property.

Hazard Mitigation Grant Program (HMGP)
A federal program that makes cost-share grants available to states and localities after declared disasters in order to implement cost-effective measures to reduce or eliminate risks.

Hazardous Material (HAZMAT)
A substance or material that has been determined to be capable of posing an unreasonable risk to health, safety and property when released into the environment.

Hazardous Materials Officer (HMO)
The VDEM staff who provide training and technical advice and assistance to local responders for both planning and response to discharges and releases of known and suspicious substances into the environment.

Hazardous Substance
Substances defined by specific federal legislation related to clean water, clean air, and solid waste disposal.

Historic Property
Any prehistoric or historic district, site, building, structure or object included in or eligible for inclusion in the National Registry of Historic Places including artifacts, records, and remains which are related to such district, site, building or object. Federal and state laws govern actions that would impact historic properties.

Host Locality
A county, city or town located along one or more designated evacuation routes that have agreed to provide public shelter for evacuation from coastal localities in the event of a hurricane.

Household Pet
A domesticated pet such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than commercial purposes and can travel in commercial carriers and be housed in temporary facilities. Household pets do not include reptiles (with the exception of turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes. Localities may define household pets differently, and this definition does not pre-empt that of any locality for their own pet sheltering response. Note that FEMA will only reimburse for time and supplies used for animals falling under the FEMA pets definition.

HURREVAC
A restricted-use computer program funded by FEMA and USACE for government emergency managers to track hurricanes and assist in evacuation decision-making.

Hurricane
An intense storm system with pronounced rotary circulation in which the maximum sustained surface wind (using the U.S. 1-minute average) is 64 kts (74 mph or 119 km/hr) or more.

Hurricane Advisory
Official information issued by the National Hurricane Center, describing all tropical cyclone watches and warnings in effect along with details concerning tropical cyclone locations, intensity and movement, and precautions that should be taken.

Hurricane Marine Advisory
Marine interest/public official-oriented advisory made from the same models and runs as the public advisory. Contains detailed positional and wind velocity data, including movement and forecast positions.

Hurricane Shelter
Facility designated by a locality for use as a shelter for people whose homes are threatened by storm surge flooding or whose mobile homes are subject to hurricane force winds. A shelter provides basic support services.

Hurricane Warning
Official information issued by the National Hurricane Center announcing that hurricane conditions (sustained winds of 74 mph or higher) are expected somewhere within the specified coastal area. Because hurricane preparedness activities become difficult once winds reach tropical storm force, the hurricane warning is issued 36 hours in advance of the anticipated onset of tropical storm force winds.

Hurricane Watch
Official information issued by the National Hurricane Center announcing that hurricane conditions (sustained winds of 74 mph or higher) are possible within the specified area. Because hurricane preparedness activities become difficult once winds reach tropical storm force, the hurricane watch is issued 48 hours in advance of the anticipated onset of tropical storm force winds.

Incident
An occurrence or event, natural or human-caused that requires an emergency response to protect life or property.

Incident Action Plan (IAP)
An oral or written plan containing general objectives reflecting the overall strategy for managing an incident.

Incident Command Post (ICP)
The field location at which the primary tactical-level, on-scene incident command functions are performed.

Incident Command System (ICS)
A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure. It is designed to aid in the management of resources during incidents.

Incident Commander (IC)
The individual responsible for all incident activities. The IC has overall authority and responsibility for the management of all incident operations and is responsible for the management of all incident operations at the incident site.

Incident Management Cadre (IMC)
Consists of personnel designated by the VERT Coordinator, to include but not limited to representatives of Public Affairs, Local Support Services, Operations, Logistics, Planning, Finance and subject matter experts to determining the need to augment the VERT.

Incident Management Team (IMT)
The Incident Commander and appropriate command and general staff personnel assigned to an incident.

Individuals and Households Program (IHP)
The program administered by FEMA that provides assistance to individuals affected by a major disaster. The IHP includes the cost-share Other Needs Program (ONA), managed by the State, which provides limited financial assistance directly to eligible individuals.

Information Technology
Telecommunications, automated data processing, applications, databases, the Internet, management information systems, and related information, equipment, goods, and services.

Infrastructure
The manmade physical systems, assets, projects, and structures publicly and privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, water systems, roads, etc.

In-kind Donations
Donations other than cash, usually materials or volunteer service, for people and communities impacted by disasters.

Inland Zone
In Virginia, this applies to all waters subject to tide and specified ports and harbors on inland rivers and other categories of land surface, ground waters and ambient air proximal to those waters. The term delineates an area of Federal responsibility for response action.

Instaphone
The telephone company terminology used to identify the installed telephone terminal equipment used at a NAWAS, VAWAS, or WAWAS communications point. The terminology is also used to describe the similar equipment located at points within the 10-mile emergency planning zone (EPZ) of a nuclear power station.

Integrated Flood Observing and Warning System (IFLOWS) – An information system that collects and analyzes real-time data from rain and stream gages placed throughout the Virginia watersheds. IFLOWS is a federal-state-local partnership that links the National Weather Service and local governments to the VEOC in order to provide flood alerts and warnings to localities. The program also operates in neighboring states.

Joint Field Office (JFO)
A temporary federal facility established near a declared disaster area to provide a central point for federal, state, voluntary and local officials with responsibilities for incident oversight, direction and assistance.

Joint Information Center (JIC)
A facility established to coordinate all incident-related public information activities. It is the

central point of contact for all news media for information related to the incident. Public information officials from all participating federal and state agencies will collocate at the JIC.

Joint Operations Center (JOC)
The JOC is the focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is the point of coordination with state and local law enforcement officials. The JOC becomes a component of the JFO when the National Response Framework (NRF) is activated. The JOC also serves as the command center for the Virginia National Guard (DMA).

Local Emergency
The condition declared by the local governing body when in its judgment the threat of actual occurrence of an emergency or disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent or alleviate the damage, loss, hardship or suffering threatened or caused thereby.

Local Government
For managing local emergencies, local governments include counties, cities and towns. When applying for federal assistance for damaged facilities, local applicants may also include school districts, local public authorities, regional planning commissions and councils of government and some other authorities that perform quasi-governmental functions.

Local Support Services (LSS) Regional Coordinator – A VDEM representative assigned to each Virginia emergency management region to provide ongoing support in the design, development, analysis, and implementation of comprehensive all hazards emergency management programs at the local and regional levels.

Major Disaster
Any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion in any part of the United States that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Mission Assignment
The method used by the Virginia Emergency Operations Center (VEOC) and Federal Government to respond to requests for assistance by local governments. The VEOC directs state agencies to provide immediate, short-term emergency response assistance when applicable.

Mitigation
Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident.

Mutual Aid Agreement
Written agreement between agencies, organizations and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment and/or expertise in a specified manner.

National Capital Region (NCR)
Is composed of the District of Columbia and nearby jurisdictions in Maryland and Virginia.

National Incident Management System (NIMS) – A system mandated by the federal Homeland Security Presidential Directive (HSPD) #5 that provides a consistent, nationwide approach for governments (federal, state and local), voluntary agencies and the private sector to work effectively and efficiently together to prepare for, respond to, and recovery from incidents, regardless of cause, size or complexity. NIMS uses a core set of concepts, principles and terminology.

National Response Framework (NRF)
Is a guide to how the Nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

National Terrorism Advisory System (NTAS)
A two-level terrorism threat advisory scale used by the United States Department of Homeland Security. This system replaced the color-coded alert system introduced in 2002. Under NTAS, alerts will be issued under either the category of "elevated" or "imminent

National Warning System (NAWAS)
The federal system used to disseminate warnings and other emergency information from federal warning centers or other federal agencies to the state warning points.

National Weather Service (NWS)
The federal agency which provides localized weather information to emergency managers and the public, including severe weather watches and warnings. There are five NWS forecast offices that serve the Commonwealth.

National Weather Wire Service (NWWS)
System used by the NWS to disseminate forecasts and other information to subscribers.

Non-governmental Organization (NGO)
A nonprofit entity that is based on interests of its members, individuals or institutions and that is not created by the government, but may work cooperatively with government. Such organizations serve the public purpose, not a private benefit. Examples of NGOs are the members of the Virginia VOAD – Voluntary Organizations Active in Disasters.

Operations Security (OPSEC) – A systematic, proven process by which a government, organization, or individual can identify, control, and protect generally unclassified information about an operation/activity and, thus, deny or mitigate an adversary's/competitor's ability to compromise or interrupt said operation/activity (NSC 1988).

Pandemic
A pandemic is a global disease outbreak. A flu pandemic occurs when a new influenza virus emerges for which people have little or no immunity and for which there is no vaccine. The disease spreads easily person-to-person, causes serious illness, and can sweep across a country and around the world in very short time. An influenza pandemic may be caused by either swine (pig) or avian (bird) flu viruses.

Preparedness
As defined in the NRF, preparedness is the range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from incidents. Preparedness is a continuous process involving efforts by and among governments and other organizations and by the general public.

Prevention
Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves identifying and 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, and apprehending potential perpetrators.

Public Assistance Program (PA)
The program established by the Stafford Act and administered by FEMA that provides supplemental assistance to public entities for the costs of emergency protective actions, debris removal, and repair and restoration of facilities

such as roads, schools and other public buildings. In Virginia, the costs of the program are shared with the federal government by state and local governments.

Public Information Officer (PIO)
A member of the Command Staff in the VEOC and the JFO responsible for interfacing with the public and media with incident-related information.

Radio Amateur Civil Emergency Service (RACES) – An amateur radio communications system organized to provide temporary emergency communications support to federal, state, and local governments during periods of imminent or actual emergency.

Recovery
Activities that address the short-term and long-term needs and the resources to assist, restore, strengthen and rebuild affected individuals and communities.

Refuge of Last Resort (ROLR)
A locally (at-risk or host) identified facility that can provide temporary relief from severe weather. A ROLR is not intended to be a "shelter" by the locality and may not be able to provide basic services such as food, accommodations for sleeping, and first aid. It should be considered only as a probable safe haven for evacuees who are unable to clear the area until the storm passes. During an evacuation, these sites will be located close to established evacuation routes and will be easily accessible from those routes.

Response
Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic human needs.

Service Animal
Any guide dog, signal dog, or other animal individually trained to provide assistance to special needs individual.

Shared Resources High Frequency Radio Program (SHARES) – A National Communications System (NCS) High Frequency Radio Program that is available on a 24-hour basis to provide an emergency communications link to support intra- and interagency mission requirements.

SLOSH
Sea, Lake and Overland Surges from Hurricanes is a computerized model run by the NHC to estimate storm surge heights and winds resulting from historical, hypothetical, or predicted hurricanes by taking into account; (1) Pressure (2) Size (3) Forward speed (4) Track (5) Winds. It serves as a storm surge prediction model used in basins that have irregular coastlines and contain large bays or estuaries.

State-Managed Shelter (SMS)
Shelter located in a state-owned facility, staffed by state employees and resources, and logistically supported through the VERT/VEOC; oversight for SMS rests with the VDSS supported by numerous state agencies (complete list can be found in the ESF-6 SOP). SMS is designed for stays up to 7 days but no longer than 30 days. Services available are meals, basic first aid, pet sheltering (if applicable), special medical needs sheltering (if applicable), sleeping quarters, hygienic support and basic disaster services (counseling, financial assistance and referral, etc.)

Special Needs Individual
Any person that will require special assistance during an emergency. Individuals may be visually, hearing, or mobility impaired; be non-English speaking; have special dietary needs; have children to care for; be without transportation; have a medical condition; suffer from intellectual or developmental disabilities; or suffer from any combination thereof.

Stafford Act, The
The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 93 Pub. L. No.288 Stat. 143 as amended, establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations,

individuals and qualified private nonprofit organizations. The provisions cover all hazards including natural disasters and terrorist events.

State
Of or pertaining to the government of the Commonwealth of Virginia.

State Coordinating Officer
The state official appointed by the Governor to join the FCO in managing joint state-federal disaster assistance activities related to the Stafford Act.

State of Emergency
The condition declared by the Governor when, in his judgment, the threat or actual occurrence of an emergency or a disaster in any part of the Commonwealth is of sufficient severity and magnitude to warrant disaster assistance by the Commonwealth to supplement the efforts and available resources of the several localities and relief organizations in preventing or alleviating the damage, loss, hardship or suffering threatened or caused thereby and is so declared by him. (*Code* § 44-146.16)

Statewide Mutual Aid (SMA)
A program to assist cities, counties and eligible towns to more effectively and efficiently exchange services and resources, especially in response to a major disaster wherein assistance needs to be provided from one area or region of the state to another.

Storm Surge
An abnormal rise in sea level accompanying a tropical cyclone system (hurricane or tropical storm) or other intense storm, and whose height is the difference between the observed level of the sea surface and the level that would have occurred in the absence of the cyclone. Storm surge is usually estimated by subtracting the normal or astronomic high tide from the observed storm tide.

Telecommunications
Any origination, transmission, emission, or reception of signs, signals, writings, images, and sounds or intelligence of any nature, by wire, radio, television, optical, or other electromagnetic systems.

Telecommunications Facilities
Apparatus necessary or useful in the production, distribution, or interconnection of electronic communications for state agencies or institutions including the buildings and structures necessary to house such apparatus and the necessary land.

Threat
Any indication of possible violence, harm or danger.

Tropical Depression
A tropical cyclone in which the maximum sustained surface wind speed (using the U.S. 1-minute average) is 33 kts (38 mph) or less.

Tropical Disturbance
A discrete tropical weather system of apparently organized convection. Generally 100 to 300 nmi in diameter – originating in the tropics or subtropics, having a non-frontal migratory character, and maintaining its identity for 24 hours or more. It may or may not be associated with a detectable perturbation of the wind field.

Tropical Storm Force Winds
A tropical cyclone in which the maximum sustained surface wind speed ranges from 34 kts (39 mph) to 63 kts (73 mph).

Tropical Storm Warning
An announcement that tropical storm conditions (sustained winds of 39 to 73 mph) are expected somewhere within the specified coastal area within 36 hours.

Tropical Storm Watch
An announcement that tropical storm conditions (sustained winds of 39 to 73 mph) are possible within the specified coastal area within 48 hours.

Unaffiliated Volunteer
An individual who is not formally associated with a recognized voluntary disaster relief organization; also know as a “spontaneous” or “emergent” volunteer.

Unified Command
An application of the Incident Command System (ICS) used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single Incident Command Post.

Unsolicited Goods
Donated goods offered by or sent to the incident site by the public or a private source that have not been requested by government or nonprofit disaster relief coordinators of that incident. State and local plans include procedures to manage unsolicited goods.

Virginia Criminal Information Network (VCIN) – A data communications system operated by the Virginia State Police used to disseminate warnings and emergency information to regional warning points and local governments. Its primary use is law enforcement communications.

Virginia Emergency Response Team (VERT)
The group of designated state agencies and associated voluntary and private sector organizations responsible for acting on behalf of the governor to assist local governments in responding to and recovering from emergencies or disasters.

Virginia State Police (VSP)
The primary law enforcement agency of the Commonwealth of Virginia. VSP Administrative Headquarters operates the Alternate State Warning Point for NAWAS and VAWAS communications. It also serves as the VCIN State Control Center.

Virginia Warning System (VAWAS)
A state-managed system used to disseminate warnings and emergency information from federal and state warning points to regional warning points located throughout the state.

Virginia Water and Wastewater Agency Response Network (VA WARN)
Provides a method whereby Virginia water and wastewater utilities that have sustained damages from natural or manmade events could obtain emergency assistance in the form of personnel, equipment, materials and other associated services as necessary from other water and wastewater utilities.

Virginia Public Inquiry Center (VPIC)
A call-receipt center established by the VERT to provide current information directly to members of the general public regarding a specific threat or incident. If activated by the VERT, the VPIC is operational within eight hours of an incident and can provide general and incident-specific information.

VAVOAD
Virginia Voluntary Organizations Active in Disasters – A statewide organization, affiliated with the National VOAD, composed of voluntary organizations, faith-based and sectarian, that have developed specific disaster response and/or recovery programs as part of their overall mission. Examples of VOAD-member programs include clean-up and repair teams, feeding operations, counseling, childcare facilities and long-term home construction teams.

Visitor Population
Individuals visiting or staying in a place outside their usual place of residence. Visitor population includes business and leisure travelers present in the jurisdiction.

Volunteer
Any individual accepted to perform services by any agency that has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed.

Washington Area Warning System (WAWAS) – A regional warning system that serves Northern Virginia, the District of Columbia, selected federal agencies, and certain southern Maryland jurisdictions in the National Capital Region.

Appendix B – Acronyms

AAR	After Action Report
ABC	Alcoholic Beverage Control, Department of
AERO	Animal Emergency Response Organization
AFRCC	Air Force Rescue Coordination Center
AMBER	America's Missing: Broadcast Emergency Response
CAP	Civil Air Patrol
CAP	Coordination Action Plan
CBBT	Chesapeake Bay Bridge-Tunnel
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CGDFIVE OPCEN	Coast Guard Division Five Operations Center
CICF	Criminal Injury Compensation Fund
CIKR	Critical Infrastructure and Key Resources
COG	Continuity of Government
COMLINC	Commonwealth Link to Interoperable Communication
COOP	Continuity of Operations
COV	Commonwealth of Virginia
COVEOP	Commonwealth of Virginia Emergency Operations Plan
C-SALTT	Capability, Size, Amount, Location, Time, and Type
CSB	Community Service Board
DBA	Business Assistance, Department of
DBHDS	Behavioral Health & Disability Services, Department of
DCE	Defense Coordinating Element
DCEP&R	Deputy Commissioner for Emergency Preparedness and Response
DCJS	Criminal Justice Services, Department of
DCO	Defense Coordinating Officer
DCR	Conservation & Recreation, Department of
DEQ	Environmental Quality, Department of
DGIF	Game & Indland Fisheries, Department of
DGS	General Services, Department of
DHCD	Housing & Community Development, Department of
DHP	Health Professions, Department of
DHR	Historic Resources, Department of
DHRM	Human Resource Management, Department of
DHS	U.S. Department of Homeland Security
DMA	Military Affairs, Department of
DMAS	Medical Assistance Services, Department of
DMME	Mines, Minerals, & Energy, Department of
DMV	Motor Vehicles, Department of
DOAV	Aviation, Department of
DOC	Corrections, Department of
DOD	U.S. Department of Defense
DOE	Education, Department of
DOE	U.S. Department of Energy
DOI	U.S. Department of the Interior

DOT	U.S. Department of Transportation
DRC	Disaster Recovery Center
DRPT	Rail & Public Transportation, Department of
DSC	Disaster Service Center
DSCA	U.S. Defense Support of Civil Authorities
DSCO	Deputy State Coordinating Officer
DUA	Disaster Unemployment Assistance
DWSE	Division of Water Supply Engineering
EAS	Emergency Alert System
ECC	Emergency Communications Center
ECC	Emergency Coordination Center - Virginia Department of Health
ECO	Emergency Coordination Officer
ECTF	Economic Crisis Task Force
ELT	Emergency Locating Transmitter
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EP&R	Emergency Preparedness and Response Program
EPIRB	Emergency Position Indication Radio Beacon
EPZ	Emergency Planning Zone
ERT-A	Emergency Response Team – Advance Element
ESF	Emergency Support Function
FAA	Federal Aviation Administration
FAC	Family Assistance Center
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FERC	Federal Energy Regulatory Commission
FHWA	Federal Highway Administration
FIRM	Flood Insurance Rate Map
FNARS	FEMA National Radio System
FOCS	Federal on Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
GAR	Governor’s Authorized Representative
GIS	Geographic Information System
HAZMAT	Hazardous Materials
HIRA	Hazard Identification and Risk Analysis
HMERT	Health and Medical Emergency Response Team
HMGP	Hazard Mitigation Grant Program
HMO	Hazardous Materials Officer
HMP	Hazard Mitigation Program
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage Assessment
IFLOWS	Integrated Flood Observing and Warning System

IMAT	Incident Management Assistance Team
IMC	Incident Management Cadre
IT	Information Technology
IVA	Identification Verification Area
JFO	Joint Field Office
JIC	Joint Information Center
JOC	Joint Operations Center
JTF	Joint Task Force
LHD	Local Health District
LSA	Logistics Staging Areas
MACC	Multi-Agency Coordination Center
MACT	Mutual Aid Coordination Team
MERS	Mobile Emergency Response System
MIST	Mobile Incident Support Team
MMRS	Metropolitan Medical Response System
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCP	National Oil and Hazardous Substance Pollution Contingency Plan
NCR	National Capital Region
NCS	National Communication System
NGO	Non-Governmental Organization
NHC	Natural, Cultural, and Historic
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NOVA	Northern Virginia
NPS	National Park Service
NRC	National Response Center
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NTAS	National Terrorism Advisory System
NTSB	National Transportation Safety Board
NWS	National Weather Service
OAG	Office of the Attorney General
OCME	Office of the Chief Medical Examiner
OEMS	Office of Emergency Medical Services
ONA	Other Needs Assistance
PA	Public Assistance Program
PDA	Preliminary Damage Assessment
PERT	Professional Engineers Emergency Response Team
PFO	Principal Federal Official
PIO	Public Information Officer
PLB	Personal Locator Beacon
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services

RHCC	Regional Hospital Coordination Center
RICCS	Regional Incident Communications and Coordination System
RNA	Rapid Needs Assessment
ROLR	Refuge of Last Resort
RRT	Regional Response Team
SAC	Sub-Area Command
SAR	Search and Rescue
SBA	Small Business Administration
SCC	State Corporation Commission
SCO	State Coordinating Officer
SFHA	Special Flood Hazard Area
SFMO	State Fire Marshal's Office
SLOSH	Sea, Lake, and Overland Surges from Hurricanes
SMA	Statewide Mutual Aid
SME	Subject Matter Expert
SMS	State-Managed Shelter
SNS	Strategic National Stockpile
SOC	State on Scene Coordinator
SOP	Standard Operating Procedure
SRCC	State Rescue Coordination Center
SSP	Sector Specific Plan
TAG	The Adjutant General
TMC	Traffic Management Center
USACE	U.S. Army Corps of Engineers
USAR	Urban Search and Rescue
USDA	U.S. Department of Agriculture
USGS	U.S. Geological Survey
VAHS	Secretary of Veteran's Affairs and Homeland Security
VAL	Volunteer Agency Liaison
VATF	Virginia Task Force
VAVOAD	Virginia Volunteer Organizations Active in Disaster
VAWARN	Virginia Water/Wastewater Agency Response Network
VAWAS	Virginia Warning System
VCE	Virginia Cooperative Extension
VCICF	Virginia Criminal Injuries Compensation Fund
VCIN	Virginia Criminal Information Network
VDACS	Agriculture & Consumer Services, Department of
VDDHH	Deaf & Hard of Hearing, Department of
VDEDP	Economic Development Partnership, Department of
VDEM	Emergency Management, Department of
VDF	Virginia Defense Force
VDFP	Fire Programs, Department of
VDH	Health, Department of
VDMTF	Virginia Drought Monitoring Task Force
VDOF	Forestry, Department of
VDOT	Transportation, Virginia Department of
VDSS	Social Services, Department of

VEC	Virginia Employment Commission
VECTOR	Virginia Evacuation Coordination Team for Operational Response
VEOC	Virginia Emergency Operations Center
VERT	Virginia Emergency Response Team
VERTEX	Virginia Emergency Response Team Exercise
VFHS	Virginia Federation of Humane Societies
VIPS	Volunteers in Police Service
VITA	Virginia Information Technologies Agency
VMRC	Virginia Marine Resource Commission
VOCA	Victim of Crime Act
VOPEX	Virginia Operations Plan Exercise
VPA	Virginia Port Authority
VSP	Virginia State Police
VVMA	Virginia Veterinary Medical Association
WAWAS	Washington Area Warning System
WMD	Weapon of Mass Destruction

Appendix C – Authorities & References

Overview

The Code of Virginia, *Title 44* provides general and specific statutory authority for the development, maintenance and implementation of the *COVEOP*.

Executive orders, issued by the Governor when the Commonwealth is threatened or impacted by an emergency or disaster, activate the plan and authorize emergency specific actions.

This plan must be compatible with federal plans and statutes in order to provide prompt, effective and seamless assistance to the local communities in Virginia when federal assistance is requested.

Authorities

Code of Virginia

The enabling legislation for this plan is summarized below:

- Title 44 Chapter 3.2 -The *Emergency Services and Disaster Law of 2000, as Amended* - defines the powers and duties of the Governor and of political subdivisions, establishes the Department of Emergency Management, defines emergency declarations, the duties of emergency management organizations, and joins Virginia to the national Emergency Management Assistance Compact (EMAC).

- Title 44 Chapter 3.3 -*Transportation of Hazardous Radioactive Materials*- authorizes VDEM to monitor transportation of hazardous radioactive materials within the Commonwealth.

- Title 44 Chapter 3.4 -*Funding for State and Local Government Radiological Emergency Preparedness* - authorizes payment of fees to the Commonwealth by the owner of each nuclear power station in Virginia.

- Title 44 Chapter 3.5 - *Virginia Hazardous Materials Emergency Response Program* - establishes the VDEM regional hazardous materials incident response program.

Additional statutes provide oversight and coordination for elements of the Commonwealth's emergency management program.

- Code of Virginia, §2.2-304 – Establishes the Office of Commonwealth Preparedness to work with and through others (federal, state local, private and voluntary) to develop a seamless, coordinated security and preparedness strategy and implementation plan for the Commonwealth.

- Code of Virginia, §2.2-306 - Establishes the *Secure Virginia Panel* with authority to monitor and assess the implementation of statewide prevention, preparedness, response and recovery initiatives.

- Code of Virginia §2.2-205.1.E - Authorizes the Governor to direct the Secretary of Commerce and trade to activate a disaster-specific Economic Crisis Task Force to coordinate the resources to plan and implement a strategy for long-term community recovery.

- Code of Virginia §10.1-602 authorizes the Department of Conservation and Recreation to develop a flood protection plan for the Commonwealth and serve as the coordinator of all flood protection programs and activities, including the FEMA National Flood Insurance Program (NFIP) and the federal flood protection programs of the USACE and USGS.

References

- The Stafford Act – The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 93 Pub. L. No. 288 Stat. 143 as amended establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals and qualified private non-profit organizations at the request of the Governor. The Stafford Act is defined by the Code of Federal Regulations (CFR) 44.

- The Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002) established the Department of Homeland Security with primary missions to prevent terrorist attacks, reduce the vulnerability of the US to terrorism at home, minimize the damage and assist in the recovery from terrorist attacks that occur and act as the focal point regarding natural and manmade crises and emergency planning.

- Presidential Policy Directive (PPD) 8, 2011. A directive aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation, including acts of terrorism, cyber attacks, pandemics, and catastrophic natural disasters.

- The Public Health Security and Bioterrorism Preparedness and Response Act of 2002, Pub.L.No. 107-188, 116 Stat.294 (2002) is designed to improve the ability of the United States to prevent, prepare for, and respond to bioterrorism and other public health emergencies.

- The National Emergencies Act, 50 UU.S.C.§§1601-1651 (2003) establishes procedures for the Presidential declaration and termination of national emergencies.

- The Comprehensive Environmental Response, Compensation, and Liability Act, 42 U.S.C. §§ 9601-9675 (2002) and the Federal Water Pollution Control Act (Clean Water Act) establish broad federal authority to respond to releases or threats of releases of hazardous substances and pollutants or contaminants that may present an imminent and substantial danger to public health or welfare and to discharges of oil.

- The Public Health Service Act (42 U.S.C.§§ 201 et seq) provides that the Secretary of Health and Human Services may declare a public health emergency under certain circumstances.

- Flood Control and Coastal Emergencies, 33 U.S.C. § 701n (2002) authorizes and emergency fund for the U.S. Army Corps of Engineers for preparation for emergency response to natural disasters, flood fighting and rescue operations, etc.

- Numerous additional federal statutes that address federal assistance in the prevention and control of rural fire emergencies, incidents of domestic violence, emergencies involving biological or chemical weapons of mass destruction, and emergencies involving nuclear materials.

Appendix D - Disaster Declarations

A. Declaration of a State of Emergency

The Governor is the Director of Emergency Management in the Commonwealth. As authorized by the *Code of Virginia* § 44-146.17, the Governor "shall take such action as is necessary for the adequate promotion and coordination of state local emergency services activities relating to the safety and welfare of the Commonwealth in time of natural or man-made disasters". By Executive Order the Governor may declare a state of emergency to exist for all or part of the Commonwealth when a threat or actual event has the potential to impact people, infrastructure, or private or public property. As authorized by the *Code of Virginia* §44-146.17:1, the Executive Order has the force and effect of law. A 'state of emergency' declaration is one of the executive directives the Governor must take before requesting federal assistance under the *Stafford Act*.

Before requesting assistance from the Commonwealth, local officials declare an emergency to exist in their jurisdiction. Even the threat of disaster, such as an approaching hurricane, can generate local and state declarations. These actions permit governmental agencies to mobilize resources, conduct disaster preparedness, response, recovery and mitigation activities as assigned in their plans, and authorize expenditures to cover disaster activities.

B. Presidential Declaration

Under provisions of the *Stafford Act*, as defined by 44 CFR 206, the Governor may request two types of presidential declarations for disaster assistance: Emergency or Major Disaster. They are defined as follows:

- An emergency declaration is for "any occasion or instance for which, in the determination of the president, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States."

- A major disaster declaration is for "a major disaster categorized as a natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the president, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the *Stafford Act* to supplement the efforts and available resources of the state, affected local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

An Emergency Declaration is designed to provide federal disaster assistance to meet a specific emergency need or to implement emergency protective measures, which is more limited in scope in contrast to a Major Disaster Declaration. The Commonwealth may also submit an emergency declaration request in advance of an event's impact that threatens such destruction as could result in a major disaster. However, in the case of a Pre-Disaster Emergency Declaration request, the Commonwealth must comply with criteria defined in FEMA Policy (FP) 010-4 in addition to the requirements set forth in 44 CFR 206. Consistent with 44 CFR 206, pre-disaster emergency declarations are not intended to preempt the authorities of other federal agencies and FEMA will consider the availability of assistance from other federal agencies to meet the needs of the Commonwealth in evaluating this request.

A Major Disaster Declaration makes a broad range of federal disaster assistance programs available to the impacted area that are designed to assist disaster victims, businesses and public entities in the recovery process. Some of these programs require a non-federal cost share. Individual Assistance provides aid to individuals, families and businesses whose property has been damaged or destroyed, and whose losses are not covered by insurance, using federal, state, and local resources following a disaster incident. Public Assistance provides supplemental financial assistance to states, local governments and selected private non-profit organizations for debris removal, emergency protective measures and permanent restoration of infrastructure. Hazard Mitigation provides funding support for the development and implementation of plans and projects to reduce disaster losses, protect life and property from future damages, and enhance overall community resiliency.

As part of the disaster declaration process, a Joint Preliminary Damage Assessment (PDA) is requested by the state and conducted in the localities affected to assist in determining whether a request is appropriate, as well as to develop the necessary information to support the request and validate that the impacts exceed state and local resources. The Joint PDA team is comprised of local, state and federal representatives. The findings from the Joint Preliminary Damage Assessment assist in determining what disaster assistance and associated programs should be requested and activated under the *Stafford Act*, as well as made available from other federal programs and resources. The Joint PDA also identifies any unmet needs that may require immediate attention. Upon receiving the request, FEMA reviews and evaluates the request and supporting documentation at the regional and national levels, and develops and submits a recommendation to the President based on their findings.

A federal declaration can be received for Individual Assistance or Public Assistance individually, or for both. The federal code (44 CFR 206), along with additional guidance provided by FEMA provides the information and format required in the Governor's request for assistance. The Governor must indicate that appropriate executive actions have been taken to include the direct execution of the authorities specified in the *Code of Virginia* and the *COVEOP*. This includes declaring a state of emergency to exist in the Commonwealth and implementing the plans and procedures authorized in the *Code of Virginia* §44-146.18:B(4). The Governor also needs to furnish information on the nature and amount of state and local resources that have been or will be committed to alleviate the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of assistance needed under the *Stafford Act*. The Governor must certify that, for the current disaster, state and local government obligations and expenditures (of which state commitments are a significant proportion) will comply with all applicable cost-sharing requirements. In addition, the name of the State Coordinating Officer for the event is named in the Governor's letter of request.

NAME	ABBREV.	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17	SA #1 - COG	SA #2 - Recovery	SA #3 - Fin & Admin	SA #4 - Mass Care	SA #5 - Evac	HSA #1 - Radiologic	HSA#2 - Terrorism	HSA #3 - Hurricane	HSA #4 - Pan Flu	HSA #5 - Hazmat	HSA #6 - Tech Haz	HSA #7 - Earthquake
Accounts, Department of	DOA																				S									
Aging and Rehabilitative Services, Department for the	DARS																					S								
Agriculture & Consumer Services, Department of	VDACS						S		S			**L**			S							S		S			S	S		
Alcoholic Beverage Control, Department of	ABC													S																
Appalachian Power Company	APCO												S																	
Aviation, Department of	DOAV	S			S																		S							
Behavioral Health & Disability Services, Department of	DBHDS						S		S						S							S								
Blind & Vision Impaired, Department for the	DBVI																					S								
Chesapeake Bay Bridge - Tunnel District	CBBT	S																												
Civil Air Patrol	CAP									S																				
Conservation & Recreation, Department of	DCR			S	S					S		S		S										S				S		
Corrections, Department of	DOC				S			S						S								S	S	S						
Criminal Justice Services, Department of	DCJS						S	S																						
Deaf & Hard of Hearing, Department of	VDDHH						S															S								
Division of Capitol Police	DCP																		S				**L**							
Dominion Virginia Power	DOM												S											S						
Education, Department of	DOE														S												S			
Emergency Management, Department of	VDEM		**L**	S		**L**	S	**L**		**L**	**L**		**L**		**L**	**L**		**L**	**L**	**L**	**L**	S	**L**	**L**	**L**	**L**	**L**	**L**	**L**	**L**
Environmental Quality, Department of	DEQ			S					S		**L**	S												S				**L**		S
Fire Programs, Department of	VDFP				**L**			S		S																	S			
Forestry, Department of	VDOF	S		S	**L**					S		S		S										S						
Game & Inland Fisheries, Department of	DGIF		S		S				S	S	S	S		S										S				S		
General Services, Department of	DGS	S		S			S	S	S			S										S	S	S			S			
Health Professions, Department of	DHP								S																					
Health, Department of	VDH		S	**L**			S		**L**		S	S										S	S	S		S	S	S	S	
Historic Resources, Department of	DHR			S								S																		
Housing & Community Development, Department of	DHCD			S			S								**L**							S								
Human Resource Management, Department of	DHRM						S														S	S	S				S			
Labor & Industry, Department of	DOLI																										S	S		
Library of Virginia	LVA											S							S											
Medical Assistance Services, Department of	DMAS														S							S								
Military Affairs, Department of	DMA	S	S		S		S		S	S				S			**L**					S	S	S		S	S		S	
Mines, Minerals, & Energy, Department of	DMME	S		S	S						S		S													S		S		**L**

NAME	ABBREV.	ESF #1	ESF #2	ESF #3	ESF #4	ESF #5	ESF #6	ESF #7	ESF #8	ESF #9	ESF #10	ESF #11	ESF #12	ESF #13	ESF #14	ESF #15	ESF #16	ESF #17	SA #1 - COG	SA #2 - Recovery	SA #3 - Fin & Admin	SA #4 - Mass Care	SA #5 - Evac	HSA #1 - Radiologic	HSA#2 - Terrorism	HSA #3 - Hurricane	HSA #4 - Pan Flu	HSA #5 - Hazmat	HSA #6 - Tech Haz	HSA #7 - Earthquake
Motor Vehicles, Department of	DMV	S												S													S			
Office of the Attorney General	OAG						S												S				S							
Office of the Lieutenant Governor	OLG																		S											
Office of the Secretary of Commerce & Trade	SCT																										S			
Office of the Secretary of Public Safety & Homeland Security	SPSHS																						S				S			
Planning & Budget, Department of	DPB																				S									
Professional Engineers Emergency Response Team	PERT			S																										
Radio Amateur Civil Emergency Services	RACES		S																											
Rail & Public Transportation, Department of	DRPT	S																					S				S			
Social Services, Department of	VDSS	S					**L**		S			S			S							**L**	S	S		S	S			
State Corporation Commission	SCC												S		S													S	S	S
State Council of Higher Education for Virginia	SCHEV																										S			
Transportation, Virginia Department of	VDOT	**L**		S	S							S		S	S							S	S	S		S	S	S	S	
Virginia Community College System	VCCS														S												S			
Virginia Cooperative Extension	VCE											S												S				S		
Virginia Criminal Injuries Compensation Fund	VCICF						S																							
Virginia Economic Development Partnership	VEDP																					S								
Virginia Electric Cooperatives	VEC												S																	
Virginia Employment Commission	VEC														S							S					S			
Virginia Information Technologies Agency	VITA		**L**				S												S			S					S		S	
Virginia Marine Resource Commission	VMRC		S		S					S		S												S				S		
Virginia Port Authority	VPA	S																					S				S			
Virginia Public Institutions of Higher Education	VPIHE						S															S								
Virginia State Police	VSP	S	S		S		S		S	S				**L**								S	**L**/S	S		S	S	S		
Virginia Volunteer Organizations Active in Disaster	VAVOAD						S		S						S			S				S								
Virginia Water/Wastewater Agency Response Network	VAWARN			S																										

EXECUTIVE ORDER ___ (2012)

PROMULGATION OF THE 2012 COMMONWEALTH OF VIRGINIA
EMERGENCY OPERATIONS PLAN

By virtue of the authority vested in me by Section 44-146.17 of the Code of Virginia as Governor and as Director of Emergency Management, I hereby promulgate and issue the Commonwealth of Virginia Emergency Operations Plan ("the Plan") dated January 2012, thereby superseding all previous versions of the plan. The Plan provides a solid foundation for emergency planning and preparedness, establishes the organizational framework and operational concepts and procedures designed to minimize the loss of life and property, and expedites the restoration of essential services following an emergency or disaster.

The Plan is consistent with the Commonwealth of Virginia Emergency Services and Disaster Law of 2000 (Chapter 3.2, Title 44 of the Code of Virginia, as amended), the National Response Framework adopted January 2008, and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) with its implementing regulations.

The State Coordinator of Emergency Management, on behalf of the Governor, is hereby authorized to activate the Plan, as well as the Commonwealth of Virginia Emergency Operations Center ("Virginia EOC"), in order to direct and coordinate state government emergency operations.

Furthermore, the State Coordinator of Emergency Management is hereby authorized, in coordination with the Office of the Governor, to amend the Plan as necessary in order to achieve Preparedness Goals and Initiatives of the Nation and this Commonwealth and in accordance with the Commonwealth of Virginia Emergency Services and Disaster Law of 2000 (Chapter 3.2, Title 44 of the Code of Virginia, as amended).

This Executive Order shall be effective upon its singing and shall remain in full force and effect until amended or rescinded by further executive order.

Given under my hand and under the Seal of the Commonwealth of Virginia this ___ day of _____ 2012

_____
Robert F. McDonnell, Governor

Attest:

_____
Secretary of the Commonwealth

DRAFT

Appendix G – Record of Changes

Change #	Date	Description of Change	Page #	Initials
17	3/9/2015	**ESF #17 – Volunteer & Donation Management** ▪ Removed references to National Donations Management Network	1 to 4	TS
16	3/9/2015	**Basic Plan: Appendix E – VERT Matrix** ▪ Reflect the consolidation of DOA and DRS	E-1 to E-2	TS
15	3/9/2015	**Basic Plan: Appendix D – Disaster Declarations** ▪ Clarified the Emergency Declaration process and requirements	D-1 to D-2	TS
14	3/9/2015	**Basic Plan** ▪ Updated plan to meet EMAP standard compliance ▪ Updated to reflect *Code of Virginia* changes ▪ Reflect recent FEMA guidance and requirements ▪ Clarified roles/responsibilities and authorities	i-21	TS
13	9/4/2014	**Hurricane & Tropical Storm Response** *Appendix B – Hurricane Evacuation Action Timeline* ▪ Updated *Appendix E – Readiness Condition Action Guidelines* ▪ Updated to reflect timeline revisions	B-1, E-1 to E-17	TS
12	5/22/13	**Hurricane & Tropical Storm Response** *Appendix B – Hurricane Evacuation Action Timeline* ▪ Updated	B-1	RT
11	1/10/13	**Appendix E – Readiness Condition Action Guidelines** ▪ Modified VEOC action guidelines for Readiness Conditions 2 and 3 to reflect timeline change ▪ Clarified DMA responsibility in Readiness Condition #1	E-7,10, 14	DP
10	1/10/13	**Appendix B – Hurricane Evacuation Action Timeline**	B-1	DP
9	11/08/12	**Hazard-Specific Annex #7 – Earthquake Response** ▪ New Annex to the COVEOP.	N/A	RT
8	11/08/12	**ESF #11 – Agriculture & Natural Resources** ▪ Addition of the Library of Virginia as a Support Agency.	1	RT
7	11/08/12	**ESF #6 – Mass Care** ▪ Addition of Family Assistance Center Attachment.	8	RT
6	11/08/12	**Basic Plan: VERT Matrix** ▪ Minor listing adjustments.	E-1	RT
5	9/04/12	**Hurricane & Tropical Storm Response** *Appendix C – Scales* ▪ Updated wind scale.	C-1	RT
4	9/04/12	**Basis Plan: Appendix B – Acronyms** ▪ Correction to “VAHS” acronym.	B-4	RT
3	9/04/12	**Basis Plan: Appendix E – VERT Matrix** ▪ Expansion of the matrix to include Support Annex and Hazard-Specific Annex assignments.	E-1	RT
2	9/04/12	**Basis Plan: Appendix A – Key Terms & Definitions** ▪ Addition of the term “Operations Security.”	A-9	RT
1	9/04/12	**Basic Plan** ▪ Addition of the COVEOP Component Response Diagram and supporting text. ▪ Minor grammatical maintenance throughout the document.	iv	RT

Emergency Support Function #1
TRANSPORTATION

Lead Agency

- Virginia Department of Transportation (VDOT)

Support Agencies and Organizations

- Chesapeake Bay Bridge – Tunnel District (CBBT)
- Department of Aviation (DOAV)
- Department of General Services (DGS)
- Department of Military Affairs (DMA)
- Department of Mines, Minerals, and Energy (DMME)
- Department of Motor Vehicles (DMV)
- Department of Rail and Public Transportation (DRPT)
- Virginia Department of Social Services (VDSS)
- Virginia State Police (VSP)
- Virginia Port Authority (VPA)
- Virginia Department of Forestry (VDOF)

Purpose

Through VDOT's coordination role, Emergency Support Function (ESF) #1 integrates the responsibilities of state agencies in the prevention, mitigation, preparedness, response, recovery, infrastructure restoration, safety, and security of all Commonwealth transportation infrastructures.

Scope & Applicability

Activities within the scope of ESF #1 functions include: processing and coordinating requests for transportation support as directed under the Commonwealth of Virginia Emergency Operations Plan (COVEOP); reporting damage to transportation infrastructure as a result of the incident; coordinating alternate transportation services; coordinating the restoration and recovery of the transportation infrastructure; performing activities conducted under the direct authority of state agencies; and coordinating and supporting prevention, preparedness, response, recovery and mitigation among transportation infrastructure stakeholders at the local level.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- Prior to an incident, priorities are developed and maintained to facilitate prompt deployment of resources for a variety of incidents. This is accomplished through an interagency process coordinated and led by VDEM. Each ESF is responsible for compiling, submitting and updating information to ESF #1 for prioritization or as needs warrant.

- To ensure an orderly flow of resources, agencies will advise ESF #1 of all transportation movements arranged independently from ESF #1.

- In accordance with state and federal policies, the transportation industry will function under its own management and operate systems and facilities to provide the maximum service to fill essential

needs as specified by appropriate federal, state and local government authorities.

- The actual process of emergency management of transportation within the Commonwealth is the responsibility of state and local government.

- State-directed emergency transportation operations will be in consonance with, and responsive to, regional and national policy directives, controls, and procedures of the federal government.

- State-directed emergency transportation operations will coordinate with affected local governments to supply appropriate resources to accommodate citizens with special and/or functional needs during an evacuation.

Organizational Structure

Under federal law, the U. S. Secretary of Transportation is responsible for exercising leadership in national and regional transportation emergencies. The U. S. Department of Transportation (DOT) will be responsive to requests for assistance from the state in coordination with the Federal Emergency Management Agency (FEMA) during a resource crisis or a natural disaster.

The Secretary of Transportation will coordinate all emergency-related actions with the Virginia Emergency Response Team (VERT) Coordinator and/or State Coordinator of Emergency Management and may relocate to the Virginia Emergency Operations Center (VEOC). This may be necessary to facilitate work through other state agencies and/or develop recommended courses of action for the Governor to counteract a potential or actual transportation emergency.

The Operations and Security Division (OSD) of VDOT serves as the State Transportation Secretariat's coordinating entity for emergency operations.

VDOT Transportation Plan is a separately published plan, which includes procedures for aviation support, how DMV will coordinate the movement of essential goods and supplies, and the activities of the VPA. More detailed concepts, procedures, and action checklists are included in agency-specific Standard Operating Procedures (SOPs) developed and maintained by these departments, in coordination with VDOT.

Concept of Operations

The State Secretary of Transportation will monitor and coordinate, as needed, the activities of the state agencies listed below with transportation-related duties and responsibilities in order to support disaster response and recovery operations, and to effectively manage transportation resources across all supporting agencies in order to:

1. Maintain the state highway system, to include debris clearance and restoration, following an emergency or disaster.

2. Facilitate, in coordination with the State Police and affected local governments, traffic movement during a large-scale evacuation and re-entry.

3. Provide an Initial Damage Assessment (IDA) Report of state highways, roads and bridges to the VEOC within 72 hours of the damage.

4. Provide transportation services, back-up communications and other available resources as needed in support of VEOC operations.

State agencies share major responsibilities in assisting local governments in evacuations and re-entry into evacuated areas. For the hurricane threat to Hampton Roads, VDOT and law enforcement agencies play the major roles. The COVEOP Hurricane Response Plan prescribes the concept of operations, responsibilities and tasking for hurricane evacuation.

All state departments and agencies with transportation-related responsibilities will

provide emergency services within their modal scope of operations. They will be coordinated with each other as needed in order to efficiently manage transportation resources and complete task assignments. Overall coordination affecting ESF#1 and any resolution of conflicting interests will be resolved at the lowest level possible.

State transportation agencies will coordinate with federal agencies and the private sector transportation industry to provide necessary equipment, facilities and personnel in response to emergency requirements. All intrastate transportation available for emergency management purposes will be subject to their control with the following exceptions:

1. Transportation required for military, federal or civilian personnel or supplies.
2. Federally controlled or operated vessels, trains, vehicles or aircraft, unless specifically made available.
3. Commercial or scheduled air carriers (interstate carriers).
4. Ocean-going vessels.

The transportation industry will be responsible for continuity of management, protection of personnel and facilities, conservation of supplies, restoration of damaged lines and terminals, rerouting, expansion or improvement of operations and securing of necessary manpower, materials and services.

Carriers and shippers will conduct business as usual whenever possible. If exemptions to state rules and regulations are needed to expedite delivery of essential resources to disaster areas, VDOT will coordinate with the Governor to consider and/or implement accommodations. Payments for transportation services will be made in the normal manner except when the consignor or consignee is an emergency management state or federal agency. The unit or agency involved will be billed for services. The principal change from accustomed business conditions will be controls, which may be placed upon the use of transportation to ensure that service is being utilized for essential survival activities in support of disaster areas on a priority basis, and for the other areas of the state as available and required.

Roles & Responsibilities

Virginia Department of Transportation

- Implement Volume 7 (Transportation) of the VDOT EOP, when required.
- Maintain the state highway system, to include debris clearance and removal from highways, roads, bridges, and state-owned property.
- Restore highways, roads, and bridges which are a responsibility of the VDOT; and assist cities and counties in the restoration of highways, roads and bridges, upon request (accounts receivable basis).
- Facilitate, in coordination with the State Police and affected local governments, traffic movement during a large-scale evacuation and re-entry.
- Provide an Initial Damage Assessment report within 72 hours of damages to state highways, roads, and bridges to the State EOC.
- Coordinate requests for federal assistance for debris or wreckage removal from state property.
- Provide ground transportation, back-up communications, and other available resources as needed in support of State EOC operations.
- Operate and maintain the Field Operations Section, and keep it informed of all significant information, actions, and plans.
- Appoint a VDOT Incident Commander who will take the lead in aggressively pursuing the VDOT goal of opening the

roadway(s) as quickly and safely as possible. The VDOT Incident Commander has the authority, responsibility, and commensurate accountability to be in charge of all VDOT activities associated with the incident.

- Provide for damage assessment and hazard mitigation surveys for highways, roads, and bridges in the state system.
- Coordinate emergency engineering services for highway operations.
- Provide back-up communications to support emergency services activities.
- Coordinate waivers and/or clearances for the expedient but safe highway clearance for oversized and overweight vehicles.
- Conduct emergency demolition, except demolition from private property, unless structure poses a safety hazard to the traveling public. (The phrase demolition here refers to any extraordinary uses of explosives, beyond what might be considered normal for removal of debris/wreckage. Such request will likely emanate from the State EOC and be accomplished in coordination with other state agencies).

Chesapeake Bay Bridge – Tunnel District

- Provide traffic control and other general support to VDOT as needed.
- Coordinate with ESF #1 in the VEOC and report the status of the CBBT and its impact on Virginia ports and highways.

Department of Aviation

- Perform airlift missions in direct support of the VEOC during emergency response and recovery.
- Provide and/or coordinate air transportation resources for the transport of essential goods via air as appropriate.
- Provide an IDA report to ESF #1 in the VEOC within the required timeline of damages to air carrier and/or general aviation airports, airplanes, and airport facilities in the disaster area, excluding military or other federally owned property or facilities.

Department of General Services

- Provide passenger vehicle resources as requested (when available) from the Commonwealth's centralized fleet.

Department of Military Affairs

- Assist in debris removal if resources are available.
- Provide military transportation in accordance with ESF #16 of the COVEOP and other supporting ESFs and support plans.

Department of Mines, Minerals, and Energy

- Coordinate the transport of essential goods and people over all modes in support of the VEOC during emergency operations and recovery.

Department of Motor Vehicles

- Coordinate the transport of essential goods and people over all modes in support of the VEOC during emergency operations and recovery.

Department of Rail and Public Transportation

- Coordinate with railroad companies to maintain the system, to include restoration following an emergency or disaster.
- Provide an IDA report to ESF#1 representative in the VEOC within the

required timeline of damages to the state railway system.

- Coordinate with public transport agencies to request assistance needed for recovery.

Virginia Department of Social Services

- Coordinate with VDOT during mass evacuation and sheltering to provide information regarding opening and closing of State Managed Shelters along evacuation routes.

Virginia State Police

- Provide rotary and fixed wing aircraft for reconnaissance operations and transportation of personnel (aviation).

- Identify communication requirements for the STARS state agencies involved. Assign specific STARS Talk-Groups to be used based on communication and agency participation assessments.

- Develop a comprehensive communications plan based on NIMS/ICS Standards and submit ICS-205 and ICS-205T.

- Deploy technical personnel for Mobile Command Posts and STARS Transportable Communications System (TCS).

- Provide technical communications personnel for support of VEOC.

- Coordinate communications requirements and activations of interoperable communications with other localities and agencies utilizing COMLINC, ORION or other resources as made available in VEOC Operations Plan.

Virginia Port Authority

- Provide coordination with critical Virginia port facilities and federal port partners to restore damaged port facilities and ensure all main shipping channels are cleared and re-opened.

- Provide an Initial Damage Assessment (IDA) report to ESF #1 in the VEOC within the required timeline of the disaster event of the status of the port's critical infrastructure and waterways, excluding military or other federally owned property or facilities. The IDA will be developed from information gathered from federal, state, and local port partners.

Virginia Department of Forestry

- Support road clearing operations with chainsaw crews following wind related storms.

- Provide snow removal on rural gravel roads.

- Assist with rescue and recovery of stranded motorist during snow incidents.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: transportation resources.

Emergency Support Function #2
COMMUNICATIONS

Lead Agencies

- Virginia Information Technologies Agency (VITA)
- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Department of Game and Inland Fisheries (DGIF)
- Department of Military Affairs (DMA)
- Virginia Marine Resources Commission (VMRC)
- Virginia Department of Health (VDH)
- Radio Amateur Civil Emergency Services (RACES)
- Virginia State Police (VSP)
- Other State Agencies with Communications Assets

Purpose

Emergency Support Function (ESF) #2 supports the Virginia Emergency Response Team (VERT) by assisting state agencies, local governments, private-sector entities, and voluntary organizations requiring communications and Information Technology (IT) related equipment and services.

Scope & Applicability

For the purposes of this ESF, communications will be defined as information transfer. It involves the technology associated with the representation, transfer, interpretation, and processing of data among persons, places, and machines.

Activities within the scope of ESF #2 include: the coordination, provision, support and/or restoration of all state-managed communications and infrastructure during incident response and training; and the coordination of outage reporting and restoration planning for all private telecommunications service providers operating with the Commonwealth. These actions will be consistent with VITA, VDEM, Commonwealth of Virginia, and Federal Communications Commission (FCC) rules, regulations, and policies. ESF #2 services can be extended to localities upon request and as circumstances permit.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- VITA will provide Federal Communications Commission (FCC) policy guidance and frequency coordination services to VDEM and other state agencies, as needed, during incidents of any nature or magnitude.

- This ESF may be utilized to assist in response to a communications incident (systems failure, etc.) at the Virginia Emergency Operations Center. However, it is the responsibility of IT staff assigned to the VEOC to address the issue first.

Organizational Structure

VITA, with assistance from VDEM, provides oversight of emergency communications and infrastructure during augmentation and/or declared emergencies.

The VDEM Communications Officer in coordination with ESF #2 will integrate the communications capabilities of available federal,

state, public/public-private partnerships and volunteer organizations into a viable system to support emergency and disaster operations. The VDEM Communications Officer is appointed by the State Coordinator and upon direction of the Governor, will assume control over all state telecommunications assets.

ESF #2 will continue to implement and be responsible for the coordination of FCC policies as it pertains to oversight of radio spectrum use and implementation. These activities will be coordinated with the VDEM Communications Officer.

Concept of Operations

As a lead Agency for ESF #2, VITA will ensure sufficient staffing in accordance with mission requirements and coordinate communications and infrastructure support to meet mission requirements.

Operations are dependent upon the availability of resources and assets, including personnel, from VITA. These operations are intended to compliment those activities and roles outlined in the Virginia Critical Infrastructure Protection and Resiliency Strategic Plan (VCIPR).

Generally, state-managed communications within the Commonwealth are dependent upon the VITA Information Technology Partnership (ITP) assets, user and leased commercial telephone lines, Internet Service Providers (ISPs), broadband providers and/or leased IT networks, the VSP microwave radio system and STARS affiliated facilities. ESF #2 will leverage equipment and services offered from the ITP, but may need to utilize resources beyond the ITP if dictated by the mission requirements.

Roles & Responsibilities

Virginia Information Technologies Agency

- Coordinate the information flow regarding the status of communications and infrastructure between the VEOC and ITP and/ or telecommunications service providers.
- Coordinate spectrum policy as it applies to specific events and tasks.
- Assist and coordinate with the ITP and private sector telecommunications carriers to ensure the provision/restoration of communications and IT services, as required.
- Supply technical expertise, direct technical support and maintenance of Commonwealth communication assets within the scope of existing contracts and maintenance agreements during an activation or declared emergency.
- Provision and support infrastructure required for the incident response and recovery activities outside of the VEOC facility (i.e. fields offices, state managed shelters, etc.).

Virginia Department of Emergency Management

- Coordinate with VITA for staffing and SOPs.
- Coordinate other State communications Assets

Department of Game and Inland Fisheries

- Provide personnel, equipment, supplies and expertise as requested by the VERT to support communication operations and other requests for assistance such as establishing a 24/7/365 dispatch facility with Statewide Agencies Radio System capabilities.

Department of Military Affairs

- Provide the following as a secondary communications means for statewide direction and coordination of emergency/disaster operations: Tactical Communications Packages, Mobile

Command Post, and Joint Incident Site Communication Capability (Mobile).

Virginia Marine Resources Commission

- Provide support to the VERT with personnel and equipment as a secondary means of communication with a 24 hour, 7 day dispatch facility with capabilities of Statewide Agencies Radio System.

Virginia Department of Health

- Maintain automated alerting capabilities with the Health Alert Network (HAN) system.
- Maintain voice and video over the internet conferencing capabilities with Health Departments and Regional Hospital Coordination Center (RHCC) sites throughout the Commonwealth.
- Maintain redundant voice and web-based communications capabilities with hospitals and healthcare providers throughout the Commonwealth.

Radio Amateur Civil Emergency Services

- Provide secondary communications means for statewide direction and coordination of emergency/disaster operations.

Virginia State Police

- Provide a technical communications representative for support as required.
- Operate and maintain the STARS radio system.
- Provide communications equipment and other resources as needed.

Other State Agencies with Communications Assets

- Provide communications equipment and other resources as requested.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- VDEM memorandum establishing the position of Communications Officer, October 25th, 2010
- Code of Virginia § 2.2-2006 – Information Technology Definitions
- Code of Virginia § 2.2-2005 - § 2.2-2031

References

- Virginia Critical Infrastructure Protection and Resiliency Strategic Plan (VCIPR).
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: communications.
- Emergency Management Accreditation Program (EMAP) 4.10: Communications and Warning

Emergency Support Function #3
PUBLIC WORKS & ENGINEERING

Lead Agencies

- Virginia Department of Health (VDH)

Support Agencies and Organizations

- Department of General Services (DGS)
- Professional Engineers Emergency Response Team (PERT)
- Department of Mines, Minerals, and Energy (DMME)
- Department of Housing and Community (DHCD) Development
- Department of Environmental Quality (DEQ)
- Virginia Department of Emergency Management (VDEM)
- Virginia Department of Transportation (VDOT)
- Virginia Department of Forestry (VDOF)
- Virginia Water/Wastewater Agency Response Network (VAWARN)
- Department of Conservation and Recreation (DCR)
- Department of Historic Resources (DHR)

Purpose

Emergency Support Function (ESF) #3 supports the Virginia Emergency Response Team (VERT) by coordinating and organizing the capabilities and resources of the Commonwealth to facilitate the delivery of essential engineering services.

Scope & Applicability

Activities within the scope of this function are specific to government-owned infrastructure. Assistance to localities will be provided as deemed necessary by the Commonwealth. These activities include providing resources and oversight; post incident assessments of facilities and infrastructure; technical assistance to include engineering expertise, construction management, contracting and real estate services; and emergency repair or demolition of infrastructure and critical facilities.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

Local Governments

- Local governments are responsible for their own public works and infrastructures and have the primary responsibility for incident prevention, preparedness, response, and recovery.

- Local governments are integrated into ESF #3 activities.

- When activated to respond to an incident, the lead agencies for ESF #3 develop work priorities in cooperation with local governments.

- Local authorities are responsible for obtaining required waivers and clearances related to ESF #3 support.

Private Sector

- The private sector is responsible for a large proportion of the infrastructure in the Commonwealth and participates in ESF #3 incident action planning and other planning activities as appropriate.
- The private sector is a partner and/or lead for the rapid restoration of infrastructure-related services.
- Appropriate private-sector entities are integrated into the planning and decision making processes as necessary

Organizational Structure

The Office of Drinking Water, Virginia Department of Health will lead this ESF, and during emergency operations will coordinate the activities of the above agencies and the Public Works and Engineering section.

This ESF contains three attachments that address specific sectors of the infrastructure. Another component, energy, is addressed in ESF #12. The components are:

- Attachment 1 – Water Supply & Waste Water Treatment
- Attachment 2 – Dam Safety
- Attachment 3 – Debris Management

Concept of Operations

A catastrophic or major emergency may cause severe property damage. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, dams, and other facilities may have to be reinforced or demolished to ensure safety. Public works facilities (water works, power plants/lines, highways, etc.) will be damaged and may be partially or fully inoperable. Equipment in the immediate disaster area may be damaged or inaccessible. Structural and environmental debris will need to be decontaminated, collected, and removed.

Local resources may not be adequate to meet emergency requirements. Local governments may need assistance with damage assessments, structural evaluations, emergency repairs to essential public works facilities, stabilizing or demolishing of structures to reduce hazards, and the provision of water for human health needs and firefighting. The Public Works and Engineering function must be able to identify and deploy significant numbers of personnel with public works, engineering, and construction skills along with equipment and materials from outside the affected area in order to provide these services.

The VEOC will organize and deploy Needs Assessment Teams to any localities which have been affected and cannot adequately assess their own critical needs. ESF #3 agencies may be asked to provide qualified technical persons to serve on these teams and to be responsible for the Public Works and Engineering part of the assessment.

Teams have been organized and trained for these specific functions and an appropriate level of readiness is maintained. Resource listings of professional engineers, contractors, and equipment should be maintained as needed. Emergency response teams may be needed for the following public works related functions.

1. Temporary (Emergency) restoration of water supply systems.
2. Emergency demolition or stabilization of buildings.
3. Emergency demolition or stabilization of dams.
4. Contract services for the repair of public works facilities.

Roles & Responsibilities

Virginia Department of Health

- Coordinate environmental health efforts (e.g., response work, database management of environmental sample

results, interpretation of results, and risk communication)

- Keep ESF #8 informed about the status of any potential or occurring water system-related problem in the state and recommend appropriate actions, such as an emergency declaration, when necessary.

- Coordinate emergency assistance with ESF #8.

- Provide the required interface with the Environmental Protection Agency (EPA) and other federal agencies during emergency operations.

- Assess public water utilities, alternative water supplies, unregulated systems, and temporary or mobile treatment systems.

- Evaluate the re-entry and re-occupancy of facilities (e.g., homes, educational, institution and health care facilities) and establish an evaluation process, assessment criteria, and indicators of safe re-occupation.

VDH, Office of Drinking Water

- Assess and report damage through the Field Director based on an on-site inspection.

- Advise local authorities on most effective means of providing emergency services and eliminating real and potential public health hazards. Serve as an engineer and technical advisor where no other such services are available.

- Advise local authorities on restoration of safe drinking water, municipal sewage treatment, and human waste disposal based on priorities set by the Field Director and the Office of Drinking Water.

- Assist local jurisdictions with emergency response and damage assessment.

Department of General Services

- Provide technical assistance in the identification, evaluation, stabilization, rehabilitation, and/or demolition of state owned buildings and facilities.

- Assist, as resources are available, other building code officials in their jurisdiction as requested.

- Assess and develop strategies to protect, stabilize, and restore buildings and facilities of historic significance.

- Ensure that all construction and redevelopment on state-owned property complies with the appropriate building codes, zoning and land use regulations, as well as local and regional comprehensive plans.

- Assist in the management and coordination of emergency contracting services.

- Assist with the review of contract administration terms and conditions in contracts issued for services related to the recovery effort.

- Assist localities, if requested and as resources are available, to process the large number of building permits which may be required.

- Assist with contracting for the removal of debris from state owned property.

- Develop and maintain a list of contractors who provide debris removal, collection, reduction, and disposal services.

- Develop model contracts and generic scopes of work to assist state agencies and local jurisdictions in the development and implementation of their debris removal contracts.

- Assist state agencies and local governments in developing cooperative agreements for debris removal.
- Provide laboratory services to detect and identify any chemical or biological contaminants in water.
- Assist with contracts for essential water needs (potable water.)
- Implement appropriate measures regarding the efficient utilization and distribution of limited water resources (conservation measures).
- Assist responsible entities with the restoration and operation of water and sewage treatment facilities.
- Assist with the enforcement of regulatory standards for the treatment and disposal of waste, as necessary.

Professional Engineers Emergency Response Team

- Assess the scope of damages and estimate repair costs in the following categories: debris clearance, emergency protective measures, road systems, water control facilities, buildings and equipment, and public utility systems.
- Determine the extent to which private homes and businesses have been impacted by the disaster.

Department of Mines, Minerals, and Energy

- When needed, operate at the VEOC and provide technical expertise.

Department of Housing & Community Development

- Support Damage Assessment and Needs Assessment surveys in the disaster area as requested by the VEOC.

Department of Environmental Quality

- Provide technical assistance to wastewater treatment facilities on mitigation, response, and recovery strategies leading up to, during, and following a disaster situation.
- Provide regulatory direction and technical assistance associated with wastewater treatment plants, collection systems, and land application of wastewater.
- Track status of damaged waste water treatment plants and share information with VDH and other agencies as necessary.
- Provide regulatory and technical assistance to state agencies, local jurisdictions, and private contractors regarding environmental issues that will arise during the debris removal, storage, reduction, and disposal process.
- Assist state agencies and local governments in the selection, establishment, management, and closure of debris storage and reduction sites.
- Expedite the permit process to accomplish debris removal in an effective, timely, and efficient manner.

Virginia Department of Emergency Management

- Provide appropriate training and tools to help local and state agencies implement a debris management process and to prepare for the cost recovery processes required by FEMA.
- Establish and coordinate the debris assessment and removal process following a disaster.
- Develop a list of potential local, state, and federal contacts who may serve on the interagency, multi-disciplinary debris

storage and reduction site selection teams.

- Coordinate with the appropriate regulatory agencies regarding potential issues that may arise during disaster response and recovery and their possible resolution.

- Assist state agencies, local governments and other eligible applicants in the preparation and submission of federal disaster assistance grant applications.

Virginia Department of Transportation

- Coordinate the removal of debris from all state transportation facilities (e.g., highways, bridges, tunnels etc.).

- Pre-identify critical routes throughout the state, in cooperation with local governments.

Virginia Department of Forestry

- Coordinate the removal of debris from all state forest facilities (e.g., hiking trails, campsites, fire breaks etc.) in an environmentally sound manner, utilizing public and private resources.

Virginia Water/Wastewater Agency Response Network

- Provide equipment, supplies, and personnel (by resource type) to other VA WARN members without the need for an emergency declaration by the Governor or President.

Department of Conservation and Recreation

- Coordinate the removal of debris from all state park and recreation facilities (e.g., hiking trails, campsites, fire breaks etc.)

- Support requests for public safety and security from the Virginia State Police that are within the agency's capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required

Department of Historic Resources

- Assess and develop strategies to protect, stabilize, and restore buildings and facilities of historic significance.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: public works and engineering services.

Attachment 1 – Water Supply and Wastewater Treatment

Purpose

To assist local governments and public service authorities in the restoration of drinking water and human waste disposal facilities and systems following a disaster or emergency situation.

Organizational Structure

The Virginia Department of Health is the lead agency responsible for assisting localities and coordinating with the VEOC in the event of a water system-related emergency. A public works and engineering function or coordinating office will be established within the VEOC during emergency operations.

Concept of Operations

All water-related problems will be evaluated for their impact on public health. The most serious threats to public health will be corrected first. In the absence of other guidelines, the following priorities will apply:

1. Provision of safe drinking water.
2. Ensuring sanitary human waste disposal.
3. Maintaining general sanitation.

Local governments must develop and maintain emergency response plans and procedures for water-related emergency situations. It should include provisions for repairing system failures quickly and for mandatory conservation in the event of water shortages.

Public drinking water supplies may be owned and operated by local governments singularly, jointly, or by private companies. The Department of Health has regulatory authority over water supplies. The Department of Environmental Quality has regulatory authority over waste water treatment plants.

When a water contamination emergency is localized, the city or county must, in coordination with state authorities (VDH and the VEOC), take action to restrict use during the emergency period.

Local governments must also restrict water use in a severe and widespread water outage or water contamination situation. If appropriate, the Governor may need to declare an emergency to facilitate coordinated action between state and local governments and to permit the state to provide emergency assistance to supplement local efforts.

Attachment 2 – Dam Safety

Purpose

To assist local governments in the evacuation downstream inundation areas and to take other actions as needed to protect human life or property in the event of an imminent or impending dam failure or major spillway discharge.

Organizational Structure

Owners of each dam are responsible for its safe and proper design, construction, operation, and maintenance. Owners of dams that are 25 feet or greater in height, impound 15 acre-feet or greater; or 6 feet or greater in height and impound 50 acre-feet or greater of water, and which are not exempt, nor regulated by others, must comply with the Virginia Dam Safety Act. Smaller dams are excluded.

Should an emergency arise, dam owners are responsible for notifying local government(s) and for recommending evacuation downstream if appropriate. Local governments are responsible for making the decision to evacuate, for effecting evacuation, and for notifying the VEOC. In a backup capacity, the VEOC will also notify affected cities and counties downstream.

In accordance with the Virginia Dam Safety Act, the Virginia Soil and Water Conservation Board administers the dam safety program through the Department of Conservation and Recreation. The Department of Conservation and Recreation also maintains this part of the COVEOP.

Concept of Operations

There are four “classes” of dams from high hazard to low. The owner of each dam covered by the Virginia Dam Safety Act is required to prepare an Emergency Action Plan (EAP). This plan shall include a method of notifying local authorities, and notifying and warning persons downstream of the dam of an impending dam failure or overtopping. A copy of each EAP must be provided to the affected local government, to the regulatory agency, and to the Virginia Department of Emergency Management (VEOC).

Standards have been established for three emergency stages. The affected public will be routinely notified of conditions at a dam during Stage I. If conditions deteriorate to Stage II, the public in the potential inundation area downstream will be alerted for possible evacuation. If conditions deteriorate further to Stage III, local government will declare a local emergency and order an evacuation. It is recognized, of course, that a dam may collapse without warning.

The Virginia Dam Safety Act covers the basic dam safety responsibility for dams in the Commonwealth. All dams are included except those which are specifically excluded All regulated dams except Special Low Hazard (potential damage confined to the owner) require that the owner prepare an Emergency Action Plan.

Large dams that are excluded from the requirements of the Virginia Dam Safety Act, due to licensing or ownership, are regulated by their respective federal agency. The operators of large hydroelectric dams and others licensed by the Federal Energy Regulatory Commission (FERC) are also required to prepare and implement EAPs. Localities must be prepared to evacuate persons downstream from these dams as well as for those under the jurisdiction of the Virginia Dam Safety Act.

Each city and county is required to develop and maintain a local Emergency Operations Plan (EOP) which identifies any federal or state regulated dams in their jurisdiction and which sets forth procedures for the evacuation of persons downstream. Each dam EAP will identify the inundation area and persons to be evacuated.

The possibility of a dam failure without warning is very remote for a large reinforced concrete gravity type dam. Any unsafe condition would normally be detected early and appropriate actions would be taken. If any possibility of dam failure is indicated or if a controlled release from the spillway should be required, the dam owner/operator will notify local government and the VEOC immediately. The failure of smaller rock-fill or earthen type dams, which might result from heavy flooding and/or erosion, is more likely and could occur with little or no advance warning. Such dams should be closely monitored by dam owners and by local officials during and immediately following periods of heavy rain.

Dam Classifications

Dams that are 25 feet or greater in height and impound 15 acre-feet or greater; or 6 feet or greater in height and impound 50 acre feet or greater must be classified as to the degree of hazard potential they impose should the structure fail.

I. (High Hazard) - Probable loss of life; excessive economic loss.

II. (Moderate Hazard) - Possible loss of life; appreciable economic loss.

III. (Low Hazard) - No loss of life expected; minimal economic loss.

IV. (Special Low Hazard) - No loss of life expected; no economic loss to others.

Emergency Stages

When abnormal conditions impact on a dam, such as flooding or minor damage to the dam, the dam owner should initiate specific actions that will result in increased readiness to respond to a potential dam failure.

The following stages identify actions which may be appropriate and available response times:

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

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

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

Attachment 3 – Debris Management

Purpose

To facilitate and coordinate the collection, decontamination, removal, and disposal of debris following a disaster.

Organizational Structure

Debris removal is a function of the Public Works and Engineering Support function. VDOT, DGS, and VDEM are the lead state coordinating agencies and will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies, to facilitate the debris clearance, collection, reduction, and disposal needs of state and local governments following a disaster.

Concept of Operations

Due to the limited quantity of resources and service commitments of state agencies and local governments, the state and its political subdivisions will be relying heavily on private contractors to fulfill the mission of debris removal, collection, and disposal.

Model contracts with a menu of services and generic scopes of work will be developed prior to the disaster to allow state agencies and local jurisdictions to more closely tailor their contracts to their needs, as well as expedite the implementation of them in a prompt and effective manner.

Every state agency and political subdivision will be responsible for managing the debris contract from project inception to completion unless the government entities involved are incapable of carrying out this responsibility due to the lack of adequate resources. In these circumstances, other state and federal agencies will be identified to assume the responsibility of managing the debris contract. Managing the debris contract would include such things as monitoring of performance, contract modifications, inspections, acceptance, payment, and closing out of activities.

Debris Removal Priorities

The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic disaster.

1. Clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area.

2. Providing access to critical facilities pre-identified by state and local governments.

3. Elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public.

Debris Classification

To facilitate the disposal process, debris will be segregated by type. The state will adapt the categories established for recovery operations by the Corps of Engineers. Modifications to these categories can be made as needed. Hazardous and toxic materials/contaminated soils, and debris generated by the event will be handled in accordance with federal, state, and local regulations.

Emergency Support Function #4
FIREFIGHTING

Lead Agencies

- Virginia Department of Fire Programs (VDFP)
- Virginia Department of Forestry (VDOF)

Support Agencies and Organizations

- Department of Conservation and Recreation (DCR)
- Department of Military Affairs (DMA)
- Virginia Department of Transportation (VDOT)
- Department of Corrections (DOC)
- Department of Game and Inland Fisheries (DGIF)
- Virginia Marine Resource Commission (VMRC)
- Virginia State Police (VSP)
- Department of Mines, Minerals, and Energy (DMME)

Purpose

Emergency Support Function (ESF) #4, as part of the Virginia Emergency Response Team (VERT), supports the detection and suppression of wildland, and structural fires.

Scope & Applicability

ESF #4 monitors and supports firefighting activities, including the detection and suppression of fires on all private, state, and federal lands and provides resource support as needed.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- VDFP and VDOF will jointly coordinate the acquisition of personnel and resources to supplement the Virginia Emergency Response Team (VERT) as needed.

- Short-term response for initial attack to fire incidents will be handled at the local level.

- VDOF will participate in the national wildland fire response system and use national training and performance standards consistent with key management principles of NIMS for incident management.

- ESF #4 conforms to national standards and policies to address three priorities:

    1. Life safety (for the public and response personnel).

    2. Incident stabilization.

    3. Property conservation consistent with the tenets of the Incident Command System (ICS).

Organizational Structure

VDFP is responsible for the Structural Fire Service. VDOF is responsible for the Wildland Fire Service as well as for wildfire prevention and suppression throughout the Commonwealth.

Coordination and support of local fire suppression organizations is accomplished through VDOF, VDFP, and VDEM.

At the regional and division level, the Fire Chief of each organization will name a liaison representative to the other organizations and

establish a positive working relationship between organizations.

Concept of Operations

1. Structural

The Virginia Department of Fire Programs is charged with assisting localities and local fire (fire-rescue) departments to achieve and sustain satisfactory fire prevention and suppression capabilities through direct support for training, serving as a clearing house for information, and assisting with the provision of appropriate supplies needed to conduct local training initiatives.

VDFP also maintains a log of key firefighting resources to assist localities, and supports VDOF during wildland fire events.

2. Wildland

Pursuant to § 10.1-1105, 10.1-1139, the State Forester shall supervise and direct all forest interests and all matters pertaining to forestry within the Commonwealth; and shall take such action as is authorized by law to prevent and extinguish forest fires.

The State Forester will coordinate support for local fire fighting operations occurring in forest and grasslands as appropriate. In fulfilling this responsibility, it is assumed that some structural fire fighting resources will be necessary in rural areas as a supplement to the operations of wildland firefighting.

Roles & Responsibilities

Virginia Department of Fire Programs

- Provide liaison as needed with local fire services.
- Provide fire and specialized rescue support to incidents as needed or requested.
- Provide specialized training for structural fire suppression and advanced incident management as appropriate.

Virginia Department of Forestry

- Coordinate and perform wildland fire suppression and response statewide.
- Coordinate and perform forest and forest fire law related enforcement activities statewide, including wildland fire origin and cause investigation and all related criminal and civil actions related to this effort.
- Develop specialized response resources and crews according to capabilities including: dozer crew, chain saw crew, fireline hand crew, equipment repair, other specialized equipment, transportation, etc.
- Provide specialized training for wildland fire suppression and advanced incident management as appropriate.

Department of Conservation and Recreation

- Provide available personnel for fire suppression operations. Develop firefighting hand crews or chain saw crews and crew leaders with training in basic fire control, chain saw use and safety.
- Provide crew boss training for personnel who will supervise crews.
- Provide law enforcement officers for traffic control and security measures and assist in fire investigations.
- Provide available equipment to support suppression operations.
- Assist in repair and maintenance of fire tools and equipment as resources allow.

Department of Military Affairs

- Coordinate state military forces and resources employed in emergency fire suppression operations under the direction of VDOF.
- Provide military support of: back-up communications; area security and traffic control; heavy equipment, such as bulldozers and water supply; aerial reconnaissance; aerial cargo delivery; and water buckets.
- In selected Guard units, provide personnel for firefighting hand crews, dozer crews or chain saw crews and crew leaders with emergency onsite training in basic fire control, chain saw use and safety as necessary to support a response mission.

Virginia Department of Transportation

- Provide personnel to operate heavy equipment in fire suppression operations.
- Develop and provide firefighting hand crews, dozer crews, chain saw crews, and crew boss/leaders.
- Provide equipment; such as chain saws, bulldozers and water tankers.
- Provide ground transportation for fire personnel.
- Provide back-up field communications.
- Provide mechanics for repair and support of fire equipment.
- Provide fuel to support fire fighting operations.

Department of Aviation

- Provide air transportation and support, fire detection, and reconnaissance operations when requested.

Department of Corrections

- Provide personnel, to include inmates within security limitations for support of fire suppression operations.

Department of Game and Inland Fisheries

- Provide personnel to support fire suppression activities to include law enforcement personnel for traffic control and security
- Provide equipment for transportation of fire fighters (to include 4X4 vehicles, boats, etc.).

Virginia Marine Resource Commission

- Provide boats, fixed winged aircraft, and four-wheel drive vehicles for transportation of fire fighters and equipment.
- Provide law enforcement personnel for traffic control, security and fire investigation.

Virginia State Police

- Coordinate evacuation with VDOF, local governing officials and law enforcement personnel.
- Provide back-up field communications and emergency radio repair.
- Provide command post support.
- Assist local law enforcement agencies in providing security, traffic control, and law enforcement at evacuation centers and fire areas.
- Provide rotor and fixed wing aircraft for fire suppression and reconnaissance operations and transportation of fire personnel.
- Assist in the investigation of fires.

Department of Mines, Minerals, and Energy

- Provide personnel to support fire suppression operations.
- Provide transportation for personnel who will supervise crews.
- Provide maps showing locations of gas or oil wells, gathering pipelines and associated facilities.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- Code of Virginia, § 10.1-1105, 10.1-1139.

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: firefighting/fire protection.

Emergency Support Function #5
EMERGENCY MANAGEMENT

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- All Departments and Agencies of the Commonwealth of Virginia

Purpose

Emergency Support Function (ESF) #5 is responsible for supporting overall emergency response activities of the Commonwealth of Virginia. This ESF provides the core management and administrative functions in support of the Virginia Emergency Response Team (VERT) and associated field operations.

Scope & Applicability

ESF #5 coordinates the activities of, and supports all state agencies and partner organizations across the spectrum of emergency management. Activities include alert and notification, staffing or staff augmentation, deployment of emergency response teams, incident action planning, coordination of operations, logistics and materiel, direction and control, and information management.

Policies

- All departments and agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid and other agreements, and model contracts and other aids to assist them in successfully accomplishing their tasks.
- ESF #5 is responsible for facilitating the establishment of statewide support infrastructure in anticipation of requirements for prevention, response, and recovery operations.
- Resource allocation and tasking will be coordinated through ESF #5 using the established processes and procedures.
- ESF #5 staff will identify and resolve resource allocation issues.
- When directed, state agencies will participate in planning and response activities coordinated by ESF #5.
- In conjunction with ESF #15 and ESF #14, ESF #5 staff will establish required field facilities, supplies, and equipment to support state activities related to emergency management. These facilities may include but are not limited to the Joint Information Center (JIC), Mobilization Centers, a Joint Field Office (JFO) and Disaster Recovery Centers.
- ESF #5 staff will support the implementation of statewide mutual aid agreements to ensure an effective and efficient response to affected localities.
- ESF #5 will maintain a workforce of trained and skilled reserve employees to provide surge capability to perform essential emergency management functions on short notice and for varied duration.

Organizational Structure

The Virginia Department of Emergency Management will coordinate this ESF. VDEM Operations Division will maintain the VEOC from which the Governor, or his designee, can coordinate and direct emergency operations statewide.

In time of emergency, VDEM, as ESF #5 lead will provide a centralized location for state government direction and coordination of response and recovery operations. Additionally,

VDEM will advise the Governor or designee, allowing him or her to formulate policy and establish priorities. VDEM will also collect and analyze information, and produce the required reports. Requests for the collection and analysis of data for events impacting host communities and other jurisdictions surrounding fixed nuclear facilities from federal entities will be significant.

ESF #5 facilitates information flow in the pre-incident phase in order to place assets on alert or to preposition assets for quick response. ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for all-hazards operations involving potential and actual threats or incidents.

ESF #5 is the primary interface between local, state, and federal partners.

Concept of Operations

ESF #5 provides trained and experienced staff to fill management positions in the Command, Operations, Planning, Logistics, and Finance and Administration Sections of the VERT response and recovery organization.

ESF #5 will provide support to the general staff functions described below:

- *Command:* Support the command function by providing leadership (VERT Coordinator), planning capabilities, information sharing, administrative, logistics, as well as financial support to senior staff for response and recovery efforts.

- *Operations:* ESF #5 ensures staff for the Operations Section Chief and Deputy Operations Section Chief. The Operations Chief coordinates with other Emergency Support Functions; processes requests for assistance; initiates and manages mission assignments; and coordinates the State Warning Point.

- *Planning:* ESF #5 ensures the Planning Section Chief, Deputy Planning Section Chief and Unit Leaders for the Situation, Plans, Documentation and Technical Specialist branches. ESF #5 coordinates the collection, evaluation, dissemination, and use of information regarding incident potential, response and recovery actions, and the status of resources. The Planning Section is responsible for the Coordination Action Planning process. This includes preparing and documenting priorities; establishing the operational period and tempo; and developing contingency, long-term, demobilization, and other plans related to the incident, as needed.

- *Logistics:* ESF #5 ensures staff for the Logistics Section Chief and Deputy Logistics Section Chief to manage the accountability of supplies and equipment; resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and information technology systems services and other administrative services. Logistics has its own section within ESF #7.

- *Finance/Administration:* ESF #5 ensures staff for the Finance and Administration Section Chief and Deputy Finance and Administration Section Chief to monitor funding requirements and incident costs. The Finance/Administration Section is responsible for employee services, including security for personnel, facilities, and assets. The Finance/Administration Section implements the Finance & Administration Support Annex.

In addition to being the coordination center during emergency situations, the VEOC also serves as the 24-hour alert and warning point for state government. On a daily basis, VEOC staff processes requests for assistance to support hazardous materials incidents, search and rescue missions, and other emergency situations. Local governments may request assistance through the VEOC when a situation requires a response that

is beyond their capability or resources. A separately published VERT Standard Operating Procedure (SOP) is maintained for normal or day-to-day operations.

In the event of an emergency declaration, incident, disaster or pre-planned event, the VEOC may be staffed with designated and trained VERT agency, volunteer organization and private-sector representatives.

VERT SOPs to cover all VEOC and VERT operations are coordinated and maintained by the Operations Division of VDEM for these entities.

A VDEM Regional Coordinator or Hazardous Materials Officer may be dispatched to any city or county threatened by or experiencing an emergency or major disaster. They will provide support to the impacted locality and provide an ongoing assessment of the situation in that location to the VEOC.

After the impact of a major disaster, if local government is unable to provide the needed situation reports and if critical needs are known to exist, the VERT may deploy resources to the impacted area.

Mobile Assets may be dispatched, as needed, for on-scene emergency or communications support according to VERT SOP(s).

As the operation progresses from the pre-incident phase through response and into recovery, ESF #5 continues to provide immediate, short-term, and long-term planning functions in coordination with other ESFs engaged in the operation and with those who are operating under agency statutory authorities.

During recovery operations, the major activity may shift to a forward location near the impacted area in order to be more responsive to the immediate needs of the state and federal agencies working in direct support of local recovery needs. When this occurs, previously designated staff from VDEM and other state and volunteer agencies will deploy to the forward operating location that is usually located in the Joint Field Office (JFO). As the JFO staff assumes responsibility for recovery operations, the VEOC staff will be scaled down accordingly and eventually return to Routine Operations.

Roles & Responsibilities

Virginia Department of Emergency Management

- Coordinate, activate and direct state assets and capabilities to respond to an incident or hazard, and coordinate with local governments and other appropriate entities.
- Coordinate planning activities including immediate, short-term, and long-range planning. The implementation priorities, response planning and operations are developed, implemented and tracked.
- Coordinate operations, activation and deployment of assessment assets.
- Coordinate overall VERT staffing at appropriate facilities.
- Provide the informational link for VEOC operations and serve as the centralized repository for the receipt and analysis of Local Situation Reports.

All Departments and Agencies of the Commonwealth of Virginia

- Provide personnel to the VERT as requested to assist ESF operations and provide situational and incident-specific information to ESF #5. All agencies, as directed, identify staff liaisons or points of contact (POCs) to provide technical and subject-matter expertise, information and staff support for operations within the purview of each agency.

Authorities & References

Authorities

- Code of Virginia, Section § 44-146.14. Findings of General Assembly.
- Code of Virginia, Section § 44-146.16. Definitions.
- Code of Virginia, Section § 44-146.17. Powers and duties of Governor.
- Code of Virginia, Section § 44-146.18. Department of Emergency Services continued as Department of Emergency Management; administration and operational control; coordinator and other personnel; powers and duties.
- Code of Virginia § 44-146.18:2. Authority of Coordinator of Emergency Management in undeclared emergency.
- Code of Virginia, Section § 44-146.24 Cooperation of Public Agencies
- Code of Virginia § 44-146.26. Duties of emergency management organizations.
- Code of Virginia § 44-146.28. Authority of Governor and agencies under his control in declared state of emergency.
- Code of Virginia § 44-146.35. Powers and duties of the Department of Emergency Management.

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: direction/control and coordination; information and planning; alert and notification; and warning.
- EMAP 4.11: Operations and Procedures
- EMAP 4.12: Facilities

Emergency Support Function #6
MASS CARE, EMERGENCY ASSISTANCE, HOUSING, & HUMAN SERVICES

Lead Agency

- Virginia Department of Social Services (VDSS)

Support Agencies and Organizations

- Virginia Department of Agriculture and Consumer Services (VDACS)
- Department of Behavioral Health and Developmental Services (DBHDS)
- Department of Criminal Justice Services (DCJS)
- Virginia Department of Emergency Management (VDEM)
- Department of General Services (DGS)
- Department of Housing and Community Development (DHCD)
- Department of Military Affairs (DMA)
- Office of the Attorney General (OAG)
- Virginia Criminal Injuries Compensation Fund (VCICF)
- Virginia Information Technologies Agency (VITA)
- Virginia State Police (VSP)
- Virginia Voluntary Organizations Active in Disaster (VAVOAD)
- Virginia Department of Health (VDH)
- Virginia Public Institutions of Higher Education
- Department of Human Resource Management (DHRM)
- Virginia Department of Deaf and Hard of Hearing (VDDHH)

Purpose

Emergency Support Function (ESF) #6 supports local government and nongovernmental organization (NGO) efforts to address the non-medical mass care, emergency assistance, housing, and human services needs of individuals and/or families impacted by natural or human-caused disasters.

Scope & Applicability

ESF #6 promotes the delivery of services and the implementation of programs to assist individuals, households and families impacted by potential or actual incidents. This service delivery includes immediate relief, short-term housing and relocation assistance and direct financial services for individuals impacted by an incident within jurisdictions of the Commonwealth of Virginia.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- Medical care, nursing facilities, assisted living facilities, mental health and residential facilities including prisons are responsible for developing and implementing plans for their patients/residents in an evacuation. Facility management should consult with local government in the development of plans.
- Local, regional and state human services organizations may be requested to assist with ESF #6 functions. The majority of voluntary disaster relief organizations with active disaster response resources in Virginia are members of the Virginia VOAD. In emergency situations VAVOAD is represented in the VEOC (in ESF #17) to coordinate the provision of resources from its member organizations.
- ESF #6 will coordinate with ESF #8 in developing partnerships and written agreements with the health care community for the provision of health care services to those sheltered who do not require hospital admission, but do require medical attention.

- The special needs cadre (representatives from VDEM, VDDHH and other agencies that support citizens with special needs) will coordinate resources for local governments to assist with providing for citizens with special or functional needs.

- Local plans should make reasonable accommodations for evacuation and sheltering of diverse populations as listed below:

    - ✓ Populations with communication or mobility limitations (deaf, blind, non-English speaking, wheelchair bound).

    - ✓ Populations with conditions that may require assistance with daily activities but do not require hospital admission or hospital sheltering.

    - ✓ Populations who are transportation dependent or have no means to evacuate themselves out of harm's way.

    - ✓ Populations who present themselves accompanied by pets and/or service animals.

Organizational Structure

VDSS is designated the lead agency for ESF #6 and maintains overview of ESF #6 activities, resolves conflicts, and responds to ESF #6 inquiries.

In the Commonwealth of Virginia, local government is the entity responsible for providing ESF #6 services for persons within its jurisdiction. The local DSS is generally responsible for ESF #6 functions although shelter operations may be, by written agreement, delegated or shared with the local American Red Cross chapter or other local organization as delineated in the local EOP.

Concept of Operations

In coordination with ESF #17, this ESF will coordinate the provision of sheltering, feeding, emergency first aid, emergency relief supplies and other basic human services provided by government and nongovernmental voluntary agencies.

During routine operations VDSS will support local DSS planning efforts to develop and maintain a capability to care for displaced persons in public shelters and prepare to care for the disabled, the elderly, and other special medical needs populations in time of emergency, primarily by encouraging and facilitating self-sufficiency.

The four primary functions of ESF #6, Mass Care, Emergency Assistance, Housing, and Human Services, are outlined below.

1. <u>Mass Care</u>

The ESF #6 mass care function includes:

Coordination: Beginning at the local level to bring together the non-medical human services of government and non-government organizations.

- *Shelter:* An emergency shelter is an immediate short-term accommodation either (1) designated by local officials for persons threatened by or displaced by an incident (Refer to Mass Care in Standard Shelter Operations), or (2) designated by state officials directing a mandatory evacuation across jurisdictional boundaries either before or after an incident (Refer to Shelter Operations in Support of A Mass Evacuation).

  Public emergency shelters will provide accommodations for all population groups. Appropriate provisions must be made within the shelter facilities to accommodate people with special medical needs that do not require hospital admission, people without their own

transportation, and registered sex offenders.

Additionally, sheltering for pets and service animals must be included in planning and coordinated with ESF #11.

For mass evacuations directed by state officials, the VDSS will coordinate the designation of shelter facilities and the operation of shelters for people who evacuate out of their home jurisdiction.

- *Feeding:* Feeding is provided to disaster victims and emergency workers through fixed sites, mobile feeding units, and/or bulk distribution of food. Feeding is based on sound nutritional standards and to the extent possible includes meeting the requirements of victims with special dietary needs, to the best extent possible.

  The Department of Social Services will implement the Emergency Disaster Supplemental Nutrition Assistance Program (D-SNAP) when appropriate.

- *Emergency First Aid:* Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care facilities and at designated sites. Provision for services is coordinated with ESF #8.

- *Bulk Distribution:* Emergency relief items, limited to urgent needs, are distributed through sites established within the affected area. These sites are used to coordinate the distribution of emergency relief supplies.

2. Emergency Assistance

The ESF#6 emergency assistance function addresses immediate needs beyond the scope of the traditional mass care provided at the local level.

These services include:

- Activation of State Managed Shelters, to include the registration and tracking of shelter occupants.

- Reunification Services: This service provides a means for displaced separated families to seek out and/or give information that may be used to cross-reference to connect and /or reunite family members impacted by an emergency event.

- Functional needs support services.

3. Housing

The ESF #6 housing function involves monitoring the need and availability of housing units to be used temporarily for displaced people. Additionally, housing includes assisting in the implementation of the federal disaster assistance program to provide financial assistance to persons whose homes were damaged in the incident.

4. Human Services

The ESF #6 human services component coordinates various government and nongovernmental organizations that implement programs and provide services for people impacted by the disaster. These services include the following:

- Provision of behavioral health services.

- Services to expedite benefit claims, financial assistance, and applications for service.

- Case management.

- Direct support services such as building clean-up, debris removal and child care.

- Implementation of Other Needs Assistance (ONA) in coordination with VAVOAD, local governments, and ESF #14.

In disasters with significant casualties, Family Assistance Centers (FACs) may be established to provide a central location for the seamless delivery of services across multiple government and nongovernmental voluntary organizations. VDEM maintains the Commonwealth of Virginia Family Assistance Center Plan to aid the family and friends of disaster victims. *See Attachment 2.*

Roles & Responsibilities

Virginia Department of Social Services

- Coordinate all activities assigned to ESF #6 in accordance with this plan.
- Provide support as outlined in the Commonwealth FAC Plan.
- Prior to the declaration of an emergency, coordinate with the DGS Division of Engineering and Buildings to perform the duties of the building official for all state-owned buildings or structures designated for use as an emergency evacuation shelter under the provisions of § 36-98.1 notwithstanding any other provisions of the Code of Virginia to the contrary.

Virginia Department of Agriculture and Consumer Services

- Coordinate with DSS regarding mass sheltering so that the sheltering of companion and service animals is adequately incorporated.

Department of Behavioral Health and Developmental Services

- Provide support as directed and as outlined in the Commonwealth FAC Plan.

Department of Criminal Justice Services

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Department of Emergency Management

- Provide leadership and support as outlined in the Commonwealth FAC Plan.
- Provide a Special Needs Coordinator to co-lead with VDDHH to address special needs populations.

Department of General Services

- Provide support as outlined in the Commonwealth FAC Plan.
- Through the Division of Engineering and Buildings, function as the building official for all state-owned buildings or structures and for all buildings and structures built on state-owned property used for sheltering. The Division shall review and provide building permits, certificates of occupancy, as appropriate, all such state-owned buildings for use as emergency evacuation shelters.

Department of Housing and Community Development

- Provide access to information on housing units to use temporarily for displaced people.
- Assist in providing access to information on federal disaster assistance programs which allow communities to transition to longer term recovery efforts.

Department of Military Affairs

- Provide Liaison Teams to each SMS for coordination and training purposes.
- Provide security elements in support of VSP's SMS security operations.

Office of the Attorney General

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Criminal Injuries Compensation Fund

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Information Technologies Agency

- Provide support as outlined in the Commonwealth FAC Plan.

Virginia State Police

- Provide support as outlined in the Commonwealth FAC Plan.
- Provide security at state managed shelters.

Virginia Voluntary Organizations Active in Disasters

- Coordinates activities of volunteer organizations in support of ESF #6.
- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Department of Health

- Provide public health and medical in support of evacuation & sheltering operations.
- Provide support as outlined in the Commonwealth FAC Plan.

Virginia Public Institutions of Higher Education

- When required, assist DGS with the identification of buildings that may be identified for use in the State Managed Shelter Program as emergency evacuation shelters at individual campuses.
- Provide support as outlined in the State Managed Shelter Memorandum of Understanding at individual campuses.

Department of Human Resource Management

- Activate the Adjunct Emergency Workforce (AEW) and provide staffing for shelters.
- Maintain a list of qualified individuals with specialized skill sets that may be used for ESF #6 operations.

Virginia Department of Deaf and Hard of Hearing

- Provide a Special Needs Coordinator to co-lead with VDEM to address special needs populations.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- Code of Virginia § 36-98.1

References

- Commonwealth of Virginia Family Assistance Center Plan, version 2011 July
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: mass care; sheltering; and food, water, and commodities distribution.

Attachment 1 – Mass Care in Standard Shelter Operations

Purpose

To provide state support to local ESF #6 functions.

Organizational Structure

Shelter management will be determined by the local jurisdictions EOP.

Concept of Operations

1. Local

Shelter operations are a local government function to be provided in accordance with local Emergency Operations Plans (EOPs). The EOP should identify assignment of duties and responsibilities and public shelter facilities; describe provisions for feeding, overnight sleeping accommodations, back-up power, augmented communications to include radio backup, a medical aid station, security, traffic control and fire inspections; and set forth procedures for operating each public shelter.

In the Commonwealth of Virginia, local government maintains the overall legal responsibility for the sheltering of its citizens. Through partnership, the resources of DSS, American Red Cross (ARC), and other organizations may be made available to support local sheltering operations.

A memorandum of understanding should be signed by both the local government and the local ARC chapter when both parties enter into agreement.

Local government will arrange shelter training for its employees usually through the ARC. Local governments will periodically exercise their capability to operate public shelters. Localities will use established procedures (local EOC to VEOC) to request assistance. Requests will be processed and delivery coordinated through the appropriate ESF in the VEOC.

The local DSS, in conjunction with the local ARC, will provide information to the local EOC on the number and location of shelters opened and the numbers of evacuees. Shelter information for the public will be provided to the media through the local Public Information Officer (PIO).

Shelter managers will collect and compile information for reports as needed. Information will include data on sheltering, feeding and staff resources. This information must be included on the daily shelter operations status report to the local EOC for inclusion in the local daily report to the VEOC and/or updates in WebEOC.

2. State

The VEOC will notify VDSS designee whenever a local request for shelter assistance is made during a local emergency. The VEOC may request the designee report to the VEOC when a developing situation is likely to require sheltering support to localities.

VDSS may collaborate with ARC to establish and maintain liaison with the VEOC before and during an emergency.

VDSS in conjunction with the ARC will coordinate with local government, local social services agencies, and local ARC chapters to ensure that adequate shelters are opened when needed, that special needs individuals are considered, and the public is informed of personal supplies to bring to a shelter, and the location of the shelter.

VDSS and ARC will work with their local counterparts to will support the local DSS and ARC chapters to ensure that shelters are provided with adequate comfort and relief supplies when opened.

When the local EOC requests state assistance for mass care needs, DSS will coordinate the assistance with other state agencies and non-

governmental organizations through the VEOC Virginia Emergency Response Team (VERT).

VDSS and ARC will collect and compile information for reports as needed. Information will include number and location of local shelters opened, number of occupants, feeding and staff resources. This information will be documented in the VEOC Situation Reports and shared with the VEOC Joint Information Center (JIC).

Attachment 2 – Family Assistance Center (FAC)

Purpose

A FAC is a facility that is established as the result of a mass casualty/fatality incident, wherein a significant number of victims and/or family members are expected to request information and assistance. It is an organized, calm, professional, and coordinated method of assistance delivery in a safe and secure environment.

The FAC provides a centralized location where a seamless service delivery system built on multi-agency coordination will result in the effective dissemination of information and assistance to all impacted families. It will assist family members by providing counseling, information on the current situation, and a location where families can be reached to assist the law enforcement agencies in collection of missing persons data.

The Commonwealth of Virginia Family Assistance Center Plan (a separate published document) is designed to provide state agencies the management framework under which they will cooperate to establish, operate, and close a FAC.

Scope

The plan pertains to any incident or accident of significance to the Commonwealth that causes or potentially causes mass casualties or missing individuals, unless otherwise determined by appropriate authorities.

The core services provided at a FAC will include:

- Call Center
- Reunification and Identification
- Missing Persons Activities
- Missing Persons Phone Line
- Information
- Behavioral Health Care
- Registration
- Referrals
- Mass Fatality Services
  - Antemortem Data Collection
  - DNA Collection Samples
  - Medical Records Collection
  - Family Notification

Support Services include:

- Spiritual Care
- Daycare
- Communications
- Transportation
- Health and Medical
- Mass Care

Any local jurisdiction, with or without a FAC plan, may request assistance from the VEOC. The Commonwealth may implement the plan, in whole or part, to support a locality in the conduct of its FAC or in the absence of a FAC

The Governor will declare a state of emergency and make all necessary agency resources available to support the operation of a state-managed FAC.

Any incident requiring the establishment of a FAC that occurs on state-owned property, including public colleges and universities, will be coordinated by VDEM.

Organizational Structure

The Virginia Department of Emergency Management (VDEM) is the lead agency for the execution of this plan.

Supporting agencies and organizations include:

- Virginia Department of Health
- Virginia Criminal Injuries Compensation Fund
- Virginia Department of Social Services
- Virginia Department of State Police
- Virginia Department of General Services Virginia Department of Criminal Justice Services

- Virginia Department of Labor and Industry
- Virginia Information Technologies Agency
- Virginia Department of Behavioral Health and Developmental Services
- Office of the Attorney General

Authorities & References

- Code of Virginia, Title 44, Military and Emergency Laws, Chapter 3.2, Emergency Services and Disaster Law

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended

- Aviation Disaster Family Assistance Act of 1996, Public Law 104-264, as amended

- Foreign Air Carrier Family Support Act of 1997, Public Law 105–148, as amended

- U.S. Code, Title 10, Armed Forces, various

Emergency Support Function #7
LOGISTICS MANAGEMENT & RESOURCE SUPPORT

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Department of Corrections (DOC)
- Department of Criminal Justice Services (DCJS)
- Virginia Department of Fire Programs (VDFP)
- Department of General Services (DGS)
- VDEM Disaster Service Contractors
- Private Sector Partnerships
- All other state agencies not listed when applicable

Purpose

Emergency Support Function (ESF) #7 supports and coordinates the logistics and resource management process in coordination with other Virginia Emergency Response Team (VERT) ESF representatives, local governments, federal government, and private sector partners. The mission of ESF 7 is to provide a basis for the management and provision of resources in support of emergency response and recovery operations.

Scope & Applicability

For the purposes of this annex, "Resource Management" refers to, but is not limited to, the provision of personnel, facilities, services, and materials

ESF #7 consists of, but is not limited to, emergency relief supplies, facility space, office equipment, office supplies, telecommunications, contracting services, transportation services, security services, and personnel required to support response activities.

ESF #7 provides support for requests not supportable by other ESFs, including mutual aid and excess and surplus property. Resource management will continue until the disposition of excess and surplus property, if any, is completed.

Policies

- All departments and agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- The primary responsibility for resource management when responding to local emergencies rests with local governments. If local resources have been fully committed to an incident and additional assistance is required, a local government may request assistance through the Virginia Emergency Response Team (VERT).

- Localities and State Agencies should first exhaust their own channels of support (e.g., procurement contracting, state owned resources, and mutual aid agreements) before turning to the state for resource support.

Organizational Structure

VDEM is the lead agency for Logistics Management and Resource Support.

This ESF addresses the overall organization for resource management and includes a specific section for Mutual Aid.

The Logistics Section maintains strong relationships with its private sector partners by way of the Private Sector Liaison Program. This program facilitates information sharing practices in an effort to "force-multiply" resource capabilities across the Commonwealth.

Concept of Operations

ESF #7 will coordinate the delivery of assistance as appropriate. The group will also manage the support resources needed for the operational capability of the VEOC, including information systems and the VEOC facility itself.

ESF #7 will develop and maintain the Logistics Management Plan.

ESF #7 responds to resource needs by looking first to the resources of state agencies and local governments, then to commercial contracts and finally to federal resources.

Mutual aid includes Statewide Mutual Aid (SMA) and the Emergency Management Assistance Compact (EMAC).

ESF #7 will make every attempt to deliver resources to the requesting entity as quickly as possible after receiving approval.

ESF #7 will maintain a coordinated framework for State resource management activities that includes logistics planning, preparedness, implementation, private sector engagement, and evaluation in support of disaster operations.

ESF #7 focuses primarily on the allocation, preparation, and deployment of resources.

Logistics personnel:

- Anticipate initial requirements based on hazard analysis, historical data and forecasted intelligence.
- Participate in the development of the Coordination Action Plan.
- Develop tactical logistics plans for consideration by the VERT leadership.
- Establish communications and coordination among state logistics partners (public and private), in-state mutual aid and participating EMAC states, to begin initial planning for transportation of goods and to locate mobilization and staging areas if needed.
- The Logistics Section maintains vendor information through the Private Sector Liaison Program, Department of General Services (DGS), and the Logistics Section Procurement Staff.
- Coordinate with private sector partners as to what resource potentials may be available. The Private Sector Liaison will work with private sector partners to develop the private sector situational awareness "picture" in the impacted areas and integrate that information into the Commonwealth's overall logistics response strategy.

ESF #7 also works with the impacted local emergency managers, VDEM Local Support Services, and GIS Unit within the Plans Section of the VERT to forecast resource requirements for people in the affected areas.

In conjunction with the applicable State Agencies, Logistics may request to utilize pre-designated "Push Packages" such as the Strategic National Stockpile, Strategic Veterinary Stockpile, etc. as needed.

1. <u>Response Operations</u>

The Resource Management Section is comprised of, but not limited to:

- Resource Management and Coordination Unit
- Information Systems Unit
- Logistics Support Unit
- Procurement Unit

2. Facilities and Spacing Management

State owned facilities are to be used whenever possible and practical. (State Facilities list will be provided by DGS at the time of the event).

Lease and free use facilities and distribution sites will be identified throughout the state utilizing Local Support Services.

Roles & Responsibilities

Virginia Department of Emergency Management

- Assist local governments and state agencies with the provision of essential supplies when requested via logistics programs (SMA, EMAC, request management processes, procurement, etc).
- Manage disaster services contracts for goods and services.

Department of Corrections

- Provide staffing for the Logistics Section and provide resources when applicable.

Department of Criminal Justice Services

- Provide staffing for the Logistics Section.

Virginia Department of Fire Programs

- Provide staffing for the Logistics Section.

Department of General Services

- Manage contracts for goods and services.
- Provide contract subject matter expertise staffing for the Logistics Section.
- Provide resource support for warehouse operations.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- VDEM Logistics Management Plan
- Disaster and Emergency Services Contracts
- Statewide Mutual Aid Agreement
- Emergency Management Assistance Compact
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: resource management.
- EMAP 4.8: Resource Management and Logistics
- EMAP 4.9: Mutual Aid
- EMAP 4.12: Facilities

Attachment 1 – Interstate and Intrastate Mutual Aid

Purpose

This section ensures the effective and efficient exchange of services and resources before, during, and after an emergency.

Organizational Structure

The Virginia Department of Emergency Management is responsible for assisting member jurisdictions of Virginia's SMA program and member states of the EMAC.

Concept of Operations

SMA and EMAC requests for assistance are received by pre-determined points of contact within the Operations Division and VDEM Senior Staff. Procedures for SMA and EMAC requests are contained in the Logistics Management Plan.

During routine operations, designated staff within VDEM are responsible for developing and maintaining interstate (between states, e.g. EMAC) and intrastate (within a state, e.g. SMA) mutual aid planning documents and, when needed, coordinating the exchange of services and resources between SMA member jurisdictions or the Commonwealth of Virginia and EMAC member states.

The Commonwealth should be prepared to deploy an equipped and trained EMAC A-Team of either two members (Type 2 Team) or four members (Type 1 Team) for a period of two weeks in support of EMAC activities in a disaster impacted EMAC member state or area.

Planning and coordination responsibilities for these activities are assigned to the Logistics Section staff assigned to the VEOC. The Logistics Section may request and receive a Type 2 EMAC Forward A-Team in advance of an anticipated disaster impacting the state (e.g. hurricane). This team will form the EMAC cell of the Logistics Section in the VEOC. Its mission is to implement EMAC on behalf of the Commonwealth of Virginia by coordinating and facilitating the provision of assistance from other member states.

Emergency Support Function #8
PUBLIC HEALTH & MEDICAL SERVICES

Lead Agency

- Virginia Department of Health (VDH)

Support Agencies and Organizations

- Virginia Department of Agriculture and Consumer Services (VDACS)
- Department of Behavioral Health and Developmental Services (DBHDS)
- Department of Environmental Quality (DEQ)
- Department of Game and Inland Fisheries (DGIF)
- Department of General Services (DGS)
- Department of Military Affairs (DMA)
- Department of Social Services (VDSS)
- Virginia State Police (VSP)
- Virginia Voluntary Organizations Active in Disaster (VAVOAD)
- Department of Health Professions (DHP)

Purpose

Emergency Support Function (ESF) #8 provides the mechanism for coordinated assistance to supplement local government and non-governmental resources in response to public health and medical care needs. Veterinary and/or animal health issues are included, as is the coordination of fatality management operations, when appropriate.

Scope & Applicability

ESF #8 provides supplemental assistance to local governments in identifying and meeting the public health and medical needs of victims of an incident. This support is categorized in the following core functional areas:

- Assessment of public health/medical needs (including behavioral health)
- Public health surveillance
- Medical care personnel
- Medical equipment and supplies
- Emergency Medical Services
- Environmental health monitoring and response
- Fatality management
- Support to mass care and public works emergency support functions
- Patient evacuation
- Patient care
- Safety and security of drugs
- Blood and blood products
- Food safety
- Agriculture safety
- Behavioral health care
- Potable water/wastewater disposal
- Veterinary medical support

Policies

- All departments and agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- VDH is the lead agency for ESF #8, for federal and state public health medical expertise.

- VDH coordinates zoonotic disease response (diseases that can be transmitted from vertebrate animals to humans, e.g. rabies, anthrax, or ringworm).

- The Commissioner of Health will delegate operational authority over the agency's work units throughout the state to the Deputy Commissioner of Public Health & Preparedness utilizing the incident command system.

- The VDH Emergency Coordination Center (ECC) and the local Health Department Operations Centers will serve to support the state and local Emergency Operations Centers.

Organizational Structure

ESF #8 coordinates the provision of all health and medical assistance to fulfill the requirements identified by the affected local governments or other appropriate authorities.

VDH's response capability is provided through the Central Office staff in Richmond, regional teams and field offices, the 35 local health districts and their respective local health departments, and by the OCME District Offices.

VDH's response is performed by the following central office divisions and offices: Office of Emergency Preparedness (OEP), Office of Epidemiology, Radiological Health Program (Rad Health), Office of Risk Communication, Education and Training (ORCE), Office of Emergency Medical Services (OEMS), Office of Drinking Water (ODW) and Office of the Chief Medical Examiner (OCME), and is supported by the DBHDS.

Field operations are carried out by VDH Local Health Districts, local EMS agencies, local Community Services Boards and specialized regional teams tasked with hazard-specific duties. District Health Directors and other field responders are part of local emergency management programs and will respond as indicated in local emergency operations plans.

Concept of Operations

The Commonwealth's plans for health and medical services are predicated upon the concept that emergency operations begin at the local level. District health directors, local emergency medical services agencies, local medical examiners and local mental health services providers will respond in accordance with their jurisdiction's plans. State assistance will be provided upon request when emergency or disaster needs exceed local capabilities.

VDH internal plans and procedures provide the basis for more detailed appendices and procedures that may be used in an emergency response.

District Health Departments have been assigned emergency response and recovery duties and responsibilities and are required to develop and maintain an all hazards plan(s) as part of the local government and VDH plans. Hazard specific annexes to the VDH plan will contain more detailed procedures as needed, to include increased readiness action checklists and specific reporting requirements.

The VDH OCME maintains plans and procedures for management of mass fatalities under its jurisdictional authority for the state. Local and District Health Departments will refer to the OCME fatality management plan for deaths under Medical Examiner jurisdiction. As the Commonwealth's subject matter expert (SME) in fatality management, the OCME provides written guidance for localities on fatality management operations for deaths resulting from a naturally occurring disease outbreak, which are the responsibility of the locality.

1. <u>Disease Prevention</u>

The VDH Office of Epidemiology is responsible for developing plans and procedures for the surveillance and investigation of all reportable diseases, as well as emerging infectious diseases of public health importance. The VDH Office of Epidemiology and local health districts will disseminate plans and procedures as appropriate, and will manage resources and provide technical assistance in accordance with these plans.

VDH has developed emergency operations plans and procedures to:

- Maintain a surveillance system for the early detection of communicable diseases and other events of public health importance.
- Ensure the appropriate investigation of cases, contacts and/or other affected parties during an event of public health importance.
- Improve the ability of staff to make rapid decisions in a public health emergency.
- Implement measures to reduce the secondary transmission of communicable diseases during a public health emergency.
- Establish the capability to implement isolation or quarantine measures as needed during an event of public health importance.
- Maintain standards and monitor safety of food and water during an emergency; respond in a radiological emergency, and, provide support to Public Works and Engineering for water and waste water programs.

The OCME may assist with disease investigation through its statutory requirement to assume jurisdiction over deaths suspected of resulting from:

- Infectious diseases originating from either a bio-terrorism event or the initial presentation of an emerging infection leading to an epidemic. The OCME does not have jurisdiction over clearly natural deaths due to natural disease under non-suspicious circumstances, e.g. influenza deaths.
- Natural events (e.g., hurricane, earthquake) as well as nuclear, biological, chemical or other mass fatality events.
- Homicidal, suicidal, accidental, or undetermined causes related to a mass casualty event. Bioterrorism deaths are homicides.

The OCME will also act as the SME for all Fatality Management Operations in the Commonwealth.

2. Medical Supplies, Equipment, and Dispensing

VDH is responsible for coordinating the availability of emergency life-saving pharmaceuticals and/or medical supplies to the general public, hospitals, healthcare providers and partner agencies. A limited quantity of pharmaceuticals, nerve agent antidotes and medical supplies are maintained for this purpose through various mechanisms such as the State Pharmacy, local Health Departments, Metropolitan Medical Response System (MMRS) caches, Chempacks, etc. Once local and state resources are deemed insufficient to accommodate the situation, VDH will activate the Commonwealth's Strategic National Stockpile (SNS) Plan, and through that plan, request Federal SNS Program assistance.

Roles & Responsibilities

Virginia Department of Health

- Health Districts have the responsibility for the establishment of dispensing sites. Staffing and operation of the dispensing sites is the responsibility of the Health District and city or county government.
- Prevention of disease to include surveillance and investigation of diseases and other conditions, implementation of intervention measures and environmental and water quality response.
- Dispense medical supplies and equipment; and providing life-saving pharmaceuticals and medical supplies with or without the activation of the SNS.

- Mass Patient Care to include pre-hospital emergency medical services, hospital care and partnership with the intra-state aid and the National Disaster Medical System.

- Fatality Management operations and coordination to include post mortem disease surveillance, death scene management operations, forensic examinations and collections, victim identification services and ante-mortem data collection with oversight provided by the OCME.

- Provide guidance and technical assistance regarding emergency evacuation of persons with functional needs.

- Assess public health and medical needs to include support of regional and local teams.

- Patient evacuation in cooperation with federal, local, and private organizations.

- Assist with the planning for and coordination of transporting seriously ill or injured patients and medical needs populations from casualty collection points in the impacted areas.

- Assist local and federal responders with a coordinated response in support of emergency triage and pre-hospital treatment, patient tracking, and distribution.

- Provide appropriate personnel, equipment, and supplies for deployed public health and medical teams.

- Provide support for public health matters for radiological incidents. Support multiagency response to a domestic incident as necessary and appropriate.

Virginia Department of Agriculture and Consumer Services

- Ensure an integrated response to provide for the safety and well-being of household pets and service and companion animals.

- Ensure safety of food and water sources regulated by VDACS.

- Assist VDH with investigation of any outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease pertaining to livestock and poultry.

- Provide appropriate personnel, equipment, and supplies for deployed public health and medical teams.

Department of Behavioral Health and Developmental Services

- Coordinate the provision of mental health services to include crisis counseling in emergencies.

Department of Environmental Quality

- Provide technical assistance and information on the environment including atmospheric release of hazardous materials and information on protective actions.

Department of Game and Inland Fisheries

- Assist VDH with investigation of zoonotic disease outbreaks.

- Manage wildlife populations to minimize impacts on human and animal populations.

- Monitor wildlife populations for event related impacts.

Department of General Services

- Provide public health and diagnostic laboratory services at the Division of Consolidated Laboratory Services (DCLS) laboratory to support public health investigations.

Department of Military Affairs

- Provide logistical support to public health/medical response including medical personnel for casualty clearing/staging and other missions as needed like aero-medical evacuation and medical treatment.
- Emergency decontamination capabilities.
- Chemical and radiological detection, and identification and monitoring capabilities.
- Provide security for SNS as available.

Department of Social Services

- Provide direction, support and advice on mass care sheltering services; addressing the needs of at-risk population groups.
- Virginia 2-1-1 System serves as the public health information call center during public health emergencies and mass casualty incidents

Virginia State Police

- Provide security for SNS; secure movement of needed blood and blood product supply; and quarantine enforcement assistance, if necessary.
- Establish an adult missing persons call center and assist in disposition of cases.
- Share missing person data with ESF #8 in support of identification of the dead and seriously wounded.
- Supports local death scene investigations and evidence recovery.
- Conduct Casualty Notification services when requested by the OCME.

Virginia Voluntary Organizations Active in Disaster

- Provide specific health and/or medical support or response teams in emergencies based on their charters and authorities.

Department of Health Professions

- Provide information and advice on the delivery of health care by licensing qualified health care professionals.
- Enforce standards of practice and provide information to practitioners and consumers on health care services.

Authorities & References

Authorities

- Robert T. Stafford Disaster Assistance and Emergency Assistance Act, Public Law 93-288, as amended, Section 416.

References

- EMAP 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: public health and medical services

Attachment 1 – Mass Care

Purpose

To assist local governments and hospitals in caring for significant numbers of casualties during an incident.

Organizational Structure

On the state level VDH, through the OEMS and the Regional Hospital Coordinating Centers, is responsible for coordinating the provision of requested resources to assist localities in the provision of effective, rapid medical care after a mass casualty event that exceeds the localities' capabilities.

Concept of Operations

The EMS system during a Mass Care Incident consists of licensed emergency medical services agencies, trauma centers and hospitals (with operating emergency departments, as well as hospital surge capacity), deployable specialized medical teams, related health facilities capable of supporting emergency care and the fatality management system and federal assets.

Local emergency medical services (EMS) consist of: government, commercial, and volunteer agencies. Pre-hospital care is provided by ambulance and rescue organizations, and by combination agencies.

Hospitals: Acute care hospitals include Level I, Level II and Level III Trauma Centers. Other acute care hospitals not designated as trauma centers offer emergency care at varying levels of complexity and include three federally operated Veterans Administration hospitals which will be available for the treatment of non-veteran patients during a federally declared disaster.

Regional EMS Organizations: Regional Emergency Medical Services Councils and Regional OEMS Program Representatives who provide knowledge of the local resources available to assist with regional mutual aid response.

1. <u>Hospital Coordination</u>

Hospitals are organized, for planning and response, into six regions. Each region has identified a Regional Healthcare Coordinating Center (RHCC). In response to an event requiring coordination of information and/or medical resource allocation among hospitals within a region or among hospital regions, the RHCC will be activated for emergency coordination.

The role of the RHCC is to assess the current capacity, capability and resource needs of the regional hospitals and appropriately re-allocate medical material, equipment and personnel within the region. If regional resources are insufficient to meet current or projected needs, the RHCC requests support from other hospital regions.

VDH will monitor hospital status from the VDH ECC, facilitate the inter-regional re-allocation of medical resources and initiate the appropriate resource request for interstate or federal support to the VEOC via the ECC ESF-8 desk.

Each hospital region's RHCC will be activated when local conditions dictate and as indicated by the need to disseminate emergency information to all regional hospitals or among RHCCs and the VDH. The RHCC structure is in addition to and does not replace the relationships and coordinating channels established between the individual health-care facilities and their local emergency coordinating centers and/or health department officials. This structure is intended to enhance the communication and coordination of specific issues related to the healthcare component of the emergency response system at both the regional and state levels.

2. <u>State Organization</u>

The Office of EMS coordinates Health and Medical Emergency Response Teams (HMERT) that include EMS Task Forces and Responder Rehabilitation Strike Teams comprised of all

volunteer staffing. When available, these teams can deploy with vehicles and personnel to support and/or augment EMS resources in an affected locality.

3. Mutual aid and Federal Organization

Additional medical resources, patient evacuation, mortuary and veterinary assistance, and other support may be needed to accommodate a response. These may be made available through state resources, e.g., statewide mutual aid, as well as EMAC and federal avenues. These resources, if needed, will be requested.

Attachment 2 – Emergency Mental Health Services

Purpose

To assist responders by the provision of behavioral health services during an incident.

Organizational Structure

The DBHDS is responsible for the coordination of and provision of mental health services to include Psychological First Aid counseling coordination in emergencies.

These services are to be provided by the DBHDS and the community services boards across the Commonwealth and agents hired to augment staffing during an event and period of recovery immediately following any event with a Presidential Declaration including Individual Services authorization defined by SAMHSA as Immediate Services Program and the Regular Services Program period.

Concept of Operations

In the event of a major disaster, the DBHDS will conduct or implement the following actions:

- Assure that the state's DBHDS facilities and community services boards are aware of their responsibilities in the event of a major disaster, participate in local emergency services planning activities, and have in place necessary procedures and plans for responding to major disasters.

- Direct the state's DBHDS facilities to implement their emergency preparedness plans, to include provisions for relocating patients/residents as required.

- Direct the state's DBHDS facilities and community services boards to establish liaison with local governments and to assist with local emergency operations, as appropriate. Implement psychological first aid counseling services as agreed in local Emergency Operations Plans.

- Provide SAMHSA CCP grant application and management assistance, supervising vendor and community services board staff who are providing psychological first aid counseling services during a major disaster. If needed, Community services board(s) in the disaster area should request DBHDS to coordinate with other community services boards in unaffected areas of the state in order to send additional psychological first aid counseling staff to help in designated disaster area(s).

- Provide additional assistance as requested by the VDEM, within the capability of the Department, to include on-site visits to assess service needs and the provision of needed technical assistance.

- Provide support and assistance to community services boards and other local agencies, volunteer associations and federal agencies according to the capability of its facilities, during emergency operations.

- In the event of a major disaster, through mental health centers or other programs, provide crisis counseling services following a major disaster (if there is a Presidential disaster declaration authorizing the use SAMHSA Grant or Stafford Act funding in support of crisis counseling funding). The grants and applications provision of these services shall be coordinated with DBHDS, local emergency management officials and VDEM.

Attachment 3 – Mass Fatality Management

Purpose

To ensure an effective and coordinated response to incidents that result in any number of fatalities that exceeds the capabilities of local governments.

Organizational Structure

The VDH, Office of the Chief Medical Examiner (OCME) will assume the lead role in fatality management for deaths that fall under the statutory authority of OCME. For OCME deaths, the OCME will directly coordinate fatality operations with local and federal Law Enforcement, Emergency Medical Services, Hospitals, Incident Command, Federal Disaster Mortuary Operational Response Teams, local, state or federal Hazardous Material Teams, Funeral Directors and any other responding organizations/agency(ies) involved with fatality management. Local or District Health offices will report to the OCME if they become involved in fatality management operations.

Concept of Operations

OCME does not have jurisdiction over clearly natural deaths due to natural disease under non-suspicious circumstances, e.g. seasonal influenza deaths. OCME will investigate naturally occurring deaths which may represent an emerging infection that could pose a public heath threat, but for any additional deaths once the agent is known, the decedent's physician is required to sign the death certificate for his/her patient. The OCME is available to act as the SME for the Commonwealth in a natural disease event and will assist law enforcement in decedent identification.

VDH, Office of the Chief Medical Examiner, has a statutory responsibility to assume jurisdictional authority over all deaths in Virginia which meet the following criteria (per Code of Virginia § 32.1-277 to 32.1-288.):

- Accidental deaths during or following natural events (e.g., hurricane, earthquake) as well as nuclear, biological, chemical or other fatality events.
- Homicidal, suicidal, accidental or undetermined causes related to a mass casualty event. (Bioterrorism deaths are homicides.)
- Suspected infectious diseases that may represent a bio-terrorism event or the initial presentation of an emerging infection that may result in an epidemic.

The OCME will provide guidance on unusual circumstances in which deaths should be reported for investigation by the Medical Examiner system. To determine if avian influenza, pandemic flu, emerging infection or bioterror agent has arrived in Virginia, the OCME will take jurisdiction in a limited number of cases to establish the index case for the following situations:

- A death that meets criteria for an emerging infection and needs to be confirmed by culture of blood and tissues. This includes the first "native" cases of pandemic flu in Virginia.
- Illness and death in an animal worker (e.g., poultry, swine) where illness is suspected as flu, to confirm whether or not flu had been contracted from animal exposure.
- Any flu-like illness resulting in the death of a family member/companion of a poultry worker to prove human to human

transmission. The worker should also be tested if not done so previously.

- A death of an individual who has traveled to or from a high risk area.
- The first diagnosed case in a hospital that needs documentation of virus in tissue.

OCME will coordinate the documentation, numbering, collection, recovery, transportation, storage, examination identification and release of human remains to 'Next-of-Kin' for cases falling under OCME jurisdiction.

When the OCME has jurisdiction, it will coordinate its activities at the scene with the lead investigative law enforcement or HAZMAT authority, at both the District and Central OCME offices. During augmentation or activation of the Virginia Emergency Response Team (VERT) the OCME will coordinate with the Virginia EOC and VDH ECC. During times when the VEOC and VDH ECC are under normal operations the OCME will keep both informed of the situation and conditions of the event.

Resource requests for OCME fatality operations will go directly to the ESF #8, Health and Medical Services at the state EOC. Operations Officers for the event will be notified of OCME requests to keep the local incident command staff and the local ESF #8 desk at the local EOC informed. Local governments are expected to provide all required services (Family Assistance Centers, fingerprinting, forensic photographers, etc.) to the OCME to identify decedents falling under their jurisdiction.

OCME expects that agencies and organizations involved in a response may include but not be limited to some or all of the following: VITA, DFS, DOC, VDGIF, VDOT, VDEM and the Virginia Funeral Directors Association.

Emergency Support Function #9
SEARCH & RESCUE

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Department of Conservation and Recreation (DCR)
- Virginia Department of Fire Programs (VDFP)
- Virginia Department of Forestry (VDOF)
- Department of Game and Inland Fisheries (DGIF)
- Virginia Marine Resources Commission (VMRC)
- Virginia State Police (VSP)
- Department of Military Affairs (DMA)
- Civil Air Patrol (CAP)
- Virginia Search and Rescue Council Organizations

Purpose

Emergency Support Function (ESF) #9 rapidly deploys components of the Search and Rescue (SAR) Response System to provide specialized life-saving assistance to local jurisdictions during any type of incident. Search and Rescue activities include locating, accessing, stabilizing, and transporting lost, missing, stranded or trapped subjects to a place of safety or another provider within the chain of the emergency response system.

Scope & Applicability

The SAR Response System integrates a broad range of professional and technical specialists who respond to a wide range of mission assignments. Mission assignments are divided into three primary operational environments of Search and Rescue:

- Land Search and Rescue
- Maritime Search and Rescue
- Catastrophic Incident Search and Rescue

It is understood that certain skill sets may have crossover to one or more of the three operational environments of Search and Rescue.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- SAR will deploy any or all available resources, including trained personnel, facilities and appropriate equipment to locate and render necessary assistance to persons, aircraft and vessels in known jeopardy, or presumed to be in jeopardy.

Organizational Structure

The Virginia Department of Emergency Management (VDEM) is the lead agency responsible for the state-level coordination of Search and Rescue activities. Requests for state or federal SAR assets and coordination will be made through the Virginia Emergency Operations Center (VEOC), which serves as the State Rescue Coordination Center (SRCC).

Other state agencies may provide SAR resources or conduct SAR operations within their jurisdiction or capability and may assist SAR efforts at the local, state, or federal level.

Each local jurisdiction should designate a Local SAR Coordinator through a jurisdictional SAR plan, local emergency operations plan, or other form of designation. The Local SAR Coordinator is responsible for SAR operations with their respective political subdivision, including training, organization, and response. In the absence of a formal appointment of a Local SAR Coordinator, it is presumed that the Chief Law Enforcement Officer of that jurisdiction will serve as the default Local SAR Coordinator. The Chief Law Enforcement Officer is the senior law enforcement official of the primary law enforcement agency for a given political subdivision. It is further understood that a SAR incident, and in particular a missing person incident, may occur as the result of criminal activity and would therefore be the responsibility of law enforcement.

Federal agencies may participate in SAR operations within the Commonwealth either by direct jurisdictional authority and responsibility, or in response to a request for assistance from the SRCC.

Concept of Operations

Regardless of the cause or size of the incident, SAR operations are conducted to affect the rescue and/or recovery of:

- Overdue, lost, missing, stranded, injured, or trapped persons.
- Overdue, missing, or downed aircraft.
- Overdue, missing, disabled, stranded, or sinking vessels.

The VEOC will allocate requested SAR resources based upon availability and the appropriateness of the request.

The VEOC will notify the Air Force Rescue Coordination Center (AFRCC), the Coast Guard District Five Operations Center (CGDFIVE OPCEN), or the Federal Emergency Management Agency (FEMA) if federal resources are needed.

- The AFRCC retains jurisdiction at the federal level for incidents involving missing / overdue civil aircraft (both commercial and general aviation), and military aircraft over U.S. air space.
- The AFRCC will coordinate search efforts through the SRCC and state assistance will be determined upon the circumstances of each incident.

Roles & Responsibilities

Virginia Department of Emergency Management

- Coordinate SAR efforts statewide to include the deployment and use of SAR assets to support operations at the local, state or federal level.
- Assist with the coordination of SAR assets for national or international SAR incidents upon request.
- Serve as the coordinating agency (SRCC) at the state level for incidents involving civil aircraft presumed lost over Virginia air space.
- Administer wilderness-based SAR performance standards and conduct SAR training for law enforcement, fire-rescue, EMS, and volunteer SAR organizations.
- Maintain a database of SAR resources and SAR incidents coordinated by the SRCC.
- Provide on-scene or direct coordination of specific SAR incidents under the following criteria:
    - ✓ Any incident at the request of the local jurisdiction.
    - ✓ All declared overdue / missing aircraft events that result in a ground search effort.

- ✓ Any incident that involves on-scene multi-state jurisdictional coordination.
- ✓ Any viable intra-state lost or missing person search that cannot be assigned local responsibility due to lack of initial geographical specific incident assessment information. Once local jurisdiction can be assigned, coordination responsibility will immediately transfer to the Legal Responsible Agent.
- ✓ Any high-profile incidents involving state coordinated assets as determined by the State Coordinator of Emergency Management or his/her designee.

Department of Conservation and Recreation

- Support requests for SAR assets within their capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Virginia Department of Fire Programs

- Support requests for SAR assets within their capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Virginia Department of Forestry

- Provide human-tracking bloodhounds, aerial photography resources, and GIS-based mapping capabilities to support SAR missions.

Department of Game and Inland Fisheries

- Support requests for SAR assets within their capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Virginia Marine Resources Commission

- Support requests for SAR assets within their capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Virginia State Police

- Support requests for SAR assets within their capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Virginia Department of Military Affairs

- Support requests for SAR assets within their capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Civil Air Patrol

- Support requests for SAR missions within their capabilities and within the parameters of existing agreements, protocols, and statutes as required.
- The Civil Air Patrol is a shared asset between the Commonwealth and the U.S. Air Force, and may be tasked directly through the AFRCC in accordance with existing agreements and operational protocols.

Virginia Search and Rescue Council Organizations

- Volunteer SAR organizations who hold a Memorandum of Understanding with VDEM, and are affiliated with the Virginia Search and Rescue Council, provide resources and assistance to local, state, and federal agencies in accordance with existing agreements, operational

procedures, or statutes upon request for services to the SRCC.

Authorities & References

Authorities

- Search and Rescue Agreement between the Commonwealth of Virginia and the United States Air Force
- Statement of Understanding between the Commonwealth of Virginia and the United States Coast Guard
- Joint Agreement between the Commonwealth of Virginia and the Commander, Virginia Wing, Civil Air Patrol
- Memorandums of Understanding between the Commonwealth of Virginia Department of Emergency Management and Volunteer Search and Rescue Groups
- Virginia Emergency Services and Disaster Laws

References

- The National Search and Rescue Plan
- The Land Search and Rescue Addendum to the National Search and Rescue Supplemental
- The Catastrophic Incident Search and Rescue Addendum to the National Search and Rescue Supplemental
- The Virginia Search and Rescue Plan
- FEMA 508-8: Typed Resource Definitions – Search and Rescue
- FEMA 509-8: Job Titles – Search and Rescue
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster.

Emergency Support Function #10
OIL & HAZARDOUS MATERIALS RESPONSE

Lead Agencies

- Virginia Department of Emergency Management (VDEM)
- Virginia Department of Environmental Quality (DEQ)

Support Agencies and Organizations

- Virginia Department of Health (VDH)
- Department of Game and Inland Fisheries (DGIF)
- Department of Mines, Minerals, and Energy (DMME)

Purpose

Emergency Support Function (ESF) #10 provides for state-coordinated and directed support in response to an actual or potential discharge and/or uncontrolled release of oil or hazardous materials.

Scope & Applicability

The Virginia Hazardous Materials Response Plan serves as the basis for all actions taken by ESF #10.

The federal government has concurrent jurisdiction and may also respond to oil and hazardous materials incidents using the mechanisms of the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) (found at 40 CFR 300, et. seq.) without activating ESF #10. Federal authority stems from the Comprehensive Environmental Response, Liability, and Compensation Act (CERCLA) and authorities granted by the federal government.

Hazardous materials are defined under Virginia Law (Title 44-146.34) as: substances or materials which may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored or disposed of, which may include materials which are solid, liquid, or gas.

Hazardous materials may include toxic substances, flammable and ignitable materials, explosives, corrosive materials, chemical and biological substances, and radioactive materials. This includes those substances or materials in a form or quantity which may pose an unreasonable risk to health, safety, or property when transported, and which the Secretary of Transportation of the United States has so designated by regulation or order.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- The Virginia Hazardous Materials Response Plan serves as the basis for all actions taken by ESF #10. This annex requires that all oil and hazardous materials releases under state jurisdiction be reported to the Virginia Emergency Operations Center (VEOC).

- When the incident has federal involvement all actions will be guided by the NCP as well. The NCP requires that all releases of oil and hazardous substances under federal jurisdiction be reported to the National Response Center (NRC).

- The VEOC and the NRC will maintain a close working relationship and mutually coordinate all reports of oil and hazardous materials/hazardous substances releases made to either entity.
- Response actions will be coordinated with and consistent with those described

by the National Response System (NRS). The NRS is a network of agencies, programs, and resources with responsibilities in oil and hazardous materials response. Virginia is a member of the Region 3 Regional Response Team (RRT) composed of select federal agencies and the Region 3 states. RRT activities are described in various Area Plans and other documents. To the extent practicable, all ESF #10 actions will be taken in accord with RRT and NRS guidelines.

- When there is federal presence at the scene of an actual or potential release of oil or hazardous material/hazardous substance the State On-Scene Coordinator (SOSC) will coordinate with the Federal On-scene Coordinator (FOSC). Both the SOSC and the FOSC will coordinate their activities through ESF #10.

Organizational Structure

ESF #10 coordinates the division and specification of responsibilities among state agencies and on-site response organizations, personnel, and resources that may be used to support response actions (including those from the Virginia National Guard and federal agencies). ESF #10 is applicable to all state agencies with responsibilities and assets to support local response to actual or potential oil or hazardous materials incidents. ESF #10 may also coordinate with local governments and private entities as appropriate.

At the site of any oil or hazardous materials incident the VERT may deploy a SOSC to represent the Commonwealth in all on-scene decisions related to the mitigation of the incident. This SOSC should be a VDEM Hazardous Materials Officer (HMO), but may be a representative of another state agency as appropriate. Where the primary impact of a release or potential release would be to property and the environment the SOSC should be a representative from the Department of Environmental Quality. In either case, the SOSC has the authority to initiate all appropriate state actions to assist local governments.

Concept of Operations

Appropriate response and recovery actions can include efforts to detect, identify, contain, clean-up or dispose of related oil and hazardous materials. Specific actions may include: stabilizing the release through the use of berms, dikes, or impoundments; capping of contaminated soils or sludge; use of chemicals and other materials to contain or retard the spread of the release or to decontaminate or mitigate its effects; drainage controls; fences, warning signs, or other security or site-control precautions; removal of highly contaminated soils from drainage areas; removal of drums, barrels, tanks, or other containers that contain oil or hazardous materials; and other measures as deemed necessary.

In addition, ESF #10 may be used to respond to actual or threatened releases of materials not typically considered hazardous under the National Contingency Plan (NCP) but that, as a result of an incident, pose a threat to public health or welfare or to the environment. Appropriate ESF #10 response activities to such incidents may include, but are not limited to, water quality monitoring and protection, air quality sampling and monitoring, household and business hazardous waste collection, and the permitting and monitoring of debris collection and disposal related to the clean-up and recovery phase.

Roles & Responsibilities

Virginia Department of Emergency Management

- Coordinate and support plans and procedures to address the full spectrum of technological hazards.

- Operate and maintain a state communications center to receive, prepare, and disseminate notifications, warnings, and associated protective

actions to local, state and federal agencies involved in the response.

- Provide HMO(s) to the incident that will act as the State On scene Coordinator to provide guidance and coordination among on scene agencies.
- Establish and maintain a comprehensive safety program.
- Establish and support regional hazmat teams in cooperation with local and federal governments, and private industry to enhance statewide response capabilities to technological hazards.
- Provide manpower in the collection, analysis and assessment for spill response.
- Coordinate needs assessment and damage assessment operations.

Department of Environmental Quality

- Support collection, analysis and assessment of air and water quality samples.
- Support collection, analysis and assessment of meteorological data.
- Provide technical assistance in development of protective strategies for risks posed by releases of hazardous materials or oil spills.
- Provide technical and regulatory assistance regarding the removal, storage, and disposal of debris/wastes.
- Provide technical advice on countermeasure strategies to address real or potential environmental impacts relating to an emergency/disaster.

Virginia Department of Health

- Provide advice/guidance regarding the threat to human health posed by the release of the hazardous materials and recommend protective action measures.

Department of Game and Inland Fisheries

- Assess impacts and coordinate wildlife recovery efforts.

Department of Mines, Minerals, and Energy

- Provide any necessary and essential technical expertise, personnel and equipment in support of the VEOC during emergency operations and recovery related to an actual or potential discharge or release of oil or hazardous material.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- Federal Water Pollution Control Act and the Oil Pollution Act of 1990

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: hazardous materials.

Emergency Support Function #11
AGRICULTURE & NATURAL RESOURCES

Lead Agency

- Virginia Department of Agriculture and Consumer Services (VDACS)

Support Agencies and Organizations

- Department of Conservation and Recreation (DCR)
- Department of Environmental Quality (DEQ)
- Virginia Department of Forestry (VDOF)
- Department of Game and Inland Fisheries (DGIF)
- Department of General Services (DGS)
- Virginia Department of Health (VDH)
- Department of Historic Resources (DHR)
- Virginia Department of Social Services (VDSS)
- Virginia Department of Transportation (VDOT)
- Virginia Marine Resources Commission (VMRC)
- Library of Virginia (LVA)
- Virginia Cooperative Extension (VCE)

Purpose

Emergency Support Function (ESF) #11 supports local authorities and the efforts of other state agencies to provide nutritional assistance, ensure the safety and security of the commercial food supply, control or eradicate, as appropriate, any outbreak of contagious or reportable animal disease or any outbreak of economically devastating plant pest or disease, protect natural and cultural resources and historic properties; and provide for the safety and well-being of household pets during an emergency response or evacuation situation.

Scope & Applicability

ESF #11 includes five primary functions:

1. Providing nutrition assistance: Includes determining nutrition assistance needs of disaster victims, obtaining bulk food supplies, and arranging for delivery of the supplies.

2. Includes implementing an integrated Federal, state, and local response to either an outbreak of a highly contagious or reportable disease, or an outbreak of an economically significant plant pest or disease. Ensures coordination with ESF #8 and DGIF, and issues in natural disasters are supported.

3. Ensuring the safety and security of the commercial food supply: Includes the inspection and verification of food safety in slaughter and processing plants; products in distribution and retail sites; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; and field investigations.

4. Protection of natural, cultural and historic (NCH) resources: Includes appropriate response actions to conserve, rehabilitate, recover, and restore NCH resources related to the direct affects of a disaster or the actions taken to restore resources affected by a disaster in coordination with DHR.

5. Providing for the safety and well-being of household pets: Works in coordination with the Department of Emergency Management, ESF #6 (Mass Care, Housing, and Human Services); ESF #8 (Public Health and Medical Services); ESF #9 (Search and Rescue); and ESF #14 (Recovery) to ensure an integrated response that provides for the safety and well-being of household pets.

Policies

- All departments and agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

Organizational Structure

VDACS is the lead agency for ESF #11 in the Virginia Emergency Operations Center (VEOC) and is responsible for the coordination of this function, and for the maintenance of this part of the Commonwealth of Virginia Emergency Operations Plan (COVEOP). Each of the five ESF #11 functions is supported by federal and state agencies, non-governmental organizations and the private sector. Additional support agencies may be needed to provide the resources to assist with all five ESF #11 functions.

Volunteer agencies and professional organizations play major support roles in ESF #11.

- The Federation of Virginia Foodbanks, an affiliate of Second Harvest, a national distribution network for donated food, assists local providers with food supplies.

- Representatives from the Virginia Veterinary Medical Association (VVMA), the Virginia Federation of Humane Societies (VFHS), the Virginia State Animal Response Team (VASART), the Virginia Animal Control Association (VACA), and the Virginia Animal Fighting Task Force (VAFTF) work with representatives from the Virginia-Maryland Regional College of Veterinary Medicine, VDEM and VDACS to assist localities with the emergency sheltering of household pets and service animals.

- Virginia Poultry Disease Taskforce and other entities in support of a response to animal disease outbreaks.

Concept of Operations

ESF #11 staff will respond to the VEOC when an incident threatens to disrupt the routine protection of the food supply and distribution systems, or cause animal and/or plant disease outbreaks, or endanger animal health, or endanger historic, cultural or natural resources, or endanger the safety and well-being of household pets. ESF #11 will implement standard procedures and coordinate actions to assist local governments.

1. <u>Provision of Nutrition Assistance</u>

A catastrophic or major disaster will deprive substantial numbers of people access to food and/or the means to prepare food. The food supply and distribution network will be interrupted until roads are cleared and power is restored. Without power, many commercial cold storage and freezer facilities will be inoperable and much of the existing food supply inventory may be destroyed.

Disaster education initiatives by state and local government agencies and voluntary organizations will advise the public to stockpile food and water supplies sufficient for their household for 5 to 7 days. Residents in a disaster area must be prepared to care for themselves until the normal food supply and distribution system has been restored or supplemental food supplies have arrived.

During the increased readiness period, ESF #11 will develop estimates of the number of people who will need food based on damage projections.

The earliest situation reports and damage assessments will indicate the level of immediate human needs including food, and the condition of the infrastructure including the transportation system and the power grid.

VDACS will assist affected local governments as needed with the provision of essential food supplies to mass care facilities. Such assistance will include locating items and making them available and ensuring pick-up and delivery

through other ESFs. This assistance will be provided only during that period when local governments are unable to manage on their own due to disaster effects.

After the delivery of food supplies to the disaster area, it will be the responsibility of the receiving local government to secure and distribute these supplies to disaster victims.

The delivery of food to victims of disasters is dependent upon food sources, food protection services, transportation resources and food delivery systems. Conditions in the disaster area determine the appropriate methods of delivering food to individuals. Food can be delivered to disaster victims and relief workers by prepared meals in fixed or mobile feeding facilities, by bulk through foodbanks or other volunteer agencies.

The Commonwealth of Virginia will not solicit or encourage the donation of food supplies. VDEM will advise local governments to also discourage the donation of food supplies. Providing food from known inventories using established systems and procedures is more efficient than using donated food supplies. Despite efforts to discourage food donations some donations may be received.

Food supplies in the impacted area must be from sources acceptable to VDACS or VDH before they can be used or distributed. This includes donated food, and food services to disaster victims in mobile or fixed feeding facilities.

State agencies that purchase, store, and deliver food as part of their normal operations will cooperate with VDACS in locating and providing surplus food for delivery to the disaster area. These agencies include those which operate food services for their own residential populations (prisons, colleges, hospitals) and those that assist with the distribution of food to local government facilities (schools and health departments).

State personnel will coordinate with local officials to ensure the ample and timely delivery of essential food supplies. They will assess the effectiveness of the disaster relief food distribution operation and address any problems. VDACS and VDH will assist with restoration of the local food supply and distribution system. Grocery stores and other food outlets should be able to resume normal operations within several days once road access and electric power have been restored.

2. Animal and Plant Disease and Pest Response

VDACS has the primary responsibility for monitoring the incidence rates of animal and plant diseases and pest infestations affecting agriculture.

VDACS has developed procedures to address animal diseases including quarantine, depopulation and disposal activities designed to stop the spread of the pathogen, limit the number of animals that must be euthanized and minimize the effect of the disease on people, the economy and the environment.

3. Safety and Security of the Commercial Food Supply

A natural or manmade disaster could threaten the safety and security of the commercial food supply. Natural disasters may damage or destroy food storage facilities, cause floods and interrupt electrical power resulting in contamination and temperate abuse of food. Man made incidents may result in food contamination by chemical, biological, radiological, nuclear or explosive agents. Fires and food-transporting vehicle accidents may also cause food contamination.

VDACS and VDH have trained personnel and plans for responding to natural or manmade disasters that may have rendered food unsafe for consumption. The two agencies will coordinate activities to maximize the use of resources. When presented with a food safety or security mission, staff in ESF #11 will contact the VDACS Program Manager, Office of Dairy and Foods, or the Program Supervisor for Food Safety and Security. These individuals will

coordinate with staff at VDH, plan the response and keep staff in ESF #11 informed.

If the mission assigned specifically involves dairy products or meat and poultry products, the VDACS Program Supervisor for Dairy Services or the VDACS Program Manager for the Office of Meat and Poultry Services will be contacted respectively. These individuals will keep ESF #11 staff informed of actions taken.

4. Protection of Natural, Cultural and Historic (NCH) Resources

During the recovery phase of a disaster, care must be taken to protect NCH resources. Personnel with the expertise on NCH resources do not normally staff ESF #11. ESF #11 will either be augmented or a meeting will be called to address protection of a NCH resource. Participants may include DCR, DEQ, DGIF, DGS, DHR, VDACS, and other organizations as appropriate.

5. Safety of Household Pets

VDACS may be augmented by volunteers in ESF #11 and may coordinate with ESF #17 for assistance in identifying staff members and supplies needed to address the safety and well being of household pets. The primary focus will be missions assigned to assist local and state managed pet shelters. Localities are responsible for managing local pet shelters, but may request assistance for additional staff and supplies through the VEOC. VDACS, with assistance from other organizations and individuals, is responsible for state managed pet shelters. Incident Commanders for state managed pet shelters will seek assistance for additional staff and supplies through the VEOC. Most of these requests will be directed to ESF #11. Guidance and resource lists will be maintained in ESF #11.

Roles & Responsibilities

Virginia Department of Agriculture and Consumer Services

- Locate food sources and allocate as appropriate. Delivery of food will be coordinated through other ESFs.
- Coordinate a response to an outbreak of highly contagious or economically devastating animal/zoonotic disease, an outbreak of a harmful or economically significant plant pest or disease.
- Ensure that areas impacted by the disaster are a high priority for the food safety inspections and verifications as appropriate.
- Coordinate protection of endangered species.
- Coordinate the sheltering of household pets.

Department of Conservation and Recreation

- Natural heritage resource protection.
- Water quality protection.
- Provide advice and support to VDACS for protection of endangered plant and insect species.
- Provide advice and guidance related to the response, recovery and restoration of natural area preserves and state parks that are affected by a disaster event.

Department of Environmental Quality

- Provide regulatory and technical assistance regarding air and water quality protection.
- Coordinate and provide expertise to VDACS and VDH regarding policies on animal wastes and waste water disposal at state and local pet shelters.

Virginia Department of Forestry

- Provide incident management personnel to support command and control functions.
- Provide specialized heavy equipment to support emergency plant and animal disposal operations.
- Protection of forests and streams of the Commonwealth.

Department of Game and Inland Fisheries

- Protection of endangered species.
- Monitor impacts on threatened and endangered species.
- During recovery phase, utilize facilities to support reestablishment of damaged wildlife populations.

Department of General Services

- Coordinate and provide expertise regarding state-owned historic resources.

Virginia Department of Health

- Ensure that areas impacted by the disaster are a high priority for the food safety inspections and verifications required by law.
- Coordinate and communicate with VDACS regarding potential public health threats that relate to the ESF 11 mission.
- Coordinate and communicate regarding any animal bites at state management pet shelters on areas such as incident recording, animal confinement and release.

Department of Historic Resources

- Principal organization to identify and evaluate cultural and historic resources, and to help federal, state, and local authorities assess damage to and appropriate treatment to protect, conserve, rehabilitate, restore or mitigate damage to cultural historic resources in the event of a disaster or catastrophic event.

Virginia Department of Social Services

- Coordinate with VDACS regarding mass sheltering so that pet sheltering is adequately incorporated.

Virginia Department of Transportation

- Coordinate and provide expertise regarding road conditions and logistics including food delivery and sheltering routes.
- Provide ground transportation, back-up communications, and other available resources as needed in support of State EOC operations.

Virginia Marine Resources Commission

- Coordinate and provide expertise regarding air and water quality protection.

Virginia Cooperative Extension

- Assess agricultural damage, including designating representatives to serve as members of damage assessment teams, and communicating with the agricultural community on protective actions and measures.

Library of Virginia

- Provide preservation, scientific/technical, and records and archival management advice and information to help secure and prevent or minimize loss of resources pertaining to documentary and archival records and historic documents.
- Provide preservation, scientific/technical, and records and archival management

advice and information for stabilization, security, logistics, and contracting for recovery services of damaged resources pertaining to documentary and archival records and historic documents.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: agriculture and animal management.

Emergency Support Function #12
ENERGY

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Department of Mines, Minerals and Energy (DMME)
- State Corporation Commission (SCC)
- Virginia Electric Cooperatives
- Dominion Virginia Power
- Appalachian Power Company (APCO)

Purpose

Emergency Support Function (ESF) #12 is responsible for coordinating the restoration of damaged energy systems and components during an emergency incident.

Scope & Applicability

ESF #12 collects, evaluates, and shares information on damaged energy systems and estimates the impact within the affected areas. The term "energy" includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components. Additionally, ESF #12 provides information concerning the energy restoration process such as projected schedules, restoration timelines, geographic information on the restoration, and other information as appropriate.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- Restoration of normal operations at energy facilities is the responsibility of the facility owners.

Organizational Structure

SCC is the designated commodity manager for Natural gas and electric power.
DMME is the commodity manager for petroleum products and solid fuels (primarily coal).

ESF #12 maintains lists of energy-centric critical assets and infrastructures, and continuously monitors those resources to identify and correct vulnerabilities to energy infrastructure.

ESF #12 addresses significant disruptions in energy supplies, whether caused by physical disruption of energy transmission and distribution systems, unexpected operational failure of such systems, or unusual economic or political events.

ESF #12 addresses the impact that damage to an energy system in one geographic region may have on energy supplies, systems, and components in other regions. Consequently, energy supply and transportation problems can be intrastate, interstate, and/or international.

The private sector will be relied upon to manage independently until it can no longer do so, or until the health, safety, and welfare of citizens are at risk. The industries will be expected to establish their own emergency plans and procedures and to implement them through their own proprietary systems.

In the event of a potential or actual energy shortage, the SCC and DMME will, as requested by the Governor and in coordination with the

Virginia Emergency Response Team (VERT), implement voluntary and/or involuntary conservation measures as appropriate and allowable by law.

If the energy supply situation worsens and a state of emergency is declared, mandatory conservation measures may be required. SCC and DMME will then provide technical assistance and staff support to the VERT as requested.

Following an incident, the Virginia Emergency Response Team (VERT) with staff support from SCC and DMME, will coordinate the provision of emergency power and fuel to affected jurisdictions to support immediate response operations. They will work closely with federal energy officials, other Commonwealth support agencies, and energy suppliers and distributors. During emergency incidents designated SCC and related state agency personnel report through the VERT for coordination of emergency response activities.

Concept of Operations

ESF #12 will respond to the VEOC when an incident has or threatens to disrupt the routine energy production and distribution networks. ESF #12 will implement standard procedures and coordinate actions to assist local governments. While restoration of normal operations at energy production and distribution facilities is the primary responsibility of the owners of those facilities, ESF #12 provides the appropriate supplemental assistance and resources to enable restoration in a timely manner.

Roles & Responsibilities

Virginia Department of Emergency Management

- Collect, evaluate, and share information on damaged energy systems and estimate the impact within the affected areas.
- Coordinate the implementation of voluntary and mandatory energy conservation measures once the Governor has declared a “state of emergency.”

Department of Mines, Minerals and Energy

- Receive requests from fuel oil suppliers, transporters, or trade associations to implement vehicle weight and driver hours of service waivers. Communicate these requests to VDEM, who will coordinate implementation of the waivers with VDOT, VSP, and the federal government, and communicate news about the issuance of these waivers to the petroleum distribution industry.
- Coordinate with trade associations to share information and prepare needs assessments.
- Maintain current contact information with the petroleum product and propane distribution and delivery industry.
- Provide data regarding supplies and use of petroleum products.
- Coordinate regional contacts. Renew contacts with key contacts annually or more often as needed.
- Maintain ready-to-go guidance materials to assist State government facility managers responding to a petroleum products energy emergency.
- Be prepared to advise the Governor during an energy emergency. The Governor will direct conservation measures and other actions, usually as recommended by federal guidance, through the DMME or, in the event of a state of emergency, through the VEOC.
- Develop and maintain the Petroleum Products and Coal Energy Emergency Handbook, to include key contacts in government and industry, ready-to-go press releases, and other guidance materials for implementing voluntary and mandatory conservation measures.

- Assist and provide technical expertise as needed to the Office of the Secretary of Commerce and Trade and to the VEOC during an energy emergency.

- Receive and review reports submitted by the SCC, major industries that use coal, coal dealers, and local governments regarding impending coal shortages and potential consequences of continued reductions in supply.

- Keep the VEOC and state agencies informed as necessary about the status of coal when potential or actual shortages exist.

- Keep information resources available so the public may be fully informed on matters pertaining to a coal shortage.

State Corporation Commission

- Monitor natural gas supplies, including establishing alert points where increased emergency preparedness would be taken.

- Provide liaison with federal agencies and the natural gas industry to provide the earliest possible warning of shortages.

- Develop and maintain priorities and rules for curtailment and allocation procedures for natural gas.

- Develop and maintain priorities and rules for voluntary and mandatory conservation procedures for natural gas.

- Develop and maintain procedures for special hardship appeals of curtailment and conservation procedures for natural gas.

- Provide guidance to the VERT as to the extent of shortages, as a basis of recommending to the Department of Environmental Quality the need to temporarily wave air pollution control regulations to allow industrial boilers and furnaces to switch to less clean, heavy oil products.

- Be prepared to request cooperation from railroads in expediting movement of propane cars, both empty and loaded.

- Keep the public fully informed on all matters pertaining to a natural gas shortage.

- Monitor utility fuel supplies and reserves, including establishing alert points where increased emergency preparations would be taken.

- Provide liaison with federal agencies and the electric power industry to provide the earliest possible warning of shortages.

- Monitor power supply and demand during critical periods.

- Develop and maintain priorities and rules for curtailment procedures.

- In situations where widespread system infrastructure damage occurs, the SCC will work with utilities to implement a restoration strategy.

- Develop and maintain voluntary and mandatory conservation procedures to be implemented during a shortage.

- Assist with the legal interpretations of all orders as requested by the VEOC.

- Keep the public fully informed on all matters pertaining to an electric power shortage.

- Acting as the interstate pipeline agent, the SCC will coordinate with pipeline companies, other states, and Federal/State emergency agencies regarding product disruptions resulting from pipeline distribution and/or system failures. Additionally, the SCC shall be the clearinghouse on communications with pipeline company officials and

emergency response agencies regarding the status of the emergency and the current condition of the pipeline.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws.

- Commonwealth of Virginia, State Corporation Commission, Natural Gas Priorities and Rules.

References

- Tri-State Coordinating Committee on Resource Shortages, Washington Gas Light Company Regional Alert Plan.

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: energy and utilities services.

Monitoring Procedures

In the event that a shortage of any fuel appears possible in the near future, DMME will institute monitoring activities for petroleum products, primarily gasoline and other distillate fuel. DMME in conjunction with the VEOC will:

- Establish regular telephone communications with Virginia's petroleum product trade associations. The object of these contacts will be to receive advance notice of jobber and dealer difficulties in obtaining supplies.

- Establish contact with SCC in order to receive and share information regarding interstate pipeline distribution system disruptions and emergencies. The SCC will communicate with officials of the pipeline companies on situations where actual or prospective failures may impact established delivery schedules and allocations of pipeline space.

- Analyze the petroleum supply situation and brief the Coordinator of Emergency Management whenever a significant change appears to have occurred.

- Contact the major oil companies through the Virginia Petroleum Council and request their cooperation and assistance in bringing additional fuel into the state as needed.

- Keep utilities informed through the SCC of developments in the situation to facilitate provisions for assistance from them.

- Monitor principal transportation bottlenecks reported by the oil companies and jobbers.

Note: For additional information, reference the Petroleum Products and Coal Energy Emergency Handbook.

Attachment 1 – Natural Gas

Purpose

This section assigns responsibilities and provides the organization and procedures required to ensure that maximum advance warning will be provided of a potential critical shortage of natural gas; and that in a shortage situation, the distribution and use of available natural gas will be consistent with state priorities of providing for the health, safety, and welfare of the citizens of the Commonwealth.

Organizational Structure

Close coordination with federal and state agencies, natural gas suppliers, and distribution companies will be needed to monitor the adequacy of the supply and distribution of natural gas. ESF #12, through the VERT, will keep the Governor, appropriate state agencies, and the natural gas industry informed of the developing situation and of emergency actions required. Local gas distribution companies will also keep local authorities informed of any potential or actual shortages.

Concept of Operations

Most natural gas must be brought in from outside sources through interstate transmission companies that supply gas to Virginia.

The Federal Energy Regulatory Commission (FERC) makes and administers the rules for the equitable allocation of natural gas at the federal level when the supply is insufficient to meet the demand. In accordance with their authority, it is FERC policy to adjust natural gas curtailments to ensure "the protection of deliveries for the residential and small-volume consumers who cannot be curtailed on a daily basis, and to require instead reduction in deliveries for large-volume interruptible sales". Assistance and guidance can be obtained from FERC with respect to problems involving interstate gas supplies and other matters pertaining to their authority.

The Federal Department of Energy (DOE) manages all interstate aspects of an energy crisis. In an energy emergency, the DOE may provide personnel to the VEOC for federal interagency coordination, state and local government liaison, and integrate contingency measures.

DMME will implement information gathering systems to monitor and forecast national and local natural gas demands and available supplies.

SCC will manage available resources within state priorities so the effects of a shortage will be minimized.

SCC, under the Code of Virginia, has the authority to allocate supplies between distributor companies within the state to protect the public health, safety, and welfare. Also, the SCC's "Natural Gas Priorities and Rules" establishes an emergency coordination committee to facilitate transfers of gas between companies operating within Virginia.

SCC's "Natural Gas Priorities and Rules" also establishes the order in which categories of customers can be curtailed when supplies are insufficient to serve firm requirements. This plan establishes curtailment priority classifications for all firm customers.

Attachment 2 – Electrical Power

Purpose

This section assigns responsibilities and provides the organization and procedures required to ensure the maximum advance warning will be provided for any shortage of generating capacity or fuel supply. In a shortage situation, the distribution and use of available electricity will be consistent with state priorities of providing for the health, safety, and economic wellbeing of the citizens.

Organizational Structure

SCC in coordination with federal agencies, other state agencies, and the electric power industry will monitor the adequacy of generating capacity and fuel supplies. ESF #12, through the VERT, will keep the Governor, appropriate state agencies, and the electric power industry informed of the developing situation and of possible emergency actions that may be required.

Concept of Operations

Privately-owned, Cooperatives, and Municipal utilities provide service to residents of Virginia. (Dominion Virginia Power and the Appalachian Power Company are the state's two largest electric generating companies and together account for more than 90 percent of electricity sales.)

Electricity is produced by using several types of fuel. A shortage of any one of the primary fuels could impact the availability of other fuels, and also could affect the adequacy of electricity supply in the Commonwealth.

Capacity deficiency emergencies are usually caused by a failure of some portion of the bulk power system, either at the generating station or in the transmission network. These may be caused by isolated situations to catastrophic natural disasters.

Fuel shortage emergencies are different in that the available generating equipment is capable of sustaining the system load, but the primary fuel is not available.

A prolonged shortage of electricity could have the following adverse impacts on the state through selective load shedding and enforced conservation measures:

- Impair the provision of services essential for health and safety.
- Require reduced hours of operation of all sectors of the economy.
- Cause unemployment.
- Reduce travel and tourism.

Response Capabilities

The interconnection of utilities inside and outside of Virginia permits, to a degree, the transfer of power to meet unusual demands either from capacity deficiencies or a localized fuel shortage. The utilities have on file, at the SCC, emergency service restoration plans for response to capacity deficiency emergencies from natural disasters.

The power generating companies also have load shedding plans which reduce demand and energy consumption, first by voluntary conservation, then by predetermined selective load shedding. Load Shedding Plans are primarily designed to be implemented in capacity deficiency emergencies requiring a fast drop in load levels to prevent the failure of the system. Each utility has a specific and detailed plan of how to drop portions of its load in order to prevent uncontrolled loss of the system. The components of a typical Load Shedding Plan are described here:

- Should it become necessary to curtail electricity usage, the utilities in Virginia will implement their electric energy

emergency conservation plans, which are on file with the State Corporation Commission. These emergency procedures will be put into operation when the public health, safety, and welfare are threatened.

- Curtailment Procedures - If voluntary and mandatory conservation actions do not sufficiently reduce the use of electricity, then electricity supplies may be cut off to certain users in order to preserve electricity for higher priority users. All or any of the following actions may be taken by the Governor, upon a declaration of a state of emergency, to conserve electricity. The discontinuation of electricity could include places of amusement, non-essential public places, schools not being used for sheltering, commercial wholesale and retail establishments, and office buildings not engaged in public safety and welfare.

- In a severe shortage situation, upon the declaration of a state of emergency, the Governor may allocate or regulate the sale, distribution, and use of all electricity available within the state. Mandatory conservation measures for residential, governmental, commercial, and industrial users may also be instituted as needed.

- The SCC will regulate the utilities' management of their available resources so that the effects of a shortage will be minimized.

Attachment 3 – Petroleum Products

Purpose

To provide for the citizens of the Commonwealth in a reasonable and responsible manner when disaster strikes and gasoline, home heating oil, or other petroleum fuel supply systems suddenly fail resulting in a threat to health and safety; to be capable of immediate collaboration with energy providers to help direct critical supplies to priority locations and restore supply and distribution systems as soon a possible; and to cooperate with the federal government to recommend, encourage, and, under extreme conditions, mandate appropriate conservation measures until market forces can reestablish a working balance between supply and demand.

Organizational Structure

DMME will communicate with petroleum industry contacts to gather available information about developing emergency supply and demand situations. In the event of an actual shortage, ESF #12, through the VERT, will keep the Governor, appropriate state agencies, and the petroleum industry informed of the developing situation and of possible emergency actions that may be required. This will be completed in coordination with the U.S. Department of Energy and the Office of Energy Emergencies.

Depending on the nature of the energy emergency, selected representatives from the private sector may be invited to serve in an advisory capacity in areas where their particular expertise applies.

Concept of Operations

Petroleum is widely used throughout Virginia. Transportation is primarily fueled by petroleum. Other petroleum products are used for space heating, industrial processes, and electric generation. Propane is used in Virginia for industrial, agricultural, transportation, and residential uses. Almost all petroleum products must be brought in from outside sources.

A variety of circumstances could cause serious international, national, statewide or area shortages of petroleum products with little advance warning. These include:

- An embargo by one or more oil-producing nations.
- International tension that might impact ocean shipping.
- The blockage of waterways, railways or roadways by icing, flooding or other circumstances.
- An extended period of extremely cold weather which would increase demands for refined products for residential, commercial, and industrial heating above forecasted requirements.
- Production downtime at major refineries.
- Poor distribution of supplies within industry distribution systems. Spot shortages may occur with middle distillates and propane in winter due to inadequate pipeline capacity, pipeline failures, pipeline allocation limits, and surface transportation problems. Spot shortages of gasoline or kerosene may occur due to various problems such as pipeline disruptions or the need to supply multiple products to the marketplace, such as reformulated gasoline, to certain areas of the state.

A significant shortage of petroleum products could have the following adverse impacts on the Commonwealth:

- Require reduced hours of operation for schools, businesses and industry.
- Cause substantial unemployment.

- Prevent the distribution of essential supplies and the provision of services essential to health and safety.
- Cause a reduction in the production of electric power.
- Present a health hazard as a result of cold homes and a shortage of home cooking fuels.
- A gasoline and diesel fuel shortage could have a serious impact on the economy of the Commonwealth.

This plan relies on a cooperative partnership between government agencies and private industry. DMME will coordinate a network of contacts between industry and government to help ensure an efficient state response to a petroleum fuel supply shortage or disruption. Information about the network of contacts will be included in the separately published Petroleum Products and Coal Energy Emergency Handbook.

The overall federal/state strategy for responding to a petroleum emergency is to:

- Allow market principles to guide action to the maximum extent possible.
- Implement energy conservation measures to reduce demand as needed and in accordance with federal law (Public Law 94-163 of 1975, Section 362), initially on a voluntary basis, and later on a mandatory basis, if necessary (This action is under federal control).

The Federal Strategic Petroleum Reserve will be released only under extreme circumstances when important national issues are at stake. (This action is under federal control.)

1. Information Gathering

DMME will keep a list of petroleum product contacts in the Petroleum Products and Coal Energy Emergency Handbook. These contacts will be used during a period of emergency to help monitor the supply of petroleum products. During a potential or actual energy emergency, monitoring activities would be implemented so that the most appropriate response can be made. DMME will use information from other sources such as the U.S. Department of Energy, Energy Information Administration, and other state agencies to assess any potential shortage situation. This information may include:

- Information regarding supply disruptions or product shortages.
- Current world oil production compared to prior year's production.
- Virginia prices for gasoline, propane, and distillate fuels.
- Spot market prices for petroleum.
- Domestic crude oil and product supply balance.
- Information from the Virginia Department of Social Services on emergency fuel needs for low-income citizens (Local social services offices report on families and individuals needing assistance.)

2. Conservation Measures

If requested by the U.S. Department of Energy (DOE), the Governor, or; if conditions warrant, DMME can directly appeal for voluntary conservation measures to stretch the available supplies and reduce unnecessary petroleum use. DMME will coordinate conservation measures in advance with DOE and the Governor's Office, through the Office of the Secretary of Commerce and Trade and the VEOC.

As the situation grows more acute, the Governor may declare a state of emergency in order to direct the VEOC to implement additional voluntary and selected mandatory conservation measures.

As a last resort, the VEOC will recommend to the Governor the implementation of the State Set-Aside Program.

- Under Virginia's Set-Aside Program, major oil companies will be asked during shortage months to reserve one to three percent of their total supply of gasoline, kerosene, diesel, or No. 2 heating oil for reallocation and delivery to assist with essential needs as identified by the Governor. An energy supply emergency may be a critical reduction in supply either in an area of the state or in the state as a whole.

- The procedures will be activated in the event that a petroleum products shortage results in a reduction in supply of ten percent or more, either in an area of the Commonwealth or in the Commonwealth as a whole. The VEOC would direct the major oil companies to hold in reserve a small percentage (one to three percent) of their total supply of petroleum products for Virginia during the shortage months. The VEOC would then determine the volume of releases and the manner of distribution depending upon the severity of the shortage and the extent of the shortage geographically.

All conservation strategies shall be coordinated with the U.S. Department of Energy and with the Governors, and commodity managers of neighboring states and the District of Columbia. The list of these contacts shall be kept in the Petroleum Products and Coal Energy Emergency Handbook.

In the event of a severe and prolonged shortage, the governor may "control, restrict, allocate, or regulate the use, sale, production, and distribution" of any or all petroleum products within Virginia in accordance with the Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended. Mandatory conservation measures for residential, governmental, commercial, and industrial users may also be instituted as needed.

Attachment 4 – Solid Fuels

Purpose

To provide for the citizens of the Commonwealth in a reasonable and responsible manner when disaster strikes and solid fuel supply systems suddenly fail resulting in a threat to health and safety. Be capable of immediate collaboration with energy providers to help restore supply and distribution systems as soon as possible. Cooperate with the federal government to recommend, encourage, and, under extreme conditions, mandate appropriate measures until market forces can reestablish a working balance between supply and demand, maintain the economic viability of the Commonwealth, and provide for the health, safety, and well-being of its citizens.

Organizational Structure

Procedures will be established to receive information from coal users about potential or actual coal shortages in a timely manner, and in coordination with the VEOC, rapidly cope with these shortages. Coordinate with federal and other state agencies, manufacturer, utility, transportation and coal trade associations or companies, and the SCC to identify developing coal supply or distribution problems. DMME will make recommendations to the VEOC which will work closely with other state agencies and commodity managers that have coal-related responsibilities keeping them advised of potential or actual coal shortages. Prior to making decisions or recommending specific courses of action regarding coal, the impact and consequences on other energy resources should be considered. ESF #12, through the VERT, will keep the Governor, appropriate state agencies, and the solid fuel industry informed of the developing situation and of possible emergency actions that may be required.

Depending on the nature of the energy emergency, selected representatives from the private sector will be invited to serve in an advisory capacity in areas where their particular expertise applies.

Concept of Operations

Most Virginia electric generating utilities and some independent power producers use coal. These plants normally maintain reserve supplies of coal. A shortage of coal will result in the need to implement electric power conservation programs initially and more stringent control measures later as coal stocks are reduced. See the Virginia Energy Emergency Plan for Electricity.

There are a number of coal-burning industries in Virginia. Individual industrial companies normally maintain reserve supplies of coal. A prolonged coal supply or railroad disruption would rapidly deplete available coal stocks and potentially result in increased unemployment. This could also result in an increased reliance on liquid fuels and transport by truck, which could lead to increased energy cost.

In many instances, supplies are purchased to meet requirements on a regular basis. Coal dealers and retailers who supply lump coal for home use normally maintain limited reserves. A lengthy rail or coal supply disruption or a prolonged period of extreme cold weather could deplete coal supply for home use and pose a threat to the health and safety of citizens. Relief organizations at the local level, under centralized direction, would need to assist needy families.

If coal shortages are likely to occur, DMME, in cooperation with the VEOC, will coordinate with industry and utility representatives and the SCC to recommend how best to resolve any shortages of coal.

Emergency Support Function #13
PUBLIC SAFETY & SECURITY

Lead Agency

- Virginia State Police (VSP)

Support Agencies and Organizations

- Department of Alcoholic Beverage Control (ABC)
- Department of Conservation and Recreation (DCR)
- Department of Corrections (DOC)
- Department of Forestry (VDOF)
- Department of Game and Inland Fisheries (DGIF)
- Department of Military Affairs (DMA)
- Department of Motor Vehicles (DMV)
- Virginia Department of Transportation (VDOT)

Purpose

Emergency Support Function (ESF) #13 integrates state-level public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual incidents.

Scope & Applicability

ESF #13 provides a mechanism for coordinating and providing support to local authorities to include non-investigative/non-criminal law enforcement, public safety, and security capabilities and resources during potential or actual incidents.

ESF #13 capabilities support incident management requirements including personnel and critical infrastructure protection, security planning and technical assistance, technology support, and public safety in both pre-incident and post-incident situations.

ESF #13 generally is activated in situations requiring extensive assistance to provide public safety and security and where local government resources are overwhelmed or are insufficient, or in pre-incident or post-incident situations that require protective solutions or unique capabilities.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- State and local government law enforcement agencies, and recognized private sector and Federal authorities have - within certain prescribed jurisdictional limits - primary responsibility for public safety and security, and typically are the first line of response and support in these functional areas.

- Through ESF #13, state or other law enforcement resources – when requested or required, as appropriate – are integrated into the incident command structure using National Incident Management System (NIMS) principles and protocols.

- The ESF #13 lead agency facilitates coordination among supporting agencies to ensure that communication and coordination processes are consistent with stated incident management missions and objectives.

- This annex does not usurp or override the policies or Mutual Aid Agreements of any local government, private sector law enforcement agency, or Federal agency. The Mutual Aid Agreements between other law enforcement agencies will stand alone on their own merit and agreement.

Organizational Structure

VSP coordinates the provision of state law enforcement assistance to localities.

Local law enforcement officials are responsible for services within their jurisdictions. State assistance is provided within jurisdictions only when requested by local government officials.

VSP is organized geographically into seven Field Divisions to support its mission.

Concept of Operations

In the event of an emergency or disaster, VSP will follow the procedures outlined in the Department of State Police Emergency Operations Manual and Critical Incident Plan, published separately. These manuals provide step-by-step procedures for effective organization, logistics and tactics used in situations requiring a coordinated effort. The manuals are designed to outline the Department's established standard operations procedures. It is not intended to embrace all of the details of various contingencies or our response to them; rather, it is designed to provide sufficient guidance and direction to enable the development and deployment of more detailed operational plans. There is sufficient latitude to allow the on-site supervisor to tailor the emergency operational plan to a specific operation. If needed, other state law enforcement agencies will supplement manpower and resources. Concerning logistics, VSP personnel operating in a disaster situation, will utilize the Department's supplies and equipment. Supplemental personnel from other state agencies and quasi-public organizations will utilize supplies and equipment provided by the parent agency, unless otherwise furnished by VSP.

The Governor will authorize the use of Virginia National Guard (VANG) resources to provide law enforcement services should an emergency or disaster situation warrant such action. VANG units will be given mission type or specific orders only; they will not be assimilated into state or local law enforcement organizations without proper direction.

Private security agencies or volunteers will only be used if they are sworn and trained special deputies or auxiliary police, and such personnel will be the responsibility of the public safety agency which appoints and utilizes them.

Although local civil authorities have primary responsibility, the situation may quickly exceed their capability requiring them to request state assistance. The procedures for requesting state assistance for civil disorder and counter-terrorist activities are the same as any other request for assistance from the state.

VSP's Virginia Criminal Information Network (VCIN) is used by the VEOC for emergency notification and warning. Local law enforcement usually serves as the local 24-hour warning point and provides other communications services as well.

Law Enforcement agencies will utilize a communication system known as Commonwealth Link to Interoperable Communication (COMLINC) for interoperability communication purposes during a large event to include disasters or civil disturbances. This interoperability communication is between local and state regional public safety agencies. VSP will be responsible for activating and deactivating the COMLINC system from their Division Headquarters. The users of the COMLINC will only use plain language or common language. No 10-codes will be used while the radios are switched over to the COMLINC mode.

Roles & Responsibilities

Virginia State Police

- Provide law enforcement personnel and services throughout the Commonwealth.
- Assist with local law enforcement to provide personnel and specialized services to include but not limited to field communications, aircraft support, and command post resources.
- Provide a coordinated response effort during disaster incidents through the allocation of personnel in security staffing, traffic control, and evacuation procedures.
- Provide primary and supportive investigative services throughout the Commonwealth.
- Request other ESF #13 agencies in intelligence sharing and the allocation of specific resources as necessary.

Department of Alcoholic Beverage Control

- Support requests for public safety and security from the Virginia State Police that are within the agency's capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required

Department of Conservation and Recreation

- Support requests for public safety and security from the Virginia State Police that are within the agency's capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required

Department of Corrections

- Support requests for public safety and security from the Virginia State Police that are within the agency's capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required.

Virginia Department of Forestry

- Provide public safety such as traffic control and criminal investigation and law enforcement officers with statewide jurisdiction along with supporting equipment such as 4 wheel drive vehicles, and all terrain vehicles.
- Provide bloodhounds and handlers to support man tracking operations.
- Provide aerial survey and reconnaissance with the agencies to support public safety operations.
- Provide nationally qualified incident management team personnel to provide command and control functions in support of public safety operations.

Department of Game and Inland Fisheries

- Support requests for public safety and security from the Virginia State Police that are within the agency's capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required

Department of Military Affairs

- Physical security/critical infrastructure protection to including building security and sensitive site protection.
- Civil disturbance response to include show of force and riot control agents.
- Security and protection for dignitaries and work crews.
- Traffic direction and control.

- Escort emergency equipment, support joint patrols and ride-alongs, and transport law enforcement
- Provide area security and patrols.
- Provide security at custody facilities.
- Provide reserve, quick reaction force.

Department of Motor Vehicles

- Support requests for public safety and security from the Virginia State Police that are within the agency's capabilities and within the parameters of other operational commitments, existing agreements, protocols, and statutes as required
- Provide driver license and vehicle registration information to law enforcement for investigatory purposes.

Virginia Department of Transportation

- Facilitate, in coordination with the State Police and affected local governments, traffic movement during emergencies and other incidents as required.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Department of State Police Emergency Operations Manual and Critical Incident Plan
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: law enforcement.

Attachment 1 – Traffic Control

Purpose

VSP will assist localities, in coordination with VDOT, to provide for the orderly flow of highway traffic in and around areas affected by emergencies. In the event that interstate highways are needed for evacuation or military mobilization VSP will under most circumstances coordinate traffic control operations.

Organizational Structure

Local law enforcement officials are responsible for highway and street traffic control within their jurisdictions. City maintenance crews and local VDOT residency shops routinely provide for traffic control in conjunction with highway maintenance and repair activities. VDOT residency shops are, in effect, local resources. State assistance is provided when local resources are overwhelmed and requested.

Concept of Operations

As appropriate, VSP will provide traffic control assistance to localities in coordination with the VERT and VDOT Operations and Security Division (OSD). Such assistance will be in accordance with the VSP Disaster Plan, Critical Incident Plan, Virginia Traffic Improvement Plan, and the Evacuation & Re-entry Annex.

VDOT in conjunction with VSP will open essential routes for the delivery of goods and the movement of people in support of emergency operations. They will also monitor traffic movement and provide current information to the VEOC.

During large-scale evacuations, wherein large numbers of evacuees are traveling on highways from one locality to another, VSP will assist to facilitate such movement and to minimize traffic congestion. This will require close coordination with the VEOC and the VDOT Traffic Control Center.

Attachment 2 – Civil Disturbance and Terrorism

Purpose

To set forth procedures for providing state law enforcement personnel and equipment to assist local law enforcement agencies with large-scale evacuations, civil disturbances, or other emergency situations where local law enforcement capabilities are or, likely to be, overwhelmed.

Organizational Structure

VSP will provide assistance to local law enforcement agencies as needed to respond to an emergency situation. If the situation is more than the local police and the VSP can reasonably handle the Virginia National Guard may be requested.

Concept of Operations

If local law enforcement personnel are unable to cope with an emergency situation, VSP should be requested and the VEOC will be notified. The requesting local authority should contact the nearest State Police Division Headquarters. VSP will make proper notification through their chain of command of their responsibilities and obligations to the Governor.

If the combined local and State Police forces are unable to contain a civil disturbance or terrorist act, the Superintendent of State Police, in concert with local authorities, should notify the Governor, through the VERT, to immediately request that the National Guard be called out. If the Governor determines that VANG assistance is necessary, he will, through the Adjutant General, designate the units to be called out and specify their assignments.

The VANG assistance will be a complement to, but not a substitute for, civil law enforcement during civil disturbances or terrorist acts. The VANG may also be called into active federal service by the President of the United States for an incident that exceeds the full capabilities of local and state government resources.

When the situation is one of life and death, local VANG unit commanders may respond to emergency mission-type requests received directly from civil authorities within their supported jurisdictions without waiting for higher approval and will document exceptions as necessary.

Security must be provided for fire service and EMS personnel when they are working in areas subject to hostile actions. In addition, security must be maintained during emergencies for critical or essential facilities such as public shelters, essential communications facilities, hospitals, etc. VSP will follow the procedures outlined in the VSP Tactical Field Force Manual. The VSP Tactical Teams to include K-9's will also be utilized.

If no evidence of security is present in areas affected by the disaster, looting and other criminal activities are likely to occur. All persons suspected or accused of committing criminal acts will be treated in the same manner as would be the case during non-disaster situations. VSP personnel will be guided by the Critical Incident Plan and VSP Disaster Plan.

Emergency Support Function #14
RECOVERY & MITIGATION

Lead Agencies

- Virginia Department of Emergency Management (VDEM)
- Department of Housing and Community Development (DHCD)

Support Agencies and Organizations

- Virginia Department of Social Services (VDSS)
- Department of Behavioral Health and Disability Services (DBHDS)
- Virginia Employment Commission (VEC)
- Virginia Voluntary Organizations Active In Disasters (VAVOAD)
- Virginia Department of Agriculture and Consumer Services (VDACS)
- Department of Medical Assistance Services (DMAS)
- State Corporation Commission (SCC)
- Department of Education (DOE)
- Virginia Department of Transportation (VDOT)
- Virginia Community College System (VCCS)
- Other Economic Crisis Strike Force agencies
- Other State Agencies as Appropriate

Purpose

Emergency Support Function (ESF) #14 provides a framework to facilitate short, interim, and long term recovery from a disaster. In the short term, ESF #14 provides support to private individuals and businesses and to local governments and nongovernmental organizations (NGOs). For long term community recovery, ESF #14 enables communities to overcome the consequences of a severe incident such as the destruction of critical infrastructure and the disruption of social and economic vitality.

The objective is to rebuild the economic fabric of the community in a coordinated and timely manner in order to retain and enhance the economic base of the community to the maximum extent feasible. The overall mission is to rebuild businesses and develop new economic opportunities, with the goal of creating sustainable, more resilient, economically viable communities. Mitigation strategies will be integrated into every phase of the recovery process to the maximum extent feasible utilizing local, regional, and state mitigation plans in place as well as plans and strategies developed specific to the event. The state Mitigation Plan is a compendium plan of the Commonwealth of Virginia Emergency Operations Plan (COVEOP).

Recovery initiatives begin with an impact analysis of the incident, program support, and deployment of federal and state resources. Efforts expand to initiate and coordinate programs to assist in the comprehensive economic, social, and physical recovery and reconstruction of communities that have been impacted by large-scale disasters. Both short term and long term efforts focus on community recovery, but also on mitigation efforts that reduce or eliminate risks and losses from future incidents.

Scope & Applicability

The policies and concepts in this ESF apply to appropriate federal and state agencies following an incident declared as a major disaster by the President.

ESF #14 support will vary depending on the magnitude and type of incident and the potential for long-term and severe consequences. The short term components of ESF #14 will be activated for any incident that receives a ‘declaration of major disaster’ from the President. Under certain circumstances, ESF #14 may be activated for an incident that does not receive a federal declaration. The long term components of ESF #14 will likely be activated for large-scale or catastrophic incidents that require Federal assistance to address significant long-term impacts in the affected area (e.g.,

impacts on housing, businesses and employment, community infrastructure, and social services). In addition, the Code of Virginia defines 'economic disaster' and identifies situations which may stimulate the activation of the Economic Crisis Strike Force. The Governor may activate the Strike Force for economic crisis situations which adversely affect the welfare of the citizens of the Commonwealth.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- ESF #14 will begin the recovery process for any disaster with the implementation of short term disaster relief programs by non-governmental organizations and federal and state programs authorized by a presidential declaration of major disaster.

- ESF #14 recognizes the primacy of affected local governments and the private sector in defining and addressing risk-reduction and long-term community recovery priorities.

- Federal agencies may be requested to continue to provide recovery assistance under independent authorities to the state and local governments; the private sector; and individuals, while coordinating activities and assessments of need for additional assistance.

- The initiatives of the Governor and the Economic Crisis Strike Force will be tailored to the needs of the impacted communities and will utilize new and existing programs.

- Partnership with federal agencies will be based on the type, extent, and duration of the event, as well as the expected duration of the recovery period and availability of federal resources.

- Long-term community recovery and mitigation efforts are forward-looking and market-based, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, when feasible.

- ESF #14 federal and state efforts will apply loss reduction building science expertise to the rebuilding of critical infrastructure.

Organizational Structure

The Governor will determine the need for high-level oversight of the process of reconstruction and redevelopment of the impacted communities.

The Governor may activate the Economic Crisis Strike Force (ECSF), led by the Secretary of Commerce and Trade, in coordination with other Secretariats as appropriate, to organize and direct redevelopment activities.

The Governor and the Secretary of Commerce and Trade will determine the mission and scope of the ECSF based on the sectors of the community that need redevelopment or reconstruction – such as infrastructure, economic structure, human services or special accountability issues. The strategy for long-term recovery should encompass, but not be limited to, land use, public safety, housing, public services, transportation services, education, business and industry, employment, health care, natural and cultural resources, non-government service providers and financial continuity and accountability.

The ECSF will establish the organization, plan the strategies, and oversee the efforts to accomplish the mission.

The operations of the Economic Crisis Strike Force, a separate entity under the direction of the Secretary of Commerce and Trade, shall be

closely coordinated with the operations of the Joint Field Office to avoid duplication of services and exhausting the resources of state agencies classified as both primary and support agencies under ESF #14, as well as members of the Economic Crisis Strike Force.

Concept of Operations

ESF #14 provides the coordination mechanisms for the Commonwealth to:

- Assess the social and economic consequences in the impacted area and coordinate Federal and state efforts to address long-term community recovery issues resulting from an incident.
- Partner with the federal disaster assistance agencies to implement short term recovery programs for private individuals and businesses and for local governments, public services authorities and certain non-profit organizations.
- Coordinate the state's participation in recovery operations with FEMA, SBA and other federal agencies co-located in the Joint Field Office or other command center;
- Develop a recovery strategy that addresses, but is not limited to, infrastructure (land-use, transportation, housing, and public services), economic development, and human services (education, public health, medical care, behavioral health services).
- Advise on the long-term recovery implications of response activities and coordinate the transition from response to recovery in field operations.
- Work with local governments; NGOs; and private-sector organizations to conduct comprehensive market disruption and loss analysis and develop a market-based comprehensive long-term recovery plan for the affected community.
- Identify appropriate Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in available resources.
- Avoid duplication of assistance, coordinate, to the extent possible, program application processes and planning requirements to streamline assistance, and identify and coordinate resolution of policy and program issues.
- Determine and identify responsibilities for recovery activities.
- Provide a vehicle to maintain continuity in program delivery among all support agencies, and with appropriate local governments and other involved parties, to ensure follow through of recovery and hazard mitigation efforts.

Hazard Mitigation Plan

The Commonwealth of Virginia maintains a Standard Hazard Mitigation Plan to compliment short and long-term recovery efforts (secure, non-public text). This document fulfills the states mitigation planning requirements (44 CFR §201.4) of the Disaster Mitigation Act of 2000 (DMA2K; Public Law 106-390, signed into law October 10, 2000). The DMA2K amends the 1988 Robert T. Stafford Disaster Relief and Emergency Assistance Act, and reinforces the importance of mitigation planning, emphasizing planning for disasters before they occur.

This document outlines goals, categories, and strategies for the Commonwealth that will reduce or prevent injury from natural and human-caused hazards to citizens, state facilities, and critical facilities.

Roles & Responsibilities

Virginia Department of Emergency Management

- Coordinate overall resources in order to maximize recovery, individual assistance, and mitigation.

Department of Housing and Community Development

- Under the direction of the Secretary of Commerce and Trade, facilitate the long-term recovery of communities impacted by major disasters in the Commonwealth by providing access to available state and federal housing and community development resources.

Virginia Department of Social Services

- Coordinate with VDEM and DHCD during mass sheltering events to facilitate case management for housing and relocation services for displaced persons whose needs extend beyond the 30-day State Managed Shelters limit.

Department of Behavioral Health and Disability Services

- Coordinate with VDEM, VAVOAD, and other ESF-14 agencies as required, to help provide services to assist people whose lives and behavioral health have been negatively impacted from events.

Virginia Employment Commission

- In conjunction with other agencies, to assist with recovery, economic growth and stability by delivering and coordinating workforce services.

Virginia Voluntary Organizations Active in Disasters

- Coordinate with VDEM, DHCD, VDSS, and other agencies in bringing together voluntary, religious, and civic organizations to assist in meeting specific housing, sheltering, and personal needs for people affected by disasters.

Virginia Department of Agriculture and Consumer Services

- Assist with recovery of agricultural resources and entities as needed.

- Coordinate with the Department of Historic Resources with the recovery of historical resources as needed through ESF #11.

Department of Medical Assistance Services

- Aid in the recovery of an impacted area by assisting in the coordination and delivery of physical and behavioral medical assistance to the affected population.

State Corporation Commission

- Monitor the restoration of electric power and natural gas services and assist in the acquisition of information related to the energy infrastructure of a site.

Department of Education

- Work with local school boards, to assist in the opportunity for affected students to ensure and resume their opportunity for learning and academic achievement.

Virginia Department of Transportation

- Maintain the state highway system, to include debris clearance and removal from highways, roads, bridges, and state-owned property.

- Restore highways, roads, and bridges which are a responsibility of the VDOT; and assist cities and counties in the restoration of highways, roads and bridges, upon request (accounts receivable basis).

- Coordinate emergency engineering services for highway operations.

Virginia Community College System

- In collaboration with Virginia communities and ESF #14 agencies, assist in the recovery and redevelopment of the economic base of the affected area by providing interaction with other government agencies, and workforce training.

Economic Crisis Strike Force Agencies

- Provide a single point of contact for citizens in affected communities to assist with accessing available government and private sector services and resources.

- Assist localities in developing short-term and long-term strategies for addressing the economic crisis.

- Identify opportunities for workforce retraining, job creation, and new investment.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

- Code of Virginia § 2.2-205.1 – Economic Crisis Strike Force

References

- EMAP 4.6.4: The recovery plan or strategy shall address short- and long-term recovery priorities and provide guidance for restoration of critical functions, services, vital resources, facilities, programs, and infrastructure to the affected area.

Emergency Support Function #15
EXTERNAL AFFAIRS

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- All Agencies of the Commonwealth of Virginia

Purpose

Emergency Support Function (ESF) #15 ensures that sufficient assets are deployed during a potential or actual incident to provide accurate, coordinated, and timely information to affected audiences. This includes state agencies and local governments, elected officials, the media, the private sector, and the local populace.

Scope & Applicability

ESF #15 coordinates actions to provide the required external affairs support to state and local government incident management operational elements. ESF #15 applies to all state agencies that may require public affairs support or whose public affairs assets may be employed during an incident.

The provisions of this annex apply to incidents where significant interagency coordination is required.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- State planning or preparedness for external affairs functions recognizes local government responsibilities for providing information to their citizens. Nothing in this document should be construed as diminishing or usurping those responsibilities. In the event that a local government is unable to or lacks the capability to perform these responsibilities, the state may coordinate with the impacted local government to provide vital health and safety information to the affected population.

Organizational Structure

During normal operations, the VDEM Public Information Officer (PIO) uses the Joint Information System to ensure that public information is coordinated among state and local agencies. The PIO works with news media and social networks to communicate preparedness messages. During emergencies and disasters, the PIO is the External Affairs Officer.

During an emergency or disaster situation, the PIO is responsible for establishing and coordinating a central Joint Information Center (JIC) at the state level for receiving and disseminating information to the public. Designated state agencies will be asked to provide qualified personnel to augment the staff at the JIC and could serve as the PIO. The PIO will report directly to the State Coordinating Officer (SCO).

In the event of a substantial disaster, which would trigger a Presidential Declaration, the PIO will work with federal personnel to expand the JIC to include federal staff.

The PIO will be responsible for establishing and managing the Virginia Public Inquiry Center (VPIC) to facilitate the direct dissemination of information to the public.

The PIO will be responsible for the Legislative Liaison function to facilitate the dissemination of information to elected officials.

The PIO will be responsible for the Community Relations function to facilitate disaster victims' access to disaster assistance.

In a JFO, the PIO will manage the External Affairs section that includes the JIC, community relations and legislative liaison functions. The PIO will report directly to the SCO.

Concept of Operations

ESF #15 has five primary goals:

1. To make the public aware of potential emergency situations and of appropriate protective actions.

2. To keep the public informed about an ongoing emergency or disaster situation and to provide protective action guidance as appropriate.

3. To keep public officials, including elected officials, informed of the processes of coordinating the response to and facilitating the recovery from emergencies and disasters.

4. To keep leadership informed about public information issues and media trends.

5. To track and correct rumors and misinformation.

During normal operations, the PIO will implement a public education and awareness program with realistic and measurable objectives. Local governments will be encouraged and assisted in making the public aware of potential hazards and of appropriate protective measures.

In time of emergency, the PIO will coordinate the release of information on emergencies and disasters at the state level when they occur. The PIO will coordinate all such information with the Governor's Press Secretary, the Secretary of Public Safety, other state agencies, the federal government, local governments, and volunteer organizations. Other designated state agencies will provide qualified professional personnel to assist, as requested.

When a disaster is impending or occurs, the augmented External Affairs staff will be positioned in the Virginia Emergency Operations Center (VEOC), which has a designated area equipped for this function. The staff may also be asked to supplement local government PIO efforts or to provide PIO support in the field at the disaster site.

If the disaster warrants a Presidential Declaration, the augmented External Affairs staff will then co-locate with other state and federal response personnel to a Joint Field Office (JFO) when that site is activated. The PIO will ensure coordination with federal personnel and form a Joint Information Center (JIC) operating in the JFO. State External Affairs personnel will be used to assist local PIO efforts in such situations.

The Virginia Emergency Alert System (EAS) is an established medium for the receipt and/or distribution of emergency information to the general public at the local, state, and national levels. The PIO will create messages for broadcast over the EAS system and coordinate their release with VEOC Watch Center staff.

If an incident has the potential for statewide impact, the PIO may activate the memorandum of understanding with 211 Virginia to manage a call center. The VPIC will serve as a support center for 211, to handle more detailed requests for information. The VPIC will be managed according to the Virginia Public Inquiry Plan developed and maintained by the PIO. The VPIC and 211 will have access to accurate and timely information to disseminate to the public.

During response operations, the PIO will designate a Legislative Liaison to make contact with the state and federal legislators who represent impacted cities and counties. As response operations move into recovery operations, the Legislative Liaison will coordinate with the federal Congressional Liaison, the Office of the Governor, and the

state staff in the JFO to keep elected officials informed of recovery efforts.

In a JFO, the External Affairs section will include the JIC, the Community Relations section and the Legislative Liaison. The PIO will manage the section and report directly to the SCO.

The Community Relations (CR) section is responsible for helping residents in an affected area to learn about available assistance, including federal disaster assistance, state disaster relief fund assistance or low-interest loans from the U.S. Small Business Administration. CR deploys a federal/state team to each affected city and county. CR ensures that local officials and local citizens are aware of the availability of assistance and have access to apply for the benefits for which they may be eligible.

Roles & Responsibilities

Virginia Department of Emergency Management

- Coordinate with the news media, localities, and others to promote emergency preparedness.
- Establish and coordinate a central JIC for receiving and disseminating information to the public during a disaster or emergency.
- Coordinate the Community Relations function to facilitate disaster victims' access to disaster assistance.
- Manage information sharing with local and state elected officials through the Legislation Liaison function.

All Agencies of the Commonwealth of Virginia

- Coordinate emergency-related public information with VDEM using the Joint Information System and provide staff to the Joint Information Center when necessary.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- Chapter I, Code of Federal Regulations, Federal Communications Commission

References

- Virginia Public Inquiry Plan
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: emergency public information.
- Emergency Management Accreditation Program (EMAP) 4.10: Communications and Warning
- Emergency Management Accreditation Program (EMAP) 4.15: Crisis Communications, Public Education, and Information

Emergency Support Function #16
MILITARY AFFAIRS

Lead Agency

- Department of Military Affairs (DMA)

Support Agencies and Organizations

- Joint Force Headquarters – Virginia
- Joint Force Headquarters – Joint Operations Center (JFHQ-JOC)
- Virginia Army National Guard
- Virginia Air National Guard
- Virginia Defense Force
- 34th Civil Support Team (CST) CBRNE Response Force Package

Purpose

Emergency Support Function (ESF) #16, as a member of the Virginia Emergency Response Team (VERT) integrates all supporting Department of Defense (DOD) and National Guard resources into the state's coordinated effort of emergency management within the Commonwealth of Virginia.

Scope & Applicability

Activities within ESF #16, in coordination with Joint Force Headquarters – Virginia (JFHQ-VA) are specific to processing and fulfilling requests for DMA assistance in the areas of, but not limited to, Command and Control (C2), transportation, engineering, communication, medical, logistics, security, aviation, maintenance, and Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) response capabilities.

Policies

- All agencies assigned responsibilities within this ESF will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- The Governor of Virginia is the Commander-in-Chief of all forces in the Commonwealth organized under the DMA. The Adjutant General (TAG) of Virginia is the military commander.

- The Governor retains operational authority of all Federal or Reserve forces entering the Commonwealth to assist state authorities during an emergency, natural disaster, or other catastrophic incident/event. Only the President of the United States can supersede the Governor's authority in response to an emergency in the Commonwealth by assuming control of all military forces.

- All military forces entering the Commonwealth, either Title 10 and/or Title 32/State Active Duty sent via Emergency Management Assistance Compact (EMAC) from other states and territories in response to an emergency, will coordinate entry to any operational area and integration with Virginia forces through ESF#16 and the VERT.

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

Organizational Structure

DMA staffs and mans its Joint Force Headquarters (JFHQ). Within the JFHQ is the Joint Operations Center (JOC) that is operational 24/7.

The Virginia Army National Guard, Virginia Air National Guard, and the Virginia Defense Force are three components that JFHQ-VA draw forces from to fulfill request for assistance requirements.

Concept of Operations

DMA provides a conduit, to the VERT, for National Guard (NG) support through ESF #16 operating within the VEOC.

JFHQ-VA processes requests for assistance and identifies appropriate NG capability/asset required to fulfill the needs of the requestor/ Incident Commander.

During response to requests for assistance, NG forces work under the direct command and control of NG officers and non-commissioned officers to execute assistance requirements of the requesting civilian authority/Incident Commander. Upon completion of the specific assistance requirements, NG forces are redeployed for refitting and reconstitution in preparation for follow-on assignments.

In the event DMA requires additional forces to fulfill the number of current or projected requests for assistance, JFHQ-VA will notify ESF#16 of needed or forecasted EMAC requirements.

To fulfill EMAC requirements, ESF#16 works in coordination with the VEOC EMAC Coordinator to execute EMAC requests. NG forces from other states entering the Commonwealth will perform their assignments under the command and control structure of DMA.

Roles & Responsibilities

Joint Force Headquarters – Virginia (JFHQ-VA)

- Serve as the DMA command and control element in all matters concerning Homeland Defense and Defense Support of Civil Authorities (DSCA) and to facilitate the integration of the National Guard into civil authority.

Joint Force Headquarters – Joint Operations Center (JFHQ-JOC)

- Serve as the primary point of contact for JFHQ-VA for day-to-day operations and during DMA support of state emergency operations.

Virginia Army National Guard

- Maintain trained and equipped forces capable of performing federal and state missions.

Virginia Air National Guard

- Maintains trained and equipped forces capable of performing its federal and state missions.

Virginia Defense Force

- Maintain a force to augment staffing at JFHQ-VA, the VEOC, and ESF#16.

34th Civil Support Team

- Maintain a trained, equipped, and certified team capable of assessing a suspected Weapons of Mass Destruction (WMD) attack, advising civilian responders on appropriate actions through on-site testing and expert consultation, and of facilitating the arrival of additional state and federal military forces.

CBRNE Response Force Package

- Maintain elements that are trained and equipped to integrate into the National Incident Management System (NIMS) to plan and conduct casualty search and evacuation, medical triage and treatment, ambulatory and non-ambulatory decontamination, and fatality search and recovery.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws.

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: military support.

Attachment 1 – Defense Support to Civil Authorities

Purpose

The VEOC will request federal military assistance when required and in accordance with regulations. This includes support from the U. S. Army Corps of Engineers.

Organizational Structure

The National Response Framework sets forth policies and concepts for federal disaster response. US Army North (ARNORTH) pre-designates the Defense Coordinating Officer (DCO) to serve as the point of contact for DOD support in disaster relief operations in Virginia.

The U. S. Army Corps of Engineers (USACE) is authorized (by Public Law 84-99) to supplement the efforts of state and local governments in a flood emergency.

Concept of Operations

The state leadership will request federal DSCA when state and local resources are exhausted or not available.

During emergency operations, the VEOC will normally access DSCA in coordination with FEMA in accordance with the National Response Framework. State and local governments may receive assistance directly from a nearby military base for immediate life-saving operations. Local military bases may also need to coordinate directly with state and local officials in the event of a military-caused accident affecting the civilian population.

In an imminent serious situation, commanders of active military installations are authorized to take prompt action to save human life, prevent extreme human suffering, or mitigate great destruction or damage of property.

Emergency Support Function #17
VOLUNTEER & DONATIONS MANAGEMENT

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Voluntary Organizations Active in Disasters (VAVOAD)
- Adventist Community Services (ACS)

Purpose

Emergency Support Function (ESF) #17 coordinates the efficient and effective delivery of donated goods and volunteer services to support disaster relief efforts in impacted areas of the Commonwealth.

ESF #17 coordinates and collaborates with voluntary organizations that provide disaster services within the Commonwealth, so that capabilities and resources will be effectively integrated with other local, state, and federal agency efforts to meet the needs of individuals after a disaster.

Scope & Applicability

ESF #17 focuses on the coordination of unsolicited volunteers and undesignated donations, and facilitates the arrival of affiliated volunteers and designated donations to the affected area(s). Activities include, but are not limited to:

- Maintaining contact with local and regional organizations that utilize donations and/or volunteers.
- Maintaining contact with organizations that provide volunteers.
- Assessing and prioritizing affected area(s) needs for donations and/or volunteers.
- Developing strategies to support local governments in the management of unsolicited donations and unaffiliated volunteers.
- Coordinating with External Affairs to inform the public of the needs and processes for donating and volunteering.
- Maintain trained staff and resources to perform needed functions.

Policies

- Volunteer and donations management is primarily a local government responsibility, and will be managed locally in accordance with local Emergency Operations Plans (EOPs).
- ESF #17 will coordinate requests for volunteer and donations management assistance with local governments and the voluntary sector when local capabilities have been exceeded.
- The Commonwealth maintains a centralized Volunteer and Donations management system. It is managed by ESF #17, as part of the Virginia Emergency Response Team (VERT).
- The Commonwealth encourages individuals interested in volunteering time and personal skills to affiliate with a recognized VAVOAD member organization in order to maximize their involvement in relief activities.
- The Commonwealth looks principally to those non-governmental organizations with established volunteer and donations management structures and practices in place to receive and deliver appropriate

donated goods and services to individuals after a disaster.

- The State encourages monetary donation or requested items to established VAVOAD member organizations, rather than the donation of unsolicited clothing, food or other items.

- All available means will be used to inform the public, the emergency management community, elected officials and the media of donations and volunteer strategies.

- The Governor, in certain circumstances, may choose to activate the Virginia Disaster Relief Fund, to be administered by VDEM.

Organizational Structure

VDEM is designated lead agency for ESF #17. VDEM maintains an overview of all related actions and coordinates with all support organizations.

VDEM assigns ESF #17 Group Leader(s) the responsibility for maintaining trained ESF #17 staff capable of performing ESF #17 responsibilities and functions.

ESF #17 Support Agencies and Organizations:

- VAVOAD is a membership organization and adheres to the principles established by National VOAD (NVOAD) as a state member of NVOAD.

- Members of the VAVOAD, and its member regional VOADs, are non-profit organizations that have designated disaster relief as part of their mission or services, and have planned and trained to perform disaster-related functions.

- Many VAVAOD member organizations are subsidiaries, branches, or extensions of national nonprofits, and faith-based organizations. As such, they may request the assistance of their broader networks, in accordance with their standard internal procedures.

- VAVOAD member organizations have a wide spectrum of capabilities including but not limited to: Cleanup, Communications, Disaster Case Management, Disaster Mental Health, Emotional and Spiritual Care, Disaster Planning and Preparedness, Donations Management, Mass Care, Pet Care/Pet Sheltering, Volunteer Management, Rebuilding and Repair, Information and Referral, Individual Support Services, and Special Populations Services.

- Adventist Community Services (ACS) Disaster Response operates under an agreement with FEMA to provide emergency distribution of relief supplies and warehouse operations for donated goods. ACS representatives in Virginia provide localized training for warehouse and donations management staff.

ESF #17 Additional Support Agencies and Organizations may include, but are not limited to:

- Virginia Office on Volunteerism and Community Services (part of the Virginia Department of Social Services) is the liaison for many federal volunteer programs, such as AmeriCorps and Senior Corps, and for their local and regional Volunteer Centers. These programs can provide trained volunteers and volunteer coordination services in emergencies and disasters.

- Volunteer Centers of Virginia is a federation of local and regional Volunteer Centers and agencies that recruit, train, and refer volunteers to non-profit agencies through their communities.

Concept of Operations

During and following a major disaster, requirements for goods and services may exceed local and state government capabilities. ESF #17 will assist localities in finding and receiving donated goods and volunteers to meet their needs.

VDEM will coordinate ESF #17 participation in a donations management system. VDEM, in cooperation with VAVOAD, will determine when to activate such a system. The donated goods management process will be organized and managed through the system and under a warehouse agreement between FEMA and ACS. ESF #17 Staff will accept and distribute offers based on local and regional needs and/or the specific requests of voluntary organizations assisting with the response and recovery efforts of the disaster. Through use of the donations management system, ESF #17 can assist localities in reducing the impact of unsolicited donations. ESF #17 will assist with the coordination of affiliated volunteers, including persons recruited and trained by VAVOAD, non-governmental voluntary agencies, government-related Virginia Corps programs, Volunteer Centers, and other entities with an assigned disaster mission. ESF #17 will also facilitate aid from these organizations and their national counterparts when appropriate.

When the President declares a major disaster, FEMA implements a range of assistance programs available to individuals and families. ESF #17 will transition to the Joint Field Office and coordinate FEMA's voluntary agency liaisons.

Volunteer and donations management operations may include the following:

- Operate a State Volunteer and Donations Coordination Team(s) comprised of a Volunteers Coordinator and a Donations Coordinator.
- Coordinate with local and regional volunteer and donations coordination operations.
- Manage a donations management system to coordinate offered monetary donations or donations of cash, supplies or volunteers.
- Collaborate and coordinate with ESF #15 for public information related to volunteers and donations.
- Support the establishment of Long Term Recovery Group(s) in area(s) of need.
- Assist with the establishment of Multi-agency Donations Warehouse(s), Donations Collection Center(s), Donations Distribution Center(s), and Volunteer Reception Center(s) as needed.

Roles & Responsibilities

Virginia Department of Emergency Management

- VDEM's Volunteer and Donations Coordinator serves as the State Voluntary Agency Liaison (VAL) and functions in collaboration with the FEMA VAL.
- The State Volunteer and Donations Coordinator, working within VERT procedures, coordinates with appropriate agencies and organizations (local, state, federal, and/or private-sector) to ensure unaffiliated volunteers and unsolicited donations are effectively managed or utilized during an incident.

Virginia Voluntary Organizations Active in Disasters

- Assist with the coordination of Members, Partners and Regional VOAD members.
- Provide voluntary resource support as needed.

Adventist Community Services

- Provide donations management support as needed.

Volunteer Centers of Virginia

- Provide volunteer resource support as needed.

Virginia Office of Volunteerism and Community Service

- Provide volunteer resource support as needed.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Virginia Voluntary Organizations Active in Disaster. (2011). *Disaster Response and Recovery Protocols.*

- Emergency Management Accreditation Program (EMAP) Standards:
  4.6.3
  4.8.6

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

SUPPORT ANNEX #1
CONTINUITY OF GOVERNMENT

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

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Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Department of Transportation (VDOT)
- Virginia Department of State Police (VSP)
- Division of Capitol Police (DCP)
- Virginia Information and Technologies Agency (VITA)
- Library of Virginia (LVA)
- Virginia Attorney General
- Virginia Lieutenant Governor
- Continuity of Government Coordination Group Representatives (See p. 2)
- Executive Branch Agencies

Purpose

This Continuity of Government Support Annex describes the coordinating framework used to ensure the survivability of state-level constitutional government and essential governmental functions, including essential emergency management program functions, and the preservation of essential records, systems, and equipment during an emergency or disruption.

Scope & Applicability

This annex provides guidance on continuity of government preparedness, activation and restoration responsibilities for executive branch agencies of state government and is directly supported by agency continuity of operations plans.

Agency continuity of operation plans are all-hazards plans that address an agency's ability to continue its Mission Essential Functions (MEFs) in support of Commonwealth Essential Functions (CEFs) during a disruption. Commonwealth Essential Functions (CEFs) are outlined in Attachment 1 of this plan. Plans include procedures for the restoration of mission essential functions, including those that are critical to emergency response and recovery operations. They also include the identification of essential records, systems, and equipment, orders of succession, and delegations of authority.

Planning Assumptions

- An incident can occur at any time, with or without warning, and may disrupt the ability of state government to provide critical services to Commonwealth citizens.

- Each agency with responsibilities within this Continuity of Government Annex has an executable all hazards Continuity of Operations Plan.

- An emergency may result in the incapacitation of government leadership thereby requiring the need for succession.

- Acts of terrorism, natural, and human-caused disasters may threaten the functional capability of constitutional government through the potential destruction of or harm to government personnel, facilities, or essential records, systems, and equipment.

- In order to ensure continuity of government and the uninterrupted provision of essential governmental functions, contingency plans must be developed that will provide for the continued protection and safety of the population and bring about the prompt and orderly restoration and recovery of public and private property and services.

- An emergency may necessitate the relocation or sheltering in place of key government officials and their staffs.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- Alternate facilities for continuity of government plan activation have been identified.

- Executive Order #41 (2011) reaffirmed the requirement that executive branch agencies annually create or update continuity of operation plans to include relevant information and to conform to the most recent template produced by VDEM.

- Executive branch agencies are required to conduct an annual test or exercise of their continuity of operations plan that includes alert, notification, and activation procedures for key personnel.

- Each executive branch agency will include emergency preparedness planning and training as a core component of their mission and strategic planning performance management process.

Organizational Structure

In time of natural or human-caused disasters, the Governor, who serves as the State Director of Emergency Management, assumes additional powers as described in Section 44-146.17 of the Virginia Emergency Services and Disaster Law of 2000, as amended. The Governor is assisted by the State Coordinator of Emergency Management.

Coordination of continuity of government activities will be accomplished by the Continuity of Government Coordination Group. This group is comprised of representatives from the Virginia Department of General Services, the Department of Human Resource Management, the Supreme Court of Virginia, Senate of Virginia, and the Virginia House of Delegates.

Concept of Operations

1. General

Notification: VDEM maintains a 24 hour a day state warning point and, in coordination with the Virginia Fusion Center and VSP, will advise the Governor of real events or threats. The state warning point will also serve as the means to notify all branches of Commonwealth government of events or threats that may affect their ability to perform mission essential functions.

Activation: As part of the Commonwealth of Virginia Emergency Operations Plan (COVEOP), this annex is activated by a Declaration of Emergency from the Governor. This annex functions in concert with the COVEOP Basic Plan and all supporting ESFs and annexes. Activation or non-activation of this annex does not limit the ability of any agency to activate their continuity of operations plan at any time deemed appropriate.

Alternate facility locations: Alternate facilities for continuity of government events focus on facilities that enable the immediate resumption of essential government functions. Alternate facility locations to support agency Mission Essential Functions (MEFs) are addressed in each agency's continuity of operations plan. Although agencies are responsible for identifying continuity of operations alternate facilities, the Office of the Governor and the Continuity of Government Coordination Group may designate different alternate facilities at the time of the event due to the specific nature of the event or its impact.

Transportation: Emergency transportation requirements will be coordinated by ESF #1.

Safety and Security: Safety and security issues will be coordinated by ESF #13, led by the Virginia State Police (VSP), within which resides the Executive Protection Unit. This unit, along with the Division of Capitol Police (DCP) provides protection for the Governor and his/her family.

Communications: Emergency communication requirements will be coordinated by ESF #2.

Public Information: Public information is coordinated by ESF #15 from the Joint Information Center (JIC). All branches of government effected by the incident will be represented in the JIC. ESF #15 will ensure that sufficient assets are deployed during a potential or actual incident to provide accurate, coordinated, and timely information to affected audiences. This includes state agencies, federal partners, local governments, private sector partners, elected officials, the media, and the local populace.

Essential Records, Systems, and Equipment: All agencies are required to address the protection of essential records, systems, and equipment in their agency continuity of operations plans. Agencies, working through their IT service provider, are responsible for the restoration of electronic records. In a large scale event affecting multiple agencies and/or systems, the restoration of essential electronic records or systems may be coordinated by ESF #2. Agencies are responsible for coordinating the restoration of essential equipment necessary for the performance of MEFs. The Library of Virginia (LVA) personnel shall be responsible for coordinating emergency recovery operations when public records are affected.

2. Leadership Succession

Succession of constitutional authority, described below, is an essential element to the continuity of government.

A. Executive Branch

- The Governor is the chief executive officer of the Commonwealth of Virginia. The executive administrative powers of the Governor's office are detailed in Article V, Section 7, of the Constitution of Virginia. The Governor's legislative responsibilities are described under Article V, Section 5.

- The Lieutenant Governor serves as the President of the senate when the General Assembly is in session.

- The Attorney General of the Commonwealth is the Chief Executive Officer of the Department of Law. The chief Deputy Attorney General serves as the acting Attorney General if a vacancy occurs solely within the office of the Attorney General.(Code of Virginia, Section § 2.2-501) until such time as the position is filled according to the procedures set forth in Code of Virginia, Section § 24.2-213

- In the case of the removal of the Governor from office or in the case of his/her disqualification, death, or resignation, the Lieutenant Governor shall become Governor.

- If the Governor transmits to the President pro tempore of the Senate and the Speaker of the House of Delegates his/her written declaration that he/she is unable to discharge the powers and duties of his/her office, such powers and duties shall be discharged by the Lieutenant Governor as Acting Governor.

- If a vacancy exists in the office of Lieutenant Governor when the Lieutenant Governor is to succeed to the office of Governor or to serve as Acting Governor, the Attorney General, if he/she is eligible to serve as Governor, shall succeed to the office of Governor for the unexpired term or serve as Acting Governor.

- If the Attorney General is ineligible to serve as Governor, the Speaker of the House of Delegates, if he/she is eligible to serve as Governor, shall succeed to the

office of Governor for the unexpired term or serve as Acting Governor.

- If a vacancy exists in the office of the Speaker of the House of Delegates or if the Speaker of the House of Delegates is ineligible to serve as Governor, the House of Delegates shall convene and fill the vacancy.

- In the event of an emergency or enemy attack upon the soil of Virginia and a resulting inability of the House of Delegates to convene to fill the vacancy, the Speaker of the House, the person designated to act in his/her stead as prescribed in the Rules of the House of Delegates, the President pro tempore of the Senate, or the majority leader of the Senate, in that designated order, shall serve as Acting Governor until such time as the House of Delegates convenes to elect a Governor.

- The Governor has secretaries and other cabinet level officers to assist him/her in managing the executive branch. Cabinet level officers, as well as all state agency and department officials, will designate by title, specifying order of succession, no less than three emergency successors in the event their position becomes vacant or they cannot carry out the duties of their office. These successors will have full authority to discharge the duties and exercise all powers associated with the position assumed until such time as the position is filled in accordance with state laws and policies.

B. Legislative Branch

- The legislative branch of state government, which is comprised of the General Assembly and its supporting commissions and divisions, should be preserved and maintained in order to support the system of checks and balances among the other branches of government.

- If the General Assembly cannot meet safely in Richmond, or the place to which it has adjourned because of a public enemy or for any other cause, the Governor may designate another location, of which, he shall give notice by proclamation (Code of Virginia, Section § 30-2).

- A special session of the General Assembly can also be convened upon application of two thirds of its members elected to each house. If the Governor declares by proclamation that a quorum cannot be convened because of enemy attack, a smaller number may meet and may, notwithstanding any other provisions of the Constitution, enact legislation.

- The House of Delegates shall choose its own speaker.

- The Lieutenant Governor shall preside over the Senate in accordance with the provisions of the Constitution. In the absence of the Lieutenant Governor, the President pro tempore shall preside over the Senate. If the President pro tempore is unable preside then, according to the Rules of the Senate, he may designate another Senator to preside.

- Laws may be put into immediate effect in the case of an emergency.

C. Judicial Branch

- The judicial branch of government is comprised of four courts: the Supreme Court, Court of Appeals, Circuit Courts, and District Courts. The Supreme Court, which is the highest court in the judicial system, determines the constitutionality of laws, as well as whether the laws are being applied and interpreted properly. The Supreme Court has seven justices; a quorum is formed by the convening of any four of these justices.

- The justices are selected by a majority vote of both houses of the General Assembly. If a vacancy occurs while the General Assembly is not in session, the Governor has the authority to appoint a successor who will serve until 30 days after the commencement of the next General Assembly session.

- The Supreme Court conducts their sessions in Richmond. The Governor can designate an alternate location whenever circumstances would prohibit the session to be held at the appointed place.

- The justice longest in continuous service is the Chief Justice. If two or more justices have served for the same period, the senior in years shall be Chief Justice. Succession to the Chief Justice would be the justice with the next longest continuous service.

- The Court of Appeals, Circuit Courts, and District Courts will also be maintained. All vacancies will be filled immediately according to established procedures.

Roles & Responsibilities

Virginia Department of Emergency Management

- Coordinate the response to and recovery from a Continuity of Government event.

- Coordinate all incident management activities through the Virginia Emergency Response Team (VERT).

- Coordinate with external agencies to include federal, local and other states.

- Receive and disseminate reports through the warning point of disruptive events at state owned or leased facilities which impair the ability of agencies located within the affected facilities to continue operations.

- Coordinate and oversee the Continuity Program for executive branch agencies.

Continuity of Government Coordination Group

- Support the VERT by coordinating the execution of the Continuity of Government Annex.

- Monitor and report on the capability and/or status of state agency continuity of operations plan execution immediately prior to, during, and after a disruptive event, emergency, or disaster.

- Manage and coordinate inter-agency dependencies during large scale continuity activation and reconstitution operations to include prioritization and allocation of continuity related resources to state agencies (in coordination with ESF #7), and prioritization of state government IT service restoration (in coordination with ESF #2).

Executive Branch Agencies

- Notify the VEOC of an event impacting their facilities, systems, equipment, or personnel which may result in a diminished capacity to perform mission essential functions or require relocation to an alternate facility.

- Provide initial and updated damage assessments and situation reports as required by the Continuity of Government Coordination Group.

Division of Capitol Police

- Provide police and/or security services in the Capitol District and other areas within their jurisdiction if requested.

- Provide a security detail for the Senate and House of Delegates representatives if requested.

Virginia Information Technologies Agency

- Provide guidance and/or assistance to executive branch agencies regarding the protection or restoration of essential electronic records, systems, and equipment.

Library of Virginia

- Coordinate emergency recovery operations when public records are affected.

Authorities & References

Authorities

- Article IV Legislature, Section 8, of the Constitution of Virginia.
- Article V Executive, Section 16, of the Constitution of Virginia.
- Article VI Judiciary, Sections 1-5 or the Constitution of Virginia.
- Virginia Emergency Services and Disaster Laws.
- Executive Order 41 (2011) Continuing Preparedness Initiatives in State Government.
- Code of Virginia, Section § 2.2-501
- Code of Virginia, Section § 24.2-213
- Code of Virginia, Section § 30-2

References

- Emergency Management Accreditation Program (EMAP) 4.6.1: The Emergency Management Program, through formal planning processes involving stakeholders, has developed the following plans: communications (see 4.10.1), emergency operations, recovery, continuity of operations, and continuity of government. The process addresses all hazards identified in Chapter 4.3, and provides for regular review and update of plans.
- Emergency Management Accreditation Program (EMAP) 4.6.5: Continuity of operations plans (COOP) shall identify and describe how essential functions will be continued and recovered in an emergency or disaster. The plan(s) shall identify essential positions and lines of succession, and provide for the protection or safeguarding of critical applications, communications resources, vital records/databases, process and functions that must be maintained during response activities and identify and prioritize applications, records, processes and functions to be recovered if lost. Plan(s) shall be developed for each organization performing essential functions. The plans address alternate operating capability and facilities.
- Emergency Management Accreditation Program (EMAP) 4.6.6: The continuity of government (COG) plan shall identify how the jurisdiction's constitutional responsibilities will be preserved, maintained, or reconstituted. The plan shall include identification of succession of leadership, delegation of emergency authority, and command and control.

Attachment 1 – Commonwealth Essential Functions

The Commonwealth Essential Functions (CEFs) established herein outlines the overarching responsibilities of state government during a disaster or disruption of services. These CEFs will enable Commonwealth Leadership, through cooperative efforts with local governments and the private sector, to provide essential services to Commonwealth citizens during and immediately after a natural or human-caused disaster. All of these stakeholders have important and interdependent roles in preparing for, responding to, and recovering from disasters. The CEFs also support the National Essential Functions (NEFs) established in National Security Presidential Directive – 51/Homeland Security Presidential Directive – 20 (NSPD-51/HSPD-20) issued in 2007.

The CEFs outlined below provide the framework for Continuity of Government functions. Agencies should use this framework in the identification of supporting mission essential functions (MEFs) and the subsequent development of their Continuity of Operations Plans.

1. **Maintain Continuity of Government**
   Focus: Ensure the continued functioning of state government and critical government leadership elements, including: succession to key offices; organizational communications (with a priority on emergency communications); leadership and management operations; situational awareness; personnel accountability; and functional and judicial organizations (as necessary).

2. **Provide Visible Leadership**
   Focus: Provide leadership visible to the Commonwealth of Virginia and the Nation and maintain the trust and confidence of Commonwealth citizens and partners.

3. **Defend the Constitution of Virginia**
   Focus: Defend the Constitution of the Commonwealth of Virginia.

4. **Maintain Effective Relationships with Neighbors and Partners**
   Focus: Maintain relationships and cooperative agreements with federal, state, local, and tribal governments, and private sector and non-profit partners.

5. **Maintain Law and Order**
   Focus: Maintain civil order and public safety (protect people and property and the rule of law), by ensuring basic civil rights, preventing crime, and protecting critical infrastructure.

6. **Ensure Availability of Emergency Services**
   Focus: Provide and/or assist local governments in providing critical emergency services, including emergency management, police, fire, ambulance, medical, search and rescue, hazmat, shelters, emergency food services, recovery operations, etc.

7. **Maintain Economic Stability**
   Focus: Manage the overall economy of the Commonwealth by managing the Commonwealth's finances and ensuring solvency.

8. **Ensure the Availability of Basic Essential Services.**
   Focus: Provide and/or assist in the provision of basic services, including water, power, health care, communications, transportation services, sanitation services, environmental protection, commerce, etc. These are services that must continue or be restored quickly to provide for basic needs.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

SUPPORT ANNEX #2
RECOVERY PROGRAMS

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Economic Crisis Task Force Agencies (see p. 4)
- Other Agencies of the Commonwealth of Virginia, as appropriate

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Purpose

This document defines the framework in regard to the activation, operation, and demobilization of Recovery under the Virginia Emergency Operations Plan. It ensures recovery operations are conducted in a consistent manner in all events, while providing the necessary flexibility to quickly adapt to unique and changing conditions, and scale operations accordingly in a timely manner. It addresses the mission of the short and long term components of the recovery process, staffing, roles and responsibilities of primary and secondary support agencies, communications and information flow, and the associated logistical requirements to stand-up and support operations.

This document will provide for the development and implementation of an efficient, integrated, and comprehensive recovery strategy that includes: a timely and seamless transition from response to recovery operations; prompt and effective disaster assistance to effected individuals, localities, businesses and public agencies; long-term reconstruction activities to support and fulfill the recovery vision and strategy developed; and the incorporation of mitigation considerations throughout the process to make the community safer, stronger, and more resilient from any human-caused or natural disaster.

Scope & Applicability

The framework defined herein will be applicable to state and federal declared disasters and special events that involve the obligation of resources, incurrence of costs, and the delivery of disaster assistance to support all components of the recovery process.

Planning Assumptions

- Initial response actions/inactions will have a direct impact upon recovery.
- Local, regional and state resources will be used to the maximum extent possible to support and enhance the overall recovery process.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- Emergency Support Function (ESF) #14 and the Economic Crisis Strike Force (ECSF) will be the organizational framework used to plan, implement and coordinate the short -, interim- and long-term components of recovery.
- Recovery will be accomplished in a manner that is: safe and secure; reduces or eliminates future risk from hazards; increases resilience; consistent with all applicable local, state, and federal laws, regulations and policies; cost effective and reasonable; and timely in the context of the impacts sustained.
- The recovery process will involve the coordination of and collaboration with local, state, and federal governments, regional entities, private sector and voluntary organizations, faith-based and community organizations.
- The private sector owns a significant portion of a community's critical

infrastructure and plays a major role in the recovery process.

Organizational Structure

The ECSF will provide the framework to develop the necessary plans to guide the long-term recovery process, as well as identify the necessary resources to support the implementation of these plans in a timely manner, in coordination with federal, local, NGO, and private sector partners.
The ECSF is led by the Secretary of Commerce and Trade, in coordination with other secretariats as appropriate, and activated at the direction of the Governor. Membership includes high level representatives designated by the Secretaries of Education and Health and Human Resources and by the respective heads of the following agencies: the Department of Agriculture and Consumer Services, the Department of Business Assistance, the Department of Education, the Department of Housing and Community Development, the Department of Labor and Industry, the Department of Medical Assistance Services, the Department of Minority Business Enterprise, the Department of Social Services, the Virginia Community College System, the Virginia Employment Commission, the Virginia Economic Development Partnership, and the Virginia Tourism Authority. The ECSF shall also include representatives from such other agencies as may be designated by the Governor to meet the needs of a particular affected community. In addition, the Governor may designate such citizens as he deems appropriate to advise the ECSF.

The ECSF provides a single point of contact for citizens in affected communities to assist with accessing available government and private sector services and resources; assists localities in developing short-term and long-term strategies for addressing the economic crisis, and identifies opportunities for workforce retraining, job creation, and new investment.

Economic disaster as defined in the Code of Virginia (§ 2.2-205.1) is defined, in part, as a natural disaster or act of terrorism for which the Governor has declared a state of emergency, or other economic crisis situations, which in the opinion of the Governor adversely affect the welfare of the citizens of the Commonwealth.

Concept of Operations

1. General

To promote and support the successful short- and long-term recovery process of the Commonwealth and its political subdivisions effected in a disaster by providing a coordination mechanism and the necessary resources that can support and accomplish the recovery strategy developed, as well as associated short-, interim- and long-term priorities established following a disaster to include:

Short Term

- Implement debris removal operations in a prompt and efficient manner to protect public health and safety by fulfilling the following priorities: clearing debris from key roads in order to provide access for emergency vehicles and resources into affected areas; providing access to critical facilities pre-identified by state and local governments in the planning process; and eliminating debris related threats to public health and safety.

- Assess and develop a strategy to address post-disaster short-, interim- and long-term disaster recovery damages/impacts/needs of affected communities-

  - ✓ Impacts on housing sector and the projected number of displaced persons on an interim and long-term basis.

  - ✓ The severity and scope of the infrastructure damage precipitating major service and economic disruptions and impacting negatively on overall response and recovery operations.

- ✓ Impacts on key sectors of the communities' economic base.

- Identify, coordinate and leverage the delivery of resources (financial, technical and logistical) to support the recovery process.

- Update of potential Joint Field Office (JFO) and temporary housing sites in coordination with the appropriate ECSF agencies.

- Request federal assistance if situation warrants.

- Assess need to activate ECSF.

- Identify and establish a JFO and other field facilities to support recovery operations (e.g., Disaster Recovery Centers (DRCs)).

- Monitor recovery operations to ensure compliance with all applicable laws, regulations, policies and programmatic requirements (procurement, environmental, historic etc.)

Interim

- Identify alternate housing resources to support transition from shelter phase in coordination with ECSF agencies, and other supporting entities.

- Identify any potential/actual unmet needs and coordinate with the various sectors to identify the necessary resources to address needs identified in a timely fashion.

- Track, document and package costs to maximize and expedite the delivery of assistance/reimbursement process from available and applicable funding resources.

Long-Term

- Coordinate with the affected communities and provide the necessary support through the ECSF and in coordination with the appropriate federal, state, private, and voluntary agencies to develop and implement local, regional, and state recovery strategy.

2. Notification and Activation

This Annex, in conjunction with ESF #14 will be activated to address short-term recovery issues to include: supporting the event cost reimbursement process; reviewing and assessing initial damage assessments; recommending, arranging and supporting preliminary damage assessments (PDAs) as appropriate; supporting the development of the federal declaration request and associated documentation, and the establishment of a JFO in coordination with FEMA if approved.

Based on the initial assessment of long term recovery needs and resource requirements, and following consultation with the appropriate state officials and support agencies, the ESF 14 Long Term Liaison team will make a recommendation to activate the Economic Crisis Strike Force. This strike force will begin developing the necessary plans, priorities, initiatives and assistance to address the long term recovery issues identified.

3. Demobilization

As the cascading affects of the disaster event are stabilized and response operations in each functional area begin to transition to a normal status and eventually stand down, recovery operations will generally expand and become more robust to promptly assess and characterize the consequences and associated impacts of the disaster event. The recovery framework will be structured to effectively deliver disaster assistance in a timely manner and address the identified recovery needs.

In small to moderate size events, where the impacts to the community do not meet the

requirements of a Presidential declaration for Public Assistance or Individual Assistance, ESF #14 operations will transition to the programmatic level where technical assistance and support will continue to be provided in the context of available resources within the state and voluntary organizational framework. Eligible costs associated with local response and recovery operations may be reimbursed through the state Public Assistance Program if there is a state declaration and the required thresholds are met. State agency costs associated with the mobilization and deployment of resources to support local response and recovery needs may also be eligible for reimbursement under this program.

The Virginia Disaster Relief Fund is available to assist in addressing unmet needs of disaster victims.

Roles & Responsibilities

Virginia Department of Emergency Management

- Staff ESF #14 when notified and identify requirements based on event characteristics and potential/actual recovery needs identified.
- Maintain an understanding of evolving event characteristics/common operating picture, associated consequences and impacts through standard communication pathways.
- Issue guidance regarding the tracking and documentation of all costs associated with response and recovery operations.
- Evaluate Initial Damage Assessments (IDAs) submitted and follow-up with localities to clarify and validate information provided, or request additional information as required.
- Assess impacts of event based on IDAs and assess the need to request a joint PDA.
- Coordinate the development of a socio-economic profile of affected localities with state/federal agencies as required.
- Coordinate PDA activities with effected localities and FEMA to ensure an efficient and timely assessment process.
- Receive, analyze and summarize PDA data submitted for effected communities in context of PA (thresholds) and IA criteria, as well as local and state resource capabilities.
- In coordination with FEMA, prepare a Federal Declaration of Emergency request for those identified localities where damages meet PA thresholds and IA criteria and forward it to the Secretary of Public Safety, the Governor's Office and the Secretary of Veterans Affairs and Homeland Security for approval via the State Coordinator of Emergency Management (SCO).
- If a federal declaration is received, identify potential locations for fixed and mobile Disaster Recovery Centers (DRCs) in coordination with affected localities and FEMA.
- Coordinate DRC efforts with supporting agencies and organizations.

Economic Crisis Strike Force Agencies

- Provide a single point of contact for citizens in affected communities to assist with accessing available government and private sector services and resources.
- Assist localities in developing short-term, interim, and long-term strategies for addressing the economic crisis.
- Identify opportunities for workforce retraining, job creation, and new investment.

Other Agencies of the Commonwealth of Virginia

- Provide any and all applicable assistance as available to aid in recovery and efforts.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws.
- Code of Virginia § 2.2-205.1

References

- Emergency Management Accreditation Program (EMAP) 4.6.4: The recovery plan or strategy shall address short- and long-term recovery priorities and provide guidance for restoration of critical functions, services, vital resources, facilities, programs, and infrastructure to the affected area.

Attachment 1 – Emergency Assistance

Most federal disaster recovery programs require a presidential disaster declaration pursuant to the Stafford Act to qualify for assistance. Some designated areas are also automatically eligible for Small Business Administration (SBA) and U.S. Department of Agriculture (USDA) programs upon presidential disaster declaration. However, the SBA, the USDA and the Fire Management Grant programs can also be activated independently from the Stafford Act declaration process.

In response to the Governor's specific request, federal assistance in four general categories is available for a major disaster declaration through DHS/FEMA—direct assistance, individual assistance, public assistance, and hazard mitigation assistance. "Direct assistance" includes missions assigned to federal agencies for specific resources or services such as debris removal or medical care. The other three categories are programs authorized by the Stafford Act and coordinated with the Commonwealth. A declaration may authorize only individual assistance or only public assistance. Hazard mitigation opportunities are made available in most situations. Non-federal match funds are required for all three programs. The state is required by the CFR to develop and maintain administrative plans for each of the programs for which a state cost share is required. A brief description of the Stafford Act programs follows:

A. Individual Assistance

The term Individual Assistance (IA) applies to assistance for individuals and households. At least six (6) specific programs may be activated under this category.

- The Individuals and Households Program (IHP) is a combined FEMA and state program that provides money and services to people in the declared area whose property has been damaged or destroyed and whose losses are not covered by insurance. This assistance may include temporary housing (such as rental assistance), home repair and other needs assistance (ONA.)[1] The ONA program is administered by the Department of Social Services.

- The U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The SBA can provide three (3) types of disaster loans to qualified homeowners and businesses: (i) Home Disaster Loans for homeowners and renters to repair or replace disaster-related damages to home or personal property; (ii) Business Physical Disaster Loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; and (iii) Economic Injury Disaster Loans as capital to small businesses and to small agricultural cooperatives to assist them through the recovery period. SBA repair and replacement loans may include the costs of mitigation measures to reduce vulnerability to future events.

- The Disaster Unemployment Assistance (DUA) Program provides unemployment benefits and re-employment services to individuals who have become unemployed as a direct result of the disaster. These benefits are made available to individuals not covered by other unemployment compensation programs, such as self-employed, farmers, migrant and seasonal workers, and those

[1] If a disaster is caused by a criminal act, such as terrorism, the victims and their families are eligible for assistance through state and federal programs to assist victims of crime. Implementation of these programs does not require a presidential declaration of major disaster and, if there is a declaration, takes precedence over the FEMA program (See Tab D).

who have insufficient quarter to qualify for other unemployment compensation. The program is administered by the Virginia Employment Commission.

- Legal Services – FEMA, through an agreement with the Young Lawyers Division of the American Bar Association, provides free legal services assistance to disaster victims. Legal advice is limited to cases that will not produce a fee (i.e., the attorneys work without payment). The program is administered by the Virginia Bar Association.

- Crisis Counseling is designed to provide supplemental funding to states for short-term crisis counseling services to people affected in disasters. The Commonwealth may request "Immediate Services" for immediate mental health needs (screening, diagnostic, counseling techniques, and outreach services) and "Regular Service", designed to provide up to nine months of crisis counseling, community outreach, and consultation and education services to people affected by a disaster. The grant is administered by the Department of Behavioral Health and Developmental Services.

- Special Federal and State Tax Considerations may be offered taxpayers who have sustained a casualty loss from a declared disaster. This loss may be deducted or reflected on the federal and state income tax returns for the year in which the casualty actually occurred or on the tax returns for the preceding tax year. Copies or transcripts of previously filed tax returns will be provided free of charge to taxpayers located in the declared disaster area. Federal and state tax officials may postpone tax deadlines to provide extra time to file returns or pay taxes before assessing any penalties.

B. Public Assistance

This category of aid is available to public entities, and certain private non-profit organizations, to fund the repair, restoration, reconstruction, or replacement of a public facility or infrastructure that is damaged or destroyed by the disaster and to support emergency response actions taken during the disaster. Eligible applicants include state agencies, local governments, and other political subdivisions of the Commonwealth. Certain private nonprofit (PNP) organizations may also be eligible to receive assistance if they have programs and facilities that provide essential services of a governmental nature to the general public. Some examples of eligible PNPs are: electric cooperatives, volunteer fire departments and rescue squads, and public service authorities. FEMA provides at least 75% of the approved expenditures. In Virginia, the non-federal cost is shared between the state and local applicant (except PNP). The state pays between 10% and 25% of the approved expenditures

Public Assistance for Localities Not Declared for Federal Assistance
The Code of Virginia (§ 44-146.28) authorizes the use of state funds to "provide financial assistance to eligible applicants located in an area declared (by the Governor) to be in a state of emergency, but not declared to be a major disaster area for which federal assistance might by forthcoming." This program is managed by VDEM under the same rules and regulations as the DHS/FEMA Public Assistance Program and is considered a "program of last resort" for those localities that cannot meet the full cost of disaster responsibilities.

C. Hazard Mitigation Assistance

This category of post-disaster aid provides funding for measures designed to reduce future damages or eliminate losses to public and private property. In the long term, mitigation measures reduce personal loss, save lives, and reduce the costs of responding to and recovering from disasters. Under the Stafford

Act, FEMA can provide hazard mitigation funds for up to 75% of the cost, with some restrictions, for planning and for the implementation of cost-effective projects.

Under a presidential declaration of major disaster, communities statewide can apply for mitigation funds through the Hazard Mitigation Grant Program (HMGP). The state, as a grantee, is responsible for notifying potential applicants of the availability of funding, defining a project selection process, ranking and prioritizing projects, and forwarding projects to FEMA for funding. The applicant, or sub grantee carries out approved projects. The amount of funding available for the HMGP under a disaster declaration is finite and is limited to 15% of FEMA's estimated total disaster costs for select other categories of assistance (less administrative costs). The Virginia Standard Hazard Mitigation Plan establishes priorities for the implementation of HMGP in the Commonwealth.

D. Non-FEMA Federal Disaster Assistance Programs

In addition to DHS/FEMA, many federal agencies have assistance programs that may be applicable after a disaster. Some programs, such as those that assist victims of crime or victims of un-intentional hazardous materials incidents, may operate as they do in non-disaster circumstances. Other programs may have 'disaster' or 'emergency' components to allow supplemental or enhanced grants if certain conditions are met. Many of the supplemental programs are tied to the presidential declaration of a major disaster under the Stafford Act. For instance, if a county or city is declared eligible for disaster assistance from DHS/FEMA, it may also be eligible for grants from the Department of Agriculture (Emergency Watershed Program administered by the Natural Resources Conservation Services - NRCS), the Department of Housing and Urban Development - HUD (Community Development Block Grant-CDBG), the Department of Labor (Workforce Investment Act) or the Department of Transportation (Federal Highways Administration).

Tab A – Small Business Administration (SBA) Disaster Declaration

In an event in which the state determines that there are damages to private and commercial properties which may be eligible for SBA assistance, the SBA conducts an independent assessment of the property damages. The Governor may request a disaster declaration directly to the SBA. However, if the Governor is requesting a declaration of major disaster from the president, he cannot request an SBA declaration concurrently. If FEMA responds to the Governor's request and indicates that a presidential declaration of major disaster is not warranted, the Governor may then request an SBA declaration. If the Governor appeals the FEMA determination, the state is not eligible for an independent SBA declaration until the appeal process is completed. FEMA is not involved in the activities of an independent SBA declaration.

SBA Disaster Loans

The SBA can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance. The SBA can provide three (3) types of disaster loans to qualified homeowners and businesses. These include Home Disaster Loans for homeowners and renters to repair or replace disaster-related damages to home or personal property; Business Physical Disaster Loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; Economic Injury Disaster Loans as capital to small businesses and to small agricultural cooperatives to assist them through the recovery period. SBA loans may be used to repair or reconstruct damaged structures and to implement mitigation measures to reduce future risks. In both SBA and presidential declarations, SBA loans are the only federal recovery assistance available to businesses.

Disaster Recovery Centers

Under an SBA declaration, the SBA opens one or more disaster recovery centers in the declared counties and cities and staffs them with loan officers to assist disaster victims with their paperwork.

Declaration Process

When the state requests a joint PDA, SBA will participate with FEMA on the assessment teams in counties and cities where substantial damages to residential and business structures have occurred. SBA will compile its own report indicating the severity of damages. If the state is approved for a presidential declaration of major disaster, SBA's disaster loan program will be available to property owners in the declared cities and counties. If the request for major disaster is denied, the Governor may apply for an independent SBA declaration. For more information, visit the SBA Disaster Services website at www.sba.gov/services/disasterassistance.

Tab B – U. S. Department of Agriculture Disaster Declaration

The Virginia Department of Agriculture and Consumer Services is the Commonwealth's primary point of contact for assessing agricultural damage and working to deliver federal assistance. The USDA Farm Service Agency (FSA) is the primary federal agency for most agricultural disaster recovery. FSA county offices provide a local point of contact, and FSA has numerous disaster assistance programs such as programs for crop loss, livestock, farm structures, trees, cropland, waterways and other needs. Most programs are subject to availability of funds and often depend upon special appropriations. All program rules are subject to change.

Three types of disaster declarations are authorized under 7 CFR 1945-A: presidential, USDA secretarial or FSA administrator's physical loss notification. The type of declaration is determined by the damage assessments. Current information about USDA disaster programs is available at the FSA website: http://disaster.fsa.usda.gov/fsa.asp or by contacting the state office via its website at: http://www.fsa.usda.gov/va

In the event of a presidential declaration of major disaster, the USDA notifies FSA of the primary counties named in the declaration. The declared counties and cities and the contiguous counties and cities (including in adjacent states) are eligible for USDA disaster assistance.

The USDA secretarial disaster may be requested by the Governor or the Governor's authorized representative without a presidential disaster declaration.

The FSA physical loss notification may be requested by the FSA state executive director.

Tab C – USDHS/FEMA Fire Management Assistance Declaration

The US Department of Homeland Security (DHS) Fire Management Assistance Grant Program (FMAGP) provides a 75% federal cost-share reimbursement to States for actual costs. FEMA fire management assistance grants are made available to state and local governments, including federally-recognized Indian tribes, to minimize immediate adverse effects, and to manage and control wildland fires that threaten to cause major disasters. The state, as the grantee, may apply for assistance on behalf of local sub-grantees. The assistance covers fire-related activities, including, but not limited to, firefighting and support services, pre-positioning federal, out-of-state, and international resources for up to 21 days, evacuations, sheltering, traffic control, emergency operations centers, and temporary repairs of damage caused by firefighting activities.

Declaration Process

Declarations operate on a 24-hour real-time basis and are frequently conducted over the telephone and with written follow-up. The Governor submits a request for a fire management assistance declaration to the FEMA Regional Director while the fire is burning uncontrolled. The FEMA Regional Director makes recommendation to the DHS Under Secretary, or designee.

The Under Secretary, or designee, approves or denies requests based on:

- The conditions that existed at the time of the request;
- Whether or not the fire or fire complex threatens such destruction as would constitute a major disaster.

DHS evaluates the threat posed by the fire or fire complex on four criteria:

- Threat to lives and improved property, including threats to critical facilities/infrastructure, and critical watershed areas.
- Availability of state and local firefighting resources.
- High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Ratings System.
- Potential major economic impact.

After making a determination, the Under Secretary, or designee, notifies the Regional Director who in turn notifies the state. The state has one opportunity to appeal any FEMA declaration denial. The FEMA Recovery Division Director will render the determination on the appeal, which will be the final administrative decision for FEMA.

Tab D – Disasters Caused by Criminal Acts

If a disaster is caused by a criminal act, such as terrorism, the individuals and families affected may qualify for assistance as victims of crime as well as victims of a disaster. The same program that provides assistance to individuals who suffer personal physical injury as a result of a crime and/or trying to prevent a crime or apprehending a criminal, may also provide assistance to multiple persons who are victims of acts of terrorism.

Criminal Injuries Compensation Fund (CICF)

The Virginia Compensating Victims of Crime Act became effective on July 1, 1977 to pay unreimbursed expenses of victims who suffer personal physical injury or death as a result of a crime. The Criminal Injuries Compensation Fund (CICF) is administered by the Virginia Workers' Compensation Commission and is funded by court fees, assessments on offenders for restitution, and a federal Victim of Crime Act (VOCA) grant to supplement monies available to victims of violent crime. Acts of terrorism are considered compensable crimes and eligible for compensation from the Fund.

CICF does not require a presidential declaration of major disaster to initiate its program in the aftermath of an act of terrorism. As soon as homeland security officials have determined that the cause of a disaster is criminal, the CICF services may be initiated. The CICF assistance, like the FEMA Individuals and Households Program (IHP), is a "last resort" service, meaning any insurance or other applicable financial assistance program must pay first.

The process of identifying eligible unreimbursed costs related to the crime (disaster) is similar to the FEMA process for determining eligibility for Other Needs Assistance (ONA) through the Individuals and Households Program (IHP).

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

SUPPORT ANNEX #3
FINANCE & ADMINISTRATION

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

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Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Department of Accounts (DOA)
- Department of Planning and Budget (DPB)
- Department of Human Resource Management (DHRM)
- All other Agencies of the Commonwealth of Virginia

Purpose

The Finance & Administration Support Annex is designed to provide disaster financial management and administration guidance to assist in incident management activities. This includes all agencies required to provide personnel and resources in response to major disasters or emergencies declared by the Governor of Virginia.

Scope & Applicability

This annex shall apply to financial and administrative support activities for all emergencies, disasters, and other events; including overall financial management of personnel and cost of emergency management activities.

As an extension of the Governor's powers and delegated authority to key individuals and select agencies, and as directed by Executive Order in the declaration of emergency or disaster, this annex is applicable to all state agencies and other assigned organizations and entities participating and responding under the COVEOP with assistance or relief as coordinated by the Virginia Emergency Response Team.

The procedures described in this annex ensure that funds and other resources are provided expeditiously and that operations are conducted in accordance with established state law, policies, regulations, and standards.

Planning Assumptions

- Local jurisdictions will seek emergency supplemental response and recovery funding when their own resources have been exhausted.
- The Commonwealth will seek emergency supplemental response and recovery funding from the federal government when event-related costs meet or exceed federal thresholds and declaration factors.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- Procedures will be established to meet the requirements placed on state and local governments by OMB A-102, Grants and Cooperative Agreements with State and Local Governments (revised) and 2 CFR, Part 225, Cost Principles for State, Local, and Tribal Governments (revised).
- Agencies of the Commonwealth will establish procedures to meet emergency response requirements placed on them by VDEM
- The State Coordinator may authorize the contract or hire of additional personnel to meet the requirements placed on VDEM during a disaster.
- The Commonwealth will follow all federal laws, regulations, policies, and grant guidance.

Organizational Structure

The financial management function is a sub-set of the Finance & Administration component of the VERT Emergency Support Function (ESF) #5 – Emergency Management.

The Finance Division of VDEM will coordinate this Annex.

Liaison will be maintained with Finance and Administration support agencies as required. Representatives from other VDEM divisions and other support agencies representing the various providers may be requested to support Finance and Administration Section staffing needs, as necessary. These representatives will be responsible for coordinating with their partners, and monitoring and providing status of response and recovery costs relating to their respective sectors.

Concept of Operations

The magnitude of a disaster will dictate the extent of financial management involvement and the level of funding requirements.

Major tasks to be completed include ensuring sufficient staffing levels, briefing team members regarding State travel, payment, and personnel policies; any approved exceptions, travel arrangements, and/or vehicular transportation for VEOC (Virginia Emergency Operations Center) and JFO (Joint Field Office) personnel; and analyzing disaster costs for funding requests.

Roles & Responsibilities

Virginia Department of Emergency Management

I. Finance Unit

- Anticipate financial support needed from the Commonwealth.
- Monitor disaster appropriations, allotments, and/or cash balances daily and work closely with the VDEM Grants Accountant and Accounts Payable Supervisor to ensure adequate balances are available to meet all payment requirements.
- Function as time and record keeper for all VDEM employees.
- Provide guidance to VERT staff regarding State financial policies and procedures.
- Support development of all documents to obtain State and Federal funding for each disaster or emergency.

II. Personnel Unit

- Monitor requests for Reservists, and determine availability of qualified Reservist personnel.
- Provide technical or material assistance relative to personnel issues within the scope of services available by the agency (eg: ID cards, time sheets).

III. Administration Unit

- Provide technical or material assistance relative to financial issues within the scope of services available by the agency.
- Provide administrative support services to the VEOC and JFO during VERT activations.
- Administer the travel program to include making reservations for hotels for VERT and JFO personnel.

Department of Accounts

- Establish a disaster project code in the Commonwealth Accounting Reporting System (CARS).

Department of Planning & Budget

- Prepare the VDEM Decision Brief for the Governor.

- Identify and access alternative funding sources to ensure the availability of adequate funds in the sum sufficient account.

- Review all Performance Budgeting System (PBS) requests.

Department of Human Resource Management

- Provide members of the Adjunct Emergency Workforce (AEW) and perform other duties as assigned.

All other Departments and Agencies of the Commonwealth of Virginia

- Provide financial and administrative support to the VERT as needed.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

- Code of Virginia, Section § 44-146.28, the Governor of Virginia is authorized to expend funds from the state treasury a sum sufficient amount to carry out disaster-related activities.

- Code of Virginia, Section § 2.2-4303, Methods of Procurement.

- OMB A-102, Grants and Cooperative Agreements with State and Local Governments

- 2 CFR, Part 225, Cost Principles for State, Local, and Tribal Governments (revised)

References

- Emergency Management Accreditation Program (EMAP) 4.1.1: The program shall develop financial and administrative procedures to support the emergency management program before, during, and after and emergency or disaster.

- EMAP 4.1.2: Procedures exist to provide for maximum flexibility to expeditiously request, receive, manage, and apply funds in emergency situations to ensure timely delivery of assistance and cost recovery.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

SUPPORT ANNEX #4
MASS CARE & SHELTERING

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

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Lead Agency

- Virginia Department of Social Services (VDSS)

Support Agencies and Organizations

- Virginia Department of Emergency Management (VDEM)
- Department of Military Affairs (DMA)
- Virginia Department of Transportation (VDOT)
- Virginia Department of Corrections (DOC)
- Virginia Economic Development Partnership (VEDP)
- Virginia State Police (VSP)
- Department of Behavioral Health and Developmental Services (DBHDS)
- Virginia Department for the Deaf and Hard of Hearing (VDDHH)
- Virginia Department of Health (VDH)
- Department for the Blind and Vision Impaired (DBVI)
- Virginia Department of Rehabilitative Services (DRS)
- Virginia Department for the Aging (DOA)
- Department of Housing and Community Development (DHCD)
- Virginia Department of Agriculture and Consumer Services (VDACS)
- Virginia Information Technologies Agency (VITA)
- Department of Human Resource Management (DHRM)
- Department of General Services (DGS)
- Virginia Public Institutions of Higher Education
- Virginia Voluntary Organizations Active in Disaster (VAVOAD)

Purpose

This annex exists to establish the legal and organizational basis for operations in the Commonwealth of Virginia to effectively respond to and recover from all-hazards disasters and/or emergency situations to include catastrophic emergencies which involve a component for mass care and sheltering.

Scope & Applicability

This annex acknowledges the responsibility and impacts of sheltering on the local government. This annex does not replace, supersede, or supplant any local plans, nor does it usurp the authority or responsibilities of local government.

This annex assigns broad responsibilities to state government agencies and support organizations for Mass Care & Sheltering preparedness, operations, and response. It addresses the state responsibility and procedures for state managed human shelter operations and state managed pet shelter operations in support of an Executive Order issued by the Governor.

The Mass Care & Sheltering Annex is also supported by documents that address specificities germane to the process of sheltering including:

- Without Warning Evacuation Planning
- Assembly Area Planning
- Refuge of Last Resort Planning

This annex sets forth the concepts and procedures whereby the Commonwealth can effectively apply available resources to ensure that casualties and property damage will be minimized and that essential services will be restored as soon as possible following an emergency or disaster situation. The foundation for this coordinated response is established through the Commonwealth of Virginia's Basic Emergency Operations Plan.

Planning Assumptions

- The development and execution of effective sheltering actions must include consideration of the character and associated needs of the impacted community and include an assessment of the resources and capabilities required to implement the various actions needed.

- There are special facilities, such as correctional facilities and mental health facilities that are the responsibility of a state or federal authority with which localities must also coordinate.

- Special facilities, regardless of government or private affiliation, should have an emergency plan that includes sheltering.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

Organizational Structure

This document will address general situations with no consideration given for special incident scenarios. For more information on specific incident scenarios, including timelines for various activities, consult the appropriate incident-specific annex for additional guidance.

Sheltering Agencies

Coordination of state sheltering operations will be managed by ESF #6 of the Virginia Emergency Response Team (VERT). Agencies with operational responsibilities are listed in Attachment 1 – Human Sheltering.

Pet Evacuation and Sheltering Agencies

Coordination of pet evacuation and sheltering operations will be managed by ESF #11 of the VERT. Agencies with operational responsibilities are listed in Attachment 2 – Pet Evacuation and Sheltering.

Concept of Operations

The Mass Care & Sheltering annex is the core plan for managing an all-hazards approach to mass care sheltering procedures. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific events (such as hazardous materials spills, wildland fires, hurricanes, etc.).

At the onset of these events, plans would be set into motion to assist with the sheltering of any given population affected.

The following local emergencies may require state assistance for Mass Care sheltering:

- Radiological Event
- Hazardous Materials Event
- Hurricane
- Snow/Ice Event
- Flooding
- Terrorism Event
- Wildland Fire
- Earthquake

Roles & Responsibilities

**See Attachments 1 and 2*

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

- Code of Virginia § 36-98.1

- Section 44-146.18 of the Code of Virginia amended.

- Department of Homeland Security Appropriations Act, 2007, Pub. L. No. 109-295, 120 Stat. 1355 (2006), Signed on October 4, 2006.Sec. 536.

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster.

Areas of responsibility to be addressed include: mass care; sheltering; and food, water, and commodities distribution.

Attachment 1 – Human Sheltering

Purpose

The Human Sheltering Attachment describes the coordinating processes used to direct State Managed Shelter (SMS) operations in any region in the Commonwealth. Additionally, the plan refers to the transportation components necessary to address the operations of Refuges of Last Resort (ROLR) during a declared state of emergency. This attachment is also supported by documents that address specificities germane to the process of sheltering including Refuges of Last Resort Planning.

Planning Assumptions

- In major disaster events or emergencies, regional, state, federal and private resources might be necessary to augment local sheltering resources to ensure an effective and timely execution of the protective action(s).
- The opening of pre-identified local and/or SMS sites will be announced at marked points as determined by the specific incident.
- Localities have identified functional needs populations and this information will be readily available and communicated to the state to allow for provisions for these needs if SMS sites are to be utilized.
- Some segments of the population might not receive or follow the instructions communicated.
- Shelter supplies and resources will be requested and/or pre-staged as needed.
- State agency employees will staff SMS and may be augmented by shelter teams from evacuating localities and/or by voluntary organizations.

Policies

- Shelter operations are a local responsibility and will be initiated at the local level. All localities should have a clear, comprehensive shelter plan as part of their EOP.
- The American Red Cross is a primary shelter provider. Their shelter guidance can serve as a tool to local emergency planning.
- Plans and procedures for identified SMS sites will be available pre-event to ensure that SMS sites are prepared, trained, and staffed.
- A method for registering and tracking evacuees will be established and maintained.
- A pre-screening of transit dependent persons boarding buses or trains for evacuation will occur at the local assembly areas. This manifest will be transmitted to ESF 6 for determination of destination and for transition to the appropriate SMS unified command prior to the arrival of the evacuees such that sufficient and appropriate space can be held for this incoming population.
- State agencies will work together to allow for adequate shelter management staff at the designated shelter sites.

Concept of Operations

The Commonwealth of Virginia Human Sheltering Attachment is the core plan with an all-hazards approach for managing state level human shelters. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific incidents (such as hazardous materials spills, wild land fires, hurricanes, etc.).

Shelter operations will vary especially when consideration is given to incidents requiring decontamination of evacuees. This document will address general situations with no consideration given for special incident scenarios. Regional shelter planning is ongoing to ensure seamless integration among local, regional, and state plans. Information on special incident scenarios can be found in the appropriate COVEOP Hazard-Specific Annexes.

Determination of need for SMS operations will be accomplished by the Virginia Evacuation Coordination Team for Operational Response (VECTOR) within the Operations Section of the VERT.

Roles & Responsibilities

Virginia Department of Social Services

- Oversee the operation of SMS in caring for evacuated populations.
- Request and coordinate the assistance provided by quasi-government and volunteer relief organizations.
- Facilitate the transition of evacuees through the human service system from response to recovery.
- Provide shelter occupancy data to facilitate the movement of traffic along the evacuation routes.
- Use 2-1-1 and/or other communications channels to assist with outreach efforts to citizens on evacuation education pre-event, notification during an event, and reunification post-event.
- Monitor, coordinate and manage shelter activation and sequencing.
- Provide subject matter expertise to state agencies, as needed.
- Coordinate with VDEM and DHCD during mass sheltering events to facilitate case management for housing and relocation services for displaced persons whose needs extend beyond the 30-day State Managed Shelters limit.
- Prior to the declaration of an emergency, coordinate with the DGS Division of Engineering and Buildings to perform the duties of the building official under the provisions of § 36-98.1 for all state-owned buildings or structures designated for use as an emergency evacuation shelter notwithstanding any other provisions of the Code of Virginia to the contrary.

Virginia Department of Emergency Management

- Coordinate sheltering and/or refuge of last resort efforts with external agencies to include federal, local and other states.
- Coordinate efforts for reimbursement to localities, agencies, and partners participating in ROLR and sheltering efforts.

Department of Military Affairs

- Provide a trained and ready force at designated SMS to support Virginia State Police (VSP) security operations.
- Provide Liaison Teams to each SMS to facilitate interagency coordination between DMA forces; VSP and VDSS.

Virginia Department of Transportation

- Assist in identification of proper egress and ingress routes to SMS locations.
- Ensure public safety and security of the transportation infrastructure on major/primary roadways used to access SMS sites.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Corrections

- Provide subject matter expertise to state agencies, as needed.
- Provide security related assistance at SMS

Virginia Economic Development Partnership

- Provide access to a database of privately owned locations that may be eligible for refuges of last resort.
- Serve as a contact point and to facilitate contact efforts with land and property holders.

Virginia State Police

- Provide coordination of staffing at SMS to support security operations.
- Assist with missing person reporting at SMS in accordance with standard VSP Missing Persons protocols.
- Provide subject matter expertise to state agencies, as needed.

Department of Behavioral Health and Developmental Services

- Provide subject matter expertise and guidance in matters relating to the needs of citizens with mental health, mental retardation, and/or substance abuse issues.
- Provide guidance to State-managed facilities in the event of a major disaster, to implement their emergency preparedness plans, including cooperative efforts with local Community Service Boards (CSBs) resources and evaluation and relocation of clients, as required.
- Provide assurance that State-managed facilities and CSBs are aware of their responsibilities in the event of a major disaster involving sheltering operations and have necessary procedures and plans in place for responding to major disasters.
- Provide direction to State-managed facilities, in the event of a major disaster, to establish liaison with State and local emergency services offices and to make their facilities available for relief assistance.
- Provide crisis intervention services at SMS.
- Provide any additional assistance as required by the State or local Office of Emergency Management, within the capability of the Department; this includes on-site visits to assess service needs and provision of needed technical assistance.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department for the Deaf and Hard of Hearing.

- Provide sign language interpretation services at SMS.
- Provide guidance in developing assistance for the deaf and hard of hearing populations that might come to a SMS.
- Provide subject matter expertise in matters relating to the deaf and hard of hearing in shelter environments.
- Provide assistive listening devices and other appropriate assistive technology, as requested and as available in stock.

Virginia Department of Health

- Plan and prepare to assist evacuees with special medical needs at SMS.
- Assist with the media outreach efforts of shelter and/or refuge of last resort

education pre-event targeting potential medically fragile evacuees.

- Provide subject matter expertise in matters relating to the people with special medical needs in shelter environments.

- Provide subject matter expertise on other topics to state agencies, as needed.

Virginia Department for the Blind and Vision Impaired

- Provide guidance in developing assistance for the vision impaired and deaf/blind populations at SMS.

- Provide subject matter expertise in matters relating to the visually impaired in shelter environments.

Virginia Department of Rehabilitative Services

- Provide subject matter expertise in matters relating to the needs of those involved in rehabilitative services.

- Provide guidance in developing assistance for the mobility impaired populations that might come to a state-managed shelter.

Virginia Department for the Aging

- Provide subject matter expertise and guidance in developing assistance for older adult populations in shelter environments.

Virginia Department of Housing and Community Development

- Provide local, state, federal, and private sector entities access to information on housing units to use for displaced people who require long-term housing (beyond 96 hours).

- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Agriculture and Consumer Services

- Provide coordination and assistance with sheltering, staffing, supplies, and equipment for household pets and service animals.
- Assist with the provision of food to people in emergency areas; and to provide subject matter expertise to state agencies, as needed.

Virginia Information Technologies Agency

- Provide and support information technology infrastructure required for establishment of State Managed Shelters.

- Supply technical expertise, direct technical support, and maintenance of Commonwealth communication assets (within the scope of existing capabilities) and maintenance agreements in support of State Managed Shelters.

Virginia Voluntary Organizations Active in Disaster

- Provide feeding capability, food provisions and staffing augmentation, at SMS locations, when requested.

Department of Human Resource Management

- Notify the Adjunct Emergency Workforce (AEW) of activation, and monitor and coordinate their response.

- Provide a representative to the VEOC.

Department of Medical Assistance Services

- Assist evacuees with obtaining health care services from the private medical providers

- Provide assistance with third party billing for medical care services that may be provided within the shelter

Department of General Services

- Notwithstanding any other provisions of the Code of Virginia to the contrary, through the Division of Engineering and Buildings, function as the building official for all state-owned buildings or structures and for all buildings and structures built on state-owned property designated for use for sheltering. The Division shall review and provide building permits, certificates of occupancy, as appropriate, for all such state-owned buildings for use as emergency evacuation shelters.

Virginia Public Institutions of Higher Education

- Assist DGS with the identification of buildings that may be used in the State Managed Shelter Program at individual campuses.

- Provide support as outlined in the State Managed Shelter Memorandum of Understanding at individual campuses.

Tab A – Refuge of Last Resort

Purpose

The Refuge of Last Resort (ROLR) Support Document outlines the procedures necessary to address the operations of a ROLR during a declared state of emergency.

Planning Assumptions

- Some people will not adhere to instructions and will fail to evacuate, evacuate too late or be caught in heavy evacuation traffic and need temporary refuge.
- At a minimum, sites chosen for ROLR will provide security (i.e., police presence), restroom facilities, and parking.

Policies

- Localities (at-risk or host) are solely responsible for establishing and maintaining a ROLR. This includes the decision to open a ROLR and identifying what services are provided.

Concept of Operations

The Commonwealth of Virginia is vulnerable to a variety of hazards, many of which could result in the need to evacuate numerous citizens.

A ROLR is not intended to be a "shelter" by the locality and may not be able to provide basic services such as food, accommodations for sleeping, and first aid. It should be considered only as a probable safe haven for evacuees who are unable to clear the area. During an evacuation, these sites will be located close to established evacuation routes and will be easily accessible from those routes.

A ROLR may be operated for up to 24 hours, and provisions at the site will be minimal.

Roles & Responsibilities

Virginia Department of Emergency Management

- Assist localities in identifying ROLR sites along evacuation routes.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Transportation

- Assist in identifying proper egress and ingress routes to sites.
- Assist in traffic control to ROLR sites.
- Provide subject matter expertise to state agencies, as needed.

Virginia State Police

- Assist localities in the provision of civil order, when requested and resources are available.
- Assist where possible with establishing a safe and secure ROLR site.
- Assist in traffic control to ROLR sites in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Social Services

- Provide subject matter expertise to state agencies, as needed.

Tab B – Host Sheltering

Purpose

The Host Sheltering support document describes the coordinating processes used in the operations of host shelters. Host shelters will be opened in localities not affected by the incident, but in close proximity.

Planning Assumptions

- Some localities in impacted areas will not be able to open shelters. Residents of those areas will be advised to seek shelter in host areas.
- Given notice of an event, a portion of the population will voluntarily evacuate before an evacuation has been recommended or directed. Most people leaving their homes will seek shelter with relatives, friends or in motels and will not need host shelters.
- Despite the comprehensive effort implemented to communicate host shelter locations, some segments of the population might not receive or follow the instructions.

Policies

- Host shelter operations may be available even when host locality capabilities are impacted.
- When capacity in both local and local host shelters is exceeded or is anticipated to be exceeded, the Governor may issue an Executive Order to open SMS.
- The Commonwealth will authorize state reimbursement of expenses incurred by local governments and host communities to provide sheltering in accordance with existing written agreements and within federal/state public assistance program regulations.
- The incident specific traffic management plan, developed by the Virginia Department of Transportation (VDOT) and Virginia State Police (VSP) will be implemented. The plan identifies evacuation routes and limits access, based on the maximum capacity of each route. Evacuation routes will be monitored by VSP and VDOT.
- Local governments will be responsible for traffic control within their jurisdictions. Host localities will be responsible for traffic control from the evacuation routes to designated shelters within the host locality.

Concept of Operations

The Host Sheltering Support Document is the core plan for managing host sheltering operations. Such operations may occur when an impacted locality is unable to provide shelter to its affected populations and seeks shelter for those populations outside of its jurisdictional boundaries. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, etc.).

Host Shelter operations will vary especially when consideration is given to incidents involving the need for decontamination of evacuees prior to entry into a shelter environment. This document will address general situations with no consideration given for special incident scenarios.

Roles & Responsibilities

Virginia Department of Emergency Management

- Initiate opening of host shelters when needed.

- Provide subject matter expertise to state and local agencies, as needed.

Virginia Department of Transportation

- Assist in identification of proper egress and ingress routes to host localities from impacted localities.
- Ensure public safety and security of the transportation infrastructure on major/primary roadways used to access host shelters.
- Staff the traffic control measures implemented in the plan on state-maintained roads.
- Coordinate the closure of high-risk roadways such as bridges, tunnels, or flood-prone sections of roadway as indicated in the Transportation Emergency Operations Plan and other protocols for adjusting transportation resources to meet impending emergencies.
- Provide subject matter expertise to state agencies, as needed.

Virginia State Police

- Ensure public safety and security of the transportation infrastructure on major/primary roadways.
- Monitor the flow of traffic during the evacuation of an impacted area and keep the VERT informed of the status.
- Control re-entry into the impacted area post-event.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Social Services

- Participate in VECTOR to determine when and where Host Sheltering implementation should begin.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Health

- Coordinate state resources in the provision of transportation or shelter facilities for people with special health or medical needs, in accordance with local plans.
- Provide subject matter expertise to state agencies, as needed.

Attachment 2 – Pet Evacuation and Sheltering

Purpose

The Pet Evacuation and Sheltering Attachment describes the coordinating processes used to ensure the smooth evacuation and state managed sheltering of household pets from any region in the Commonwealth due to any hazard.

Planning Assumptions

- Given notice of an event, a portion of the population will voluntarily evacuate with their household pets before an evacuation has been recommended or directed. Most people who leave their homes with their household pets will seek shelter with relatives, friends or in motels.

- There are ongoing efforts between all local, state, and federal partners to proactively reach out and educate residents of the Commonwealth on evacuation and sheltering procedures for themselves and their household pets to include where to go for information on evacuations and routing, when to shelter-in-place, where to go for information on pet sheltering options, and what supplies to bring to a pet shelter.

- Stranded motorists with household pets could present significant problems during an evacuation situation.

- Some owners of household pets will refuse to evacuate unless arrangements have been made to care for their animals; therefore some household pets may require evacuation prior to a disaster, sheltering and adequate care during a disaster and reunification with their owners after a disaster.

- Service animals will be evacuated and transported with their owners.

- Household pets not transported in the owner's vehicle may be transported in separate vehicles from their owners. For example, a van for pets in cages may follow a bus with the owners. Crates will need to be provided.

- Private industry (e.g., hotels) may modify requirements allowing for the housing of household pets during an emergency.

- In major disaster events or emergencies, regional, state, federal and private resources might be necessary to augment local pet sheltering resources to ensure an effective and timely execution of the protective action(s).

Policies

- National humane organizations will assist in the rescue, shelter and care of non-owned animals (i.e., lost, stray and/or abandoned). Non-owned pets will be taken to local animal shelters. Wildlife rescuers will be contacted concerning injured or orphaned wildlife.

- Pet shelter operations initiated at the local level are a local responsibility.

- Pre-identified local and/or State pet sheltering sites will be announced as determined by the specific event. Not all pet shelter sites will be opened at once during an event, and sites will be event-dependent.

- Public education materials will emphasize the need for individual responsibility with regard to emergency preparedness for household pets.

- Service animals will be allowed in all emergency shelters.

- Only those SMSs that are designated for pets will accept pets.

- Pet shelter supplies and resources will be requested and/or pre-staged as defined in the incident evacuation timeline.

Concept of Operations

This annex is the core plan for managing pet evacuation and state pet sheltering operations with an all-hazards approach.

Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, etc.).

Experience has shown that during times of disaster people may risk their own safety to secure the safety of their household pets and service animals. They may not leave their homes without their pets, or they may try to return to an unsafe house to retrieve pets left behind. These situations can lead to injuries to the animals, injuries to the owners, and possible injuries to emergency personnel when assisting in recovering animals.

Pet evacuation and sheltering operations will vary from situation to situation, especially when consideration is given to incidents involving the need for decontamination of household pets prior to entry into a pet shelter environment.

Roles & Responsibilities

Virginia Department of Agriculture and Consumer Services

- Coordinate with ESF #17 to assist in identifying staff members and supplies needed to address the safety and well being of household pets.

- Provide subject matter expertise to state agencies, as needed.

- Coordinate with ESF #17 and appropriate government agencies, and private organizations, the utilization of a resource network, with lists and contact information for kennels, boarding facilities, animal shelters, veterinary hospitals, or other resources, which will assist in the sheltering of domestic pets during emergencies and disasters.

- Coordinate animal disposal resources.

- Identify outlets for unclaimed pets.

- Coordinate with the PIO to facilitate dissemination of information to the public on both the location of the animal care facilities that will be opened and directions to them.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

SUPPORT ANNEX #5
EVACUATION & RE-ENTRY

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Department of Transportation (VDOT)
- Virginia State Police (VSP)
- Department of Military Affairs (DMA)
- Virginia Port Authority (VPA)
- Department of Aviation (DOAV)
- Department of Rail and Public Transportation (DRPT)
- Virginia Department of Health (VDH)
- Virginia Department of Social Services (VDSS)

Purpose

The Evacuation & Re-entry Annex exists to establish the organizational basis for operations in the Commonwealth of Virginia to effectively respond to and recover from disasters and/or emergency situations which involve evacuation, including mass evacuation.

This annex should facilitate evacuation and re-entry if it is determined that such action is the most appropriate for protecting the various population groups who might be present during an emergency.

Scope & Applicability

This annex adopts an all-hazards approach to preparing for and managing evacuations. It establishes a methodology that is applicable to any threat, hazard, or event that results in the need to evacuate.

This annex does not replace or supersede local government evacuation plans.

Planning Assumptions

- The nature of a threat, possibility of escalation, number of people affected, and related factors must be considered before making the decision to activate the annex.

- The primary means of evacuation for most individuals will be personal vehicles. Individuals who rely on other means of transportation (carpool, vanpool, public transportation, etc.) may require assistance in evacuating. Therefore, access to the incident area by public transportation will be required during an emergency evacuation.

- Individuals with special needs may require evacuation assistance and/or transportation.

- Spontaneous evacuation will occur.

- Some individuals will resist an order to evacuate.

- Residents will utilize all available public information sources to acquire emergency information.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- The Governor has the authority (§ 44-146.17 of the Code of Virginia) to direct evacuation from any stricken or threatened area if the action is deemed necessary to protect life.

Organizational Structure

Coordination of evacuation operations will be accomplished by the Virginia Emergency Response Team (VERT).

Concept of Operations

In planning for evacuation, the characteristics of the hazard and its magnitude, intensity, speed of onset, and anticipated duration are all significant factors. These will determine the number of people affected, the recommended evacuation distance to ensure their safety, and the extent of traffic control and security required.

The evacuation should be sustained as long as the risk continues in the evacuated area. Re-entry into the evacuation area will only be allowed after it is determined by the local Incident Commander that it is safe to do so.

Notification and Warning

The dissemination of critical information to the public related to the status of an evacuation will be an integral element of state and local response and recovery efforts. Providing accurate, consistent, and expedited information in a crisis situation helps to calm anxieties and reduce problematic public response.

Communication with citizens for state directed evacuations shall be coordinated through ESF #15 – External Affairs and should include, but not necessarily be limited to the following information:

- The area to be evacuated.
- The urgency of the evacuation.
- Identification of evacuation routes and transportation options.
- Identification of shelter/staging locations (if necessary).
- Timeframes for activity (staged evacuations, shelter activation, etc.).
- The reason for the evacuation.
- Direction to initiate appropriate personal/agency emergency plans and to continue to monitor emergency communication devices for additional information.
- Resources for additional information.

Once an evacuation is declared and has begun there is still a need to communicate with the public on an ongoing basis. As circumstances affecting the evacuation change, updated directions and information must be provided to enable evacuees to react to these changes. Dissemination of this information shall be coordinated through ESF #15 – External Affairs and should include, but not be limited to the following:

- Status of trigger event (is the evacuation still necessary?).
- Specific safety concerns that may affect evacuees.

Public information updates shall be provided as needed, with information being revised as often as possible. It is critical however, that the information be accurate to avoid confusion. Updates should not be provided until information is confirmed.

Roles & Responsibilities

Virginia Department of Emergency Management

- Through the VERT, work with localities to support mass evacuation operations within the Commonwealth.
- Support state agencies with evacuation responsibilities.

Virginia Department of Transportation

- Assist in the coordination of traffic control on state-managed roads in the

event of an emergency requiring evacuation.

- Assist localities with the media outreach efforts of evacuation education pre-event and notification during an event regarding routing to be used.

- Provide subject matter expertise, as needed.

Virginia State Police

- Coordinate traffic control in the event of an emergency requiring evacuation in accordance with the Highway Laws of Virginia and the policies of the State Highway Commission.

- Assist in directing motorists to locality-identified refuges of last resort.

- Provide subject matter expertise, as needed.

Department of Military Affairs

- Within the current capabilities of DMA, assist with traffic control.

- Provide subject matter expertise, as needed.

Virginia Port Authority

- Implement policies and procedures necessary for the coordination of evacuation and re-entry plans via the Commonwealth's waterways.

- Provide evacuation subject matter expertise, as needed.

Department of Aviation

- Recommend policies and procedures necessary for the implementation of evacuation plans for the Commonwealth via air.

- Provide evacuation subject matter expertise, as needed.

Department of Rail and Public Transportation

- Recommend policies and procedures necessary for the implementation of evacuation plans for the Commonwealth via mass transit and/or rail.

- Provide evacuation subject matter expertise to state agencies, as needed.

Virginia Department of Health

- Provide guidance and technical assistance to local jurisdictions, medical facilities, and home health care agencies for planning and carrying out emergency evacuation and relocation of medically-dependent persons.

Virginia Department of Social Services

- Provide evacuation subject matter expertise to state agencies, as needed.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: evacuation.

Attachment 1 – Re-entry

Purpose

This document describes additional state level credentialing support capabilities to supplement local re-entry plans, procedures, and products. The capability outlined below will allow for the quick credentialing of firms whose services will be needed should they be requested.

Scope

This capability may be applied to any evacuation in which a re-entry process must be established.

Planning Assumptions

- Re-entry will be managed by officials in the affected jurisdiction.
- Ingress/egress routes may be too numerous in the presumed affected area to limit access by checkpoint alone. Rather, access in the affected area may be enforced by curfew.

Policies

- The Governor has the authority (§ 44-146.17 of the Code of Virginia) to control ingress at an emergency area if the action is deemed necessary to protect life.

Concept of Operations

Local jurisdictions are primarily responsible for controlling ingress and egress from evacuated areas. Local law enforcement or other entities enforcing curfews or restricting access will need to be able to quickly identify those who are in the area without appropriate authorization. The VERT will support local re-entry efforts if requested.

Roles & Responsibilities

Affected Jurisdictions

- Rapidly develop and communicate with the VERT, prioritized local re-entry plans to meet the circumstances.
- Issue credentials to authorize the re-entry of entities per established criteria and enforce restrictions as able.

Virginia Department of Emergency Management

- When requested, provide a low cost credentialing placard electronically to jurisdictions.
- Support the execution of re-entry and recovery efforts through routine, regional conference calls. These conference calls will address mutual support, and information between localities, and help coordinate activities.
- Support localities with re-entry operations, as needed.

Appendix A – Northern Virginia

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Department of Transportation (VDOT)
- Virginia State Police (VSP)
- Department of Rail and Public Transportation (DRPT)
- Virginia Department of Health (VDH)
- Department of Social Services (DSS)
- Department of Corrections (DOC)
- Department of Military Affairs (DMA)
- Local Jurisdictions

Purpose

This Evacuation Annex has been developed to accomplish the following:

- Outline a framework of a complete Virginia operational evacuation plan within Northern Virginia (NOVA).
- Synchronize the efforts of all state agencies during a major evacuation within this region.
- Provide a Virginia evacuation plan to synchronize mutual supporting plans of local jurisdictions within NOVA.
- Provide basic concepts which can be incorporated into plans being developed by other organizations within the National Capitol Region (NCR) and the National Park Service.

This COVEOP annex provides an overview of how the Commonwealth will manage an evacuation in Northern Virginia. Detailed response and technical data can be found in the NOVA Evacuation Annex Technical Support Document (secure, non-public text).

Scope & Applicability

The annex provides broad guidance for state agencies, local jurisdictions, federal and non-governmental partners. There will be local evacuation plans which support and synchronize with this regional annex.

It is envisioned that this annex will support two distinct groups of the public. The primary group will be those who reside in the region and need to get to their homes. The other group will be evacuees who have lost their homes and/or tourists or visitors and need to be moved to shelters.

This annex will also provide guidance to any federal support that may be requested as a result of the declaration of an 'Emergency' or 'Major Disaster', as defined in 42 U. S. C. § 5122 of the Stafford Act.

It is primarily intended to be supportive of local and regional evacuation actions. It is an all hazards approach to any type of event that could occur with or without advanced notice and will cause an evacuation.

This annex concentrates on the first 72 hours of an incident involving a large scale regional evacuation. Beyond the first days of such an evacuation, other State and local plans will be implemented for long-term response and recovery.

This annex addresses the below activities in support of an evacuation.

- Traffic movement
- Law enforcement and traffic control
- Public transportation
- Support for "walk outs" in the event public transportation is interrupted or not available.
- Public information plan

- Establishment of Assembly Areas and Transfer Points for the initial reception and processing of evacuees to other destinations.

Situation

Northern Virginia is highly susceptible to events that might require implementation of a regional evacuation plan. Some of these events could be so large that they would require state support for local jurisdictions. These events will require actions and support by many state agencies, multiple local jurisdictions and non-governmental organizations. There is a need to outline basic operational concepts in advance for an evacuation effecting NOVA and/or the NCR. Any major evacuation near or within this area will immediately involve all local jurisdictions. Therefore, it is essential that a basic operational framework be established to guide the many organizations that will be involved and impacted.

A significant event in this region will likely impact other Commonwealth regions and even other states depending on the severity of the incident. Northern Virginia cities and counties are capable of supporting isolated or minor evacuations and supporting each other through existing mutual aid agreements. However, a large event either within the region or NCR, may necessitate declaration of a Local or State Emergency, and a Gubernatorial request for declaration of a Federal Emergency (pursuant to 42 U. S. C. § 5171, 5191 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act) in order to facilitate the complexities surrounding the implementation of a regional evacuation effort.

Due to the types of threats to which NOVA, as part of the NCR, is susceptible, it is more likely that a no notice event will trigger an evacuation. Several incidents could simultaneously occur throughout these areas.

Large numbers of residents of Northern Virginia work in Washington and utilize public transportation to/from work. Should there be a disruption to public transportation, there will be a need to provide an alternate method to move these residents. Federal evacuation plans will not be made public, but will affect other regional evacuation efforts. Additionally, actions initiated by the federal government may temporarily impair road, rail and air movement within Washington, DC and NOVA localities.

In the event of a large scale evacuation within or near NOVA and/or the NCR, the focus of localities will be the movement of people and sheltering their own residents and/or providing mutual support to other affected Virginia localities. Sheltering of Displaced Persons might not be within the capabilities of NOVA, and assistance will be required from State shelters and/or other cities/counties in Virginia.

Planning Assumptions

- More than one incident could cause evacuation. Incident command could also be in Washington, DC with Northern Virginia in a supporting role.

- This annex may be activated in response to a mass evacuation from Washington, D.C., or all or a portion of the NCR (likely caused by or causing a federally declared emergency).

- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prevent, prepare for, respond to, and recover from disasters.

- It is anticipated that regardless of where the incident occurs, either in NOVA, Washington, DC, or all or a portion of the NCR, an immediate spontaneous evacuation will occur. Roads will rapidly become grid-locked and people will begin walking out of the impacted areas. The first responses will concentrate on protecting lives, property, gaining control of the actions of the public and implementation of the evacuation plan during chaos and possible panic. It will take hours and possibly the first 12-hour

operational period or beyond to fully implement this annex.

- There is a potential that public transportation and roadways could be disrupted or damaged. This will demand maximum flexibility in responses.

- Dissemination of information to the public is essential to gaining control of the situation, reducing fears and implementing an organized effort for evacuation.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans; standard operating procedures; mutual aid agreements; and model contracts to successfully accomplish their tasks.

- Incident Management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).

- Where feasible, "shelter-in-place" will/must be the primary protection of people.

Organizational Structure

Operational guidance contained in this annnex will apply in directing and coordinating state agency efforts in support of local jurisdictions and the NCR should a major evacuation event be required within these areas.

Incident command centers will be designated by local jurisdictions and/or the federal government.

A State Multi-Agency Coordination Center (MACC) will initially be established. State liaison personnel will be provided to local EOCs as rapidly as possible.

Upon the order to implement the NOVA Evacuation Annex or the NCR Sheltering and Evacuation Plan, both the State Multi-Agency Coordination Center (MACC) and local EOCs will become fully operational immediately as applicable.

Concept of Operations

The Commonwealth of Virginia is responsible for the execution of this annex.

As previously stated, there will be some amount of time before first responders gain control and fully execute these principles. This concept is also designed to be highly flexible depending on the situation(s.) The concept may be used for either incidents occurring in NOVA, in support of a Washington, DC incident, or both.

1. <u>General</u>

Once an evacuation is ordered, the Evacuation Annex will be executed by applicable state and local agencies. This may occur in various stages.

Establishment of evacuation corridors reflects routes that will receive priority for management and support for traffic control, law enforcement, logistics and medical providers given the limited assets available initially for an evacuation. Evacuation Corridors include:

A. All rail lines which pass through Northern Virginia.

B. Limited Access Corridors. These are the primary responsibility of the State (VSP, VDOT, and VDEM).

C. Traffic Signal Corridors. These are the primary responsibility of local jurisdictions where these roads pass through their jurisdictions. VDOT will be responsible for executing the Traffic Signal Plan along these routes.

As evacuees move out of the affected areas by road, rail or foot, those requiring assistance will be initially directed to Assembly Areas. At the Assembly Areas, evacuees will be collected for further evacuation via buses and provided

immediate first aid and comfort. Buses will be used to move evacuees to Transfer Points, (TP.) Assembly areas will be operated by local jurisdictions and/or the National Park Service.

Upon arrival at designated Transfer Points, accountability will be completed, and additional medical support and comfort (food, water, blankets) will be provided. Evacuees will be moved via buses to the vicinity of their homes within NOVA or to designated shelters. Transfer Points will be near corridors and rail stations. Local governments will operate Transfer Points to move evacuees home or to state Transfer Points for Displaced Persons. State-operated Transfer Points will be supported by state agencies (primarily college staff.)

Local shelters will be opened in NOVA to provide support for residents of local jurisdictions or mutual support of other localities. State shelters will be provided throughout the Commonwealth of Virginia for Displaced Persons.

Traffic flowing toward Northern Virginia and/or Washington, DC will be re-routed to alternate routes by both Maryland and Virginia law enforcement to reduce congestion near the affected areas.

The use of High Occupancy Vehicle (HOV) lanes within designated Limited Access Corridors, eliminating tolls, and the use of the Traffic Signal Plan will be the major methods utilized to accelerate outbound movement of automobiles.

If required in support of Washington, DC, I-395 North and I-66 East will be closed inbound to DC from I-495 (the Beltway.) Only first responders, buses and others with official business will be permitted to use these roadways.

The public information annex (ESF#15) contained in the Technical Support Document will be implemented in conjunction with the order to execute this annex. The public will be provided information regarding what to do, where to go, status of closures or requirements for sheltering in place.

Normal commuter rail will also support evacuation. Special trains may be used to transfer Displaced Persons out of the area to shelter locations.

Airports and waterways may be used primarily to provide follow-on responders and logistical support into the affected areas.

2. Incident Management Actions

Once an incident occurs, the priorities shift from prevention, preparedness and incident mitigation to immediate and short-term response activities to preserve life, property, the environment, and the social, economic, and political structure of the community.

Response actions include immediate law enforcement, fire, emergency medical services; emergency flood fighting; evacuations; transportation system detours; emergency public information; actions taken to minimize additional damage; urban search and rescue; the provision of public health and medical services to include food, water, and other emergency essentials; debris clearance; the emergency restoration of critical infrastructure; control, containment and removal of environmental contamination; and protection of responder health and safety.

In the context of a single incident, once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation. The Logistics Section coordinates a demobilization plan for the release of appropriate resources.

Roles & Responsibilities

Virginia Department of Emergency Management

- Oversee the implementation of the Northern Virginia Evacuation Annex.

Virginia Department of Transportation

- Exercise primary responsibility for State-managed Limited Access Evacuation Corridors.
- Activate the Limited Access and Traffic Signal corridors for roads upon receipt of the Executive Order from the Governor or Virginia State Police Division VII Commander, or his designee.
- Activate the Traffic Signal Plan.
- Support the Virginia State Police.
- Provide support to localities in implementing all or part of this annex.

Virginia State Police

- Provide traffic control and law enforcement in support of this annex in coordination with local and federal law enforcement agencies.
- Redirect traffic to alternate routes around NOVA.
- Assist localities within the agency's capabilities.

Department of Rail and Public Transportation

- Coordinate state level mass transportation support of the evacuation.
- Provide support to NOVA localities when requested by the VEOC.
- Provide support to move responders, equipment and supplies to Northern Virginia or Washington, DC.

Virginia Department of Health

- Provide assistance to localities for evacuation of casualties when requested.
- Provide medical support to supplement local jurisdictions and at Transfer Points and Assembly Areas.
- Implement the evacuation of affected hospitals and medical facilities to alternate locations in conjunction with local jurisdictions.

Department of Social Services

- Maintain awareness of State Managed Shelter status throughout Virginia.
- Register and sort evacuee groups in State Transfer Points for movement to appropriate state shelter locations; and track persons through to destination.

Department of Corrections

- Implement the evacuation of correctional institutions to alternate locations upon an order from the Governor or request from the VERT.

Department of Military Affairs

- Be prepared to provide 100 personnel (each) to three State Transfer Points (TPs) to facilitate augmentation of college/university staffs conducting 24 hour operations of TPs for as long as necessary.
- Be prepared to provide 100 security force personnel to facilitate augmentation of State and Local Law Enforcement.
- Be prepared to provide 75 security force personnel to facilitate augmentation of Virginia State Police operations.
- If available, provide Liaison Officers to support VERT operations.

Local Jurisdictions

- Incident Command.

- Primarily responsible for Traffic Signal Evacuation Corridors identified as part of this annex with VDOT assistance.
- Implement local plans in support of the evacuations.
- Open EOC.
- Operate Assembly Areas and Transfer Points within their jurisdictions.
- Assist federal agencies with their Assembly Area and Transfer Point facilities.
- Assist in providing billeting and food for local and state first responders within jurisdiction.
- Provide buses to support movement of people from Assembly Areas and/or Transfer Points.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws

References

- Emergency Management Accreditation Program 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: evacuation.

Appendix B – Capitol District

Lead Agencies

- Division of Capitol Police (DCP)
- City of Richmond Department of Police (RPD)
- City of Richmond Department of Fire & Emergency Services (RFD)
- Virginia State Police (VSP)

Support Agencies and Organizations

- Virginia Department of Human Resource Management (DHRM)
- Department of General Services (DGS)
- City of Richmond Emergency Management
- City of Richmond Department of Public Works (DPW)
- Virginia Department of Transportation (VDOT)
- Greater Richmond Transit Company (GRTC)
- Office of the Attorney General (OAG)
- Office of the Secretary of Public Safety (SPS)
- All Other Secretariats as Appropriate

Purpose

This annex is designed to produce a safe, efficient, and expedited evacuation of the Commonwealth of Virginia Capitol District if it is determined that such action is the most appropriate for protecting the various population groups who might be present within the district during an emergency.

Scope & Applicability

This Evacuation Annex adopts an all-hazards approach to preparing for and managing evacuations. It establishes a methodology that is applicable to any threat, hazard, or event that results in the need to evacuate.

This document is intended to be utilized during a full-scale evacuation of the District. Additional documentation, such as building specific emergency and response plans will be activated as needed.

Employees and government officials make up the majority of individuals who will need to be evacuated.

The actual number of individuals present in the district can vary dramatically depending on the time of day, day of week, time of year, or during one of the many special events which routinely bring thousands of visitors to the city.

Situation

Located in downtown Richmond Virginia, the Capitol District was established to geographically identify the seat of state government within the city. The district is comprised of the area in Richmond bounded by Broad Street, Eighth Street, Main Street, and Interstate 95. (Code of Virginia § 2.2-620).

Although state agency offices are located throughout the metropolitan Richmond area, the Capitol District contains the largest concentration of state departments and agencies in numerous buildings. The district houses the executive, legislative, and judicial branches of the Commonwealth and serves as a major employment center within downtown Richmond. A number of major employers such as the Virginia Commonwealth University Medical Campus, Bio-medical Research Park, and various city government agencies are located adjacent to the Capitol District.

The Department of General Services operates and maintains over 40 buildings within the district, totaling approximately 6.45 million square feet. There are over 7,000 state and contract employees in these DGS buildings. DGS also maintains an inventory of over 6,500 parking spaces in 20 different facilities.

Events precipitating an evacuation order may include foreign and domestic terrorist attacks, hazardous materials incidents, fires, severe weather, utility failures, civil disturbances, or

other incidents as deemed appropriate. These events can occur with or without advanced warning.

Planning Assumptions

- Spontaneous evacuation will occur.
- The nature of the threat will determine the need to evacuate.
- The number of people initially affected is not the only criterion for deciding whether or not to activate the plan. The nature of a threat, possibility of escalation, need for expert consultation, and related factors must also be considered.
- Significant traffic congestion will occur in the vicinity of the Capitol District regardless of mitigation efforts.
- Facilities within the district contain sensitive information that must be safeguarded during an evacuation. This need may delay evacuation efforts from these areas.
- The primary means of evacuation for most individuals will be personal vehicles. Individuals who rely on other means of transportation (carpool, vanpool, public transportation, etc.) may require assistance in evacuating. Therefore, access to the incident area by public transportation will be required during an emergency evacuation.
- Individuals with functional needs will likely require evacuation assistance and/or transportation.
- Virginia Commonwealth University has separate threats and plans, but will be included in any emergency communications from the Capitol District.
- This annex is to be used in conjunction with the City of Richmond Emergency Operations Plan.
- Employees will follow their respective evacuation procedures as outlined in specific Building Emergency Evacuation Plans (BEEP).

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans; standard operating procedures; mutual aid agreements; and model contracts to successfully accomplish their tasks.

Concept of Operations

In planning for evacuation the characteristics of the hazard and its magnitude, intensity, speed of onset, and anticipated duration are all significant factors. These will determine the number of people affected, the recommended evacuation distance to ensure their safety, and the extent of traffic control and security required.

The decision for an emergency evacuation of the Capitol District will be made by the Incident Commander.

Depending on the nature of the incident and its specific location, an Incident Commander (IC) will be identified (Depending upon these criteria the IC could be a representative from the Richmond Fire Department, Richmond Police Department, Division of Capitol Police, or Virginia State Police). The evacuation should be coordinated with representatives from RPD, DCP, DHRM, SVAHS, and DGS through the on-scene Incident Command Post (ICP).

The ICP is a predesignated temporary facility and signifies the physical location of the tactical-level, on-scene incident command and management organization. It typically comprises the Incident Commander and immediate staff and may include other designated incident management officials and responders from state

and local government, as well as private-sector, nongovernmental, and volunteer organizations. Typically, the ICP is located at or in the immediate vicinity of the incident site and is the focus for the conduct of direct, on-scene control of tactical operations. Incident planning is also conducted at the ICP; an incident communications center also would normally be established at this location. The ICP may be collocated with the incident base, if the communications requirements can be met. The ICP may perform local Emergency Operations Center-like functions in the context of smaller jurisdictions or less complex incident scenarios.

The evacuation should be sustained as long as the risk continues in the evacuated area. Re-entry into the evacuation area will only be allowed after it is determined by the Incident Commander that it is safe to do so.

Notification & Warning

The accurate and timely dissemination of critical information to the public and building occupants related to the status of an evacuation will be an integral element of the district's response and recovery efforts. Providing accurate, consistent, and expedited information in a crisis situation helps to calm anxieties and reduce problematic public response.

Initial communication with building occupants should include, but not necessarily be limited to the following notifications:

- The area to be evacuated.
- The urgency of the evacuation.
- Identification of evacuation routes and transportation options.
- Identification of shelter/staging locations (if necessary).
- Timeframes for activity (staged evacuations, shelter activation, etc.).
- The reason for the evacuation should be included if known and deemed appropriate by the Incident Commander.
- Direction to initiate appropriate personal/agency emergency plans and to continue to monitor emergency communication devices for additional information.
- Provide resources for additional information.

Once an evacuation is declared and is underway, there is still a need to communicate with the public on an ongoing basis. As circumstances affecting the evacuation change, updated directions and information must be provided to enable evacuees to react to these changes. Information that will need to be shared includes:

- Status of trigger event (is the evacuation still necessary?).
- Specific safety concerns that may affect evacuees.

These updates should be provided on a continuous basis, with information being revised as often as possible. It is critical however, that the information be accurate to avoid confusion. Updates should not be provided until information is confirmed.

Roles & Responsibilities

Division of Capitol Police

- Assist in the establishment of an Incident Command Post compliant with the National Incident Management System and provide a representative to serve at the Incident Command Post.
- Manage the incident scene as appropriate.
- Impose and maintain perimeter control and evacuation routes in and out of the affected area.
- Provide security and maintain order within the affected area prior to and during any evacuation as well as while restrictions are being eased.

- Coordinate re-entry security as designated by Incident Command.
- Activate and coordinate the trained members of the AEW to ensure adequate traffic control support.
- Activate the Statewide Alert Network (SWAN).
- Maintenance of this annex in coordination with stakeholders.
- Release factual information to the public in a timely manner in the interest of public safety.

City of Richmond Department of Police

- Provide a representative to serve at the Incident Command Post.
- Assist in the establishment of an Incident Command Post compliant with the National Incident Management System.
- Assist with provision of security within the affected area prior to and during any evacuation.
- Set up perimeters on routes in and out of the affected area.
- Support the identification of sustainable safe evacuation routes.
- Monitor traffic flow in the vicinity of the district.
- Coordinate the removal of disabled vehicles.

City of Richmond Department of Fire & Emergency Services

- Provide a representative to serve at the Incident Command Post.
- Assist in the establishment of an Incident Command Post compliant with the National Incident Management System.
- Maintain readiness to respond to fire and hazardous materials incidents as they occur.
- Participate in rescue and recovery activities.

Virginia State Police

- Provide a representative to serve at the Incident Command Post if deemed appropriate by the Superintendent or other authority.
- Assist with provision of security around the affected area.
- Monitor and maintain traffic flow on interstate highways in and out of the evacuated area.
- Release factual information to the public in a timely manner in the interest of public safety.

Virginia Department of Human Resource Management

- Release information to employees in a timely manner in the interest of public safety.
- Provide the most recent Adjunct Emergency Workforce (AEW) to DCP

Department of General Services

- Provide a representative to serve at the Incident Command Post.
- Assist DCP or DHRM in notifying building occupants of the decision to evacuate.

- Provide input to DCP regarding activation of the Adjunct Emergency Workforce (AEW).

City of Richmond Emergency Management

- Provide a representative to serve at the Incident Command Post.
- Coordinate the provision of public safety services.
- Provide centralized location for coordination and emergency support function management for the district.
- Release factual information to the public in a timely manner in the interest of public safety.

City of Richmond Department of Public Works

- Provide a representative to serve at the Incident Command Post if requested.
- Support the identification of sustainable safe evacuation routes.
- Assist with traffic signal operations.
- Deploy traffic control devices such as barricades and vehicles.
- Debris removal as deemed necessary for life safety.

Virginia Department of Transportation

- Provide a representative to serve at the Incident Command Post if requested.
- Provide traffic control devices such as barricades and vehicles.
- Activate highway emergency alert signage.
- Assist with debris removal as deemed necessary for life safety.
- Provide additional manpower as needed.
- Monitor interstate highway traffic flow in and out of the evacuated area
- Advise the Incident Commander of accessibility and functionality of evacuation routes.

Greater Richmond Transit Company

- Provide a representative to serve at the Incident Command Post if requested.
- Provide transportation for evacuees to designated public shelters or evacuation staging areas.
- Coordinate and notify the IC of the resources used, destinations, and number of people transported.
- Support the identification of sustainable safe evacuation routes.

Office of the Attorney General

- Maintain communication with DCP or VSP representatives at the Incident Command Post.

Agencies within the Capitol District

- Communicate evacuation instructions to employees.

Office of the Secretary of Public Safety

- Maintain communication with DCP or VSP representatives at the Incident Command Post.
- Coordinate and communicate with DHRM regarding employee safety and security concerns.

All Other Secretariats as Appropriate

- Maintain situational awareness and provide support as needed.

- Ensure state agencies activate their Continuity Plans to ensure the continuation of vital services.

Authorities & References

Authorities

- Code of Virginia § 2.2-620 Establishment of the Capitol District as the seat of government of the Commonwealth

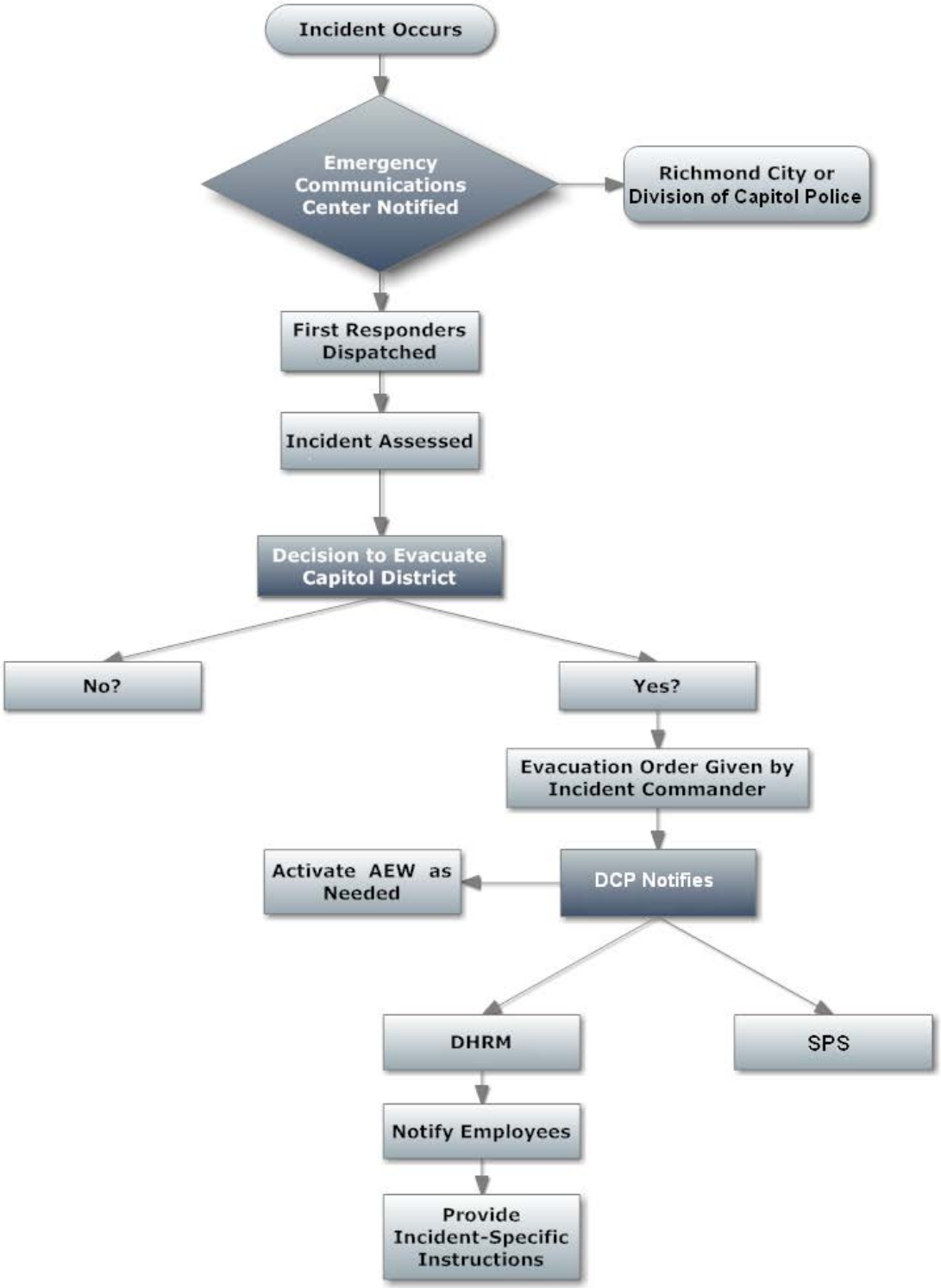
- Code of Virginia § 2.2-3705.2

- Virginia Emergency Services and Disaster Laws

References

- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: evacuation.

Attachment 1 – Notification Chart



Attachment 2 – District Map

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

HAZARD-SPECIFIC ANNEX #1 RADIOLOGICAL EMERGENCY RESPONSE

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Department of Agriculture & Consumer Services (VDACS)
- Department of Conservation & Recreation (DCR)
- Department of General Services (DGS)
- Department of Corrections (DOC)
- Department of Environmental Quality (DEQ)
- Virginia Department of Forestry (VDOF)
- Department of Game & Inland Fisheries (DGIF)
- Virginia Department of Health (VDH)
- Virginia Marine Resource Commission (VMRC)
- Department of Military Affairs (DMA)
- Virginia Department of Social Services (VDSS)
- Virginia State Police (VSP)
- Virginia Department of Transportation (VDOT)
- Virginia Cooperative Extension (VCE)
- Dominion Virginia Power

Purpose

The Commonwealth of Virginia Radiological Emergency Response Annex is a hazard-specific component of the Commonwealth of Virginia Emergency Operations Plan (COVEOP). It has been developed to provide a sound basis for radiological emergency preparedness and to establish the organizational framework and operational concepts and procedures designed to minimize the loss of life and property and to expedite the restoration of essential services following a radiological emergency.

This COVEOP annex provides an overview of how the Commonwealth will respond to a radiological emergency. Detailed response and technical data can be found in the Radiological Response Technical Support Document (secure, non-public text).

Scope & Applicability

This annex applies to incidents occurring at a fixed nuclear facility; those caused by a transportation accident involving radiological materials; terrorist events involving radiological materials; or a radiological emergency involving a Naval Nuclear Propulsion Program (NNPP) facility or ship.

This annex also:

- Provides for warning of the public and for the implementation of protective actions to be taken during a radiological emergency.
- Provides guidance to agencies of the State government and to the political subdivisions as to their emergency preparedness and operating responsibilities in preparing for and coping with a radiological emergency to minimize radiation exposure and environmental contamination.
- Provides a basis for the preparation of detailed Radiological Emergency Response Plans, procedures, and training programs by agencies of the state government and the political subdivisions.
- Assigns responsibilities to state agencies and local governments in radiological emergency response and preparedness.
- Sets forth procedures for reporting and disseminating warning of radiological emergencies.
- Specifies immediate response procedures by state and local governments to the four NRC/FEMA-defined emergency action levels.
- Delineates the policies and concepts under which state and local governments will operate during a radiological emergency response.

Planning Assumptions

- Radiological incidents may not be immediately recognized as such until the radioactive material is detected or the effects of radiation exposure are manifested in the population.

- An act of radiological terrorism, particularly an act directed against a large population center within the United States, will have major consequences that can overwhelm the capabilities of many local and state governments to respond and may seriously challenge existing Federal response capabilities.

- An incident involving the potential release of radioactivity may require the implementation of protective measures.

- State agency representatives working in the Virginia Emergency Operations Center (VEOC) may be asked to respond to frequent inquiries from the Federal Emergency Management Agency (FEMA) and the Nuclear Regulatory Commission (NRC) regarding local impacts and situation status.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- Local governments are responsible for maintaining the capability to implement their Radiological Emergency Response Plan and for participating in periodic training exercises of the plan.

Organizational Structure

State

The state organization is based on normal governmental structures and channels of communication with the Governor in his role as Director of Emergency Management directing the response through the State Coordinator of Emergency Management, who coordinates the overall response. The Virginia Department of Health provides technical advice and assistance on radiological monitoring, radiological incident assessment, protective actions, and radiological exposure control. Other state agencies provide support and assistance, on request, in accordance with their responsibilities and capabilities

The state organization for response to radiological emergencies is the same as that for other incidents and events.

For incidents at nuclear facilities, the VDEM State On-Scene Coordinator (SOSC) at the utility's Emergency Operations Facility (EOF) or other appropriate location will serve as the state's representative to provide interface with the utility's Recovery Manager and to facilitate receipt and transmission of appropriate information between the utility, and state and local governments. Similarly, the SOSC will provide the interface with the Naval Nuclear Propulsion Program’s local Emergency Control Center (ECC), if appropriate.

Facilities

The nuclear facility operator has significant responsibilities in incident assessment, warning, and public information and has organized its response organization accordingly. Government and facility operator response organizations require close interface and coordination. This will be accomplished primarily in the on-site utility Emergency Operations Facility.

Concept of Operations

This annex is effective for execution upon notification of a radiological emergency within the state and as a basis for training and preparation of supporting plans and procedures upon receipt.

VDEM and VDH will request and coordinate Federal assistance for monitoring and assessment provided under the National

Response Framework and provide administrative, logistical and liaison support to Federal personnel on request.

1. Fixed Facilities

The following fixed nuclear facilities are potential sources of radiological emergencies in Virginia:

- Surry Power Station
- North Anna Power Station
- Calvert Cliffs Power Station
- Babcock & Wilcox - Nuclear Products Division

Protective actions within the facility site boundary will be the responsibility of the operator. The state and neighboring local governments will provide on-site assistance as requested and as mutually agreed upon with the facility operator.

The implementation of protective actions beyond the site boundary but within the ten-mile plume exposure Emergency Planning Zone (EPZ) and within the fifty-mile Ingestion Pathway Zone (IPZ) for commercial nuclear power stations is the primary responsibility of the elected officials of the local governments.

Initial response is based upon the implementation of preplanned actions outlined in state and local government plans.

Follow-up action will be taken on advice from the VERT based on evaluation and assessment of the incident. Local Directors of Emergency Services, based upon knowledge of weather conditions, evacuation routes, special populations, predicted arrival of the radioactive plume, etc., may take independent and preemptive action to implement protective actions within their jurisdictions. Jurisdictions implementing preemptive local protective actions will ensure that the VERT and surrounding jurisdictions are fully informed of all actions and decisions.

Radiation assessment and coordination of protective actions within the ingestion pathway Emergency Planning Zone will be the primary responsibility of VDEM and VDH in cooperation with the VDACS and DEQ.

Emergency Notification

The following four emergency classification levels have been established for the purpose of reporting and defining pre-planned actions to be taken in response to emergencies at fixed nuclear facilities:

a) Notification of Unusual Event

An incident has occurred that may result in degradation of the level of safety of the plant. No releases of radioactive material requiring off-site response or monitoring are expected unless further degradation of safety systems occurs. (Does not apply to Babcock & Wilcox due to small amount of radiological products housed/handled)

b) Alert

An incident has occurred that potentially or actually threatens the safety of the plant, personnel, or site equipment. This may be a security event involving hostile actions. Any releases expected to be limited to small fractions of the EPA Protective Action Guidelines exposure levels.

c) Site Area Emergency

An incident has occurred that involves actual failures of plant functions needed for protection of the public. This includes security events that result in intentional damage or malicious acts. Any releases not expected to exceed EPA Protective Action Guidelines exposure levels except near site boundary.

d) General Emergency

An incident has occurred which involves actual or imminent substantial core

degradation or melting. There is a potential for loss of containment integrity. Releases can be reasonably expected to exceed EPA Protective Action Guidelines exposure levels off-site for more than the immediate site area. (Does not apply to Babcock & Wilcox due to small amount of radiological products housed/handled.)

Incident Assessment

The initial assessment and report of an emergency classification level at a nuclear facility will be made by the facility operator, based on instrumentation within the facility control room. This initial assessment will include a projection of off-site consequences; and if indicated, immediate protective actions will be recommended to state and local government officials. This initial on-site assessment will be verified and refined as soon as possible and on a continuing basis by the VDH Radiological Health Program in cooperation with facility health physics personnel assessments and recommendations will be based on on-site radiation monitoring, off-site reports provided by local governments, the state Radiological Emergency Response Team (RERT), field units, and laboratory analysis.

2. Naval Nuclear Programs

Naval Nuclear Propulsion Program (NNPP) radiological work facilities and ships in the Greater Hampton Roads area are potential sources of radiological emergencies. All nuclear powered vessels and their support facilities are under the radiological regulatory authority of the Naval Nuclear Propulsion Program (NNPP) – a joint program of the U.S. Navy and U.S. Department of Energy/National Nuclear Security Administration.

The NNPP transports radioactive material on roadways, railways, and waterways within the Commonwealth of Virginia. Norfolk Naval Shipyard and Northrop Grumman Newport News have radiological emergency response teams will respond to NNPP radiological transportation accidents and will work with the local authorities and incident commanders to ensure public safety. NNPP radiological emergency teams can respond to non-NNPP radiological transportation accidents, if requested.

The NNPP radiological emergency response organization is based on normal naval command structures and channels of communication with the Primary Commander directing the response through the Area Commander, who coordinates the overall response. The NNPP provides support to the Primary Commander during the response.

Emergency Notification

a) Unusual Event

An incident has occurred that may result in degradation of the level of safety of the plant. No releases of radioactive material requiring offsite response are expected unless further degradation of safety systems occurs. This is the initial event classification if a reactor core is not involved (e.g. facility fire involving radioactive materials) and there is potential for measurable exposure to the public near the facility site boundary. If minor releases of radioactivity off-site do occur, releases are expected to result in whole body radiation exposures of <0.01 Rem or thyroid exposures of <0.05 Rem at the Federal Government or NNPP property boundary (or nearest public residence).

b) Alert

An incident has occurred that potentially or actually threatens the safety of the plant, personnel, or site equipment. Any releases are expected to be limited to small fractions of the EPA Protective Action Guides exposure levels near the Federal Government or NNPP facility property boundary (or nearest public residence). Radioactivity releases are expected to result in whole body

radiation exposures of >0.01 to <0.10 Rem or thyroid exposures of >0.05 to <0.50 Rem at the Federal Government or NNPP property boundary (or nearest public residence).

c) Site Emergency

An incident has occurred that involves actual failures of plant functions needed for protection of the public. Any releases are not expected to exceed EPA PAG exposure levels beyond the Federal Government or NNPP property boundary. Releases are expected to result in whole body radiation exposures of >0.1 to <1.0 Rem or thyroid exposures of >0.5 to <5 Rem at the Federal Government or NNPP facility property boundary.

d) General Emergency

An incident has occurred which involves actual or imminent substantial core degradation or melting. There is a potential for loss of containment integrity. Releases can be expected to exceed EPA PAG exposure levels near the Federal Government or NNPP facility property boundary. Releases are expected to result in whole body radiation exposures >1.0 Rem or thyroid exposures of >5.0 Rem at the Federal Government or NNPP facility property boundary.

Incident Assessment

The Area Commander will perform initial incident assessment as soon as possible after identification of the problem. Results of the assessment, emergency classification level, along with recommended protective actions will be transmitted without delay to the VEOC. If immediate protective actions are required, local governments will be notified on a priority basis. The Bureau of Radiological Health, State Department of Health (BRH) will perform independent follow-on monitoring and assessment. BRH will continue to independently monitor and evaluate the off-site radiological situation to the extent possible until such activities are no longer required.

3. Transportation

Radioactive materials may be transported within the State by any of four basic modes--air, water, highway, or railroad. The majority of radioactive materials, however, will move by motor vehicle over existing road nets. The concepts and procedures delineated for transportation accidents emphasize this mode but are equally applicable for the other modes.

Local government officials of the political jurisdiction in which the accident occurs are responsible for the overall response as it affects the general public. Technical guidance and assistance in the radiological aspects will be provided by VDH. The overall State response will be coordinated by the VERT.

4. Evacuation

Under the provisions of Section 44-146.17 of the Commonwealth of Virginia Emergency Services and Disaster Law, the Governor may direct and compel evacuation of all or part of the populace from any stricken or threatened area if this action is deemed necessary for the preservation of life or other emergency mitigation, response or recovery; prescribe routes, modes of transportation and destination in connection with evacuation; and control ingress and egress at an emergency area, the movement of persons within the area and the occupancy of premises therein.

VDEM, in coordination with other state agencies will coordinate with local jurisdictions (including jurisdictions outside the impacted area) to establish Evacuation Assembly Centers (EACs) for radiological screening, decontamination, evaluation, treatment, and long-term health monitoring of populations evacuated from radiologically contaminated areas. Establishment and Operation of EACs remain the responsibility of local jurisdictions. VDEM will coordinate with localities regarding the opening of the EACs and will coordinate

with other state agencies to augment the EACs as needed.

Roles & Responsibilities

Agency response actions are to be conducted in accordance with the appropriate ESF. The roles and responsibilities outlined below are specific to a radiological incident.

Virginia Department of Emergency Management

- Provide a VDEM State On-Scene Coordinator to the EOF or the local Naval Nuclear Propulsion Program (NNPP) ECC.
- Provide warning in coordination with the State Police and the operators of fixed nuclear facilities or the local NNPP ECC.
- Coordinate emergency response actions with federal and state agencies.
- Provide public information, assisted by the Department of Health and the nuclear facility operator; maintain and keep current a list of media representatives, including names and telephone numbers.
- Coordinate the provision of radiological monitoring and personal protective equipment.
- Notify the Federal Emergency Management Agency (FEMA) when the emergency classification level at a nuclear power facility or at a NNPP facility is classed as an Alert or higher level and provide updated information and request assistance, if required, when the emergency classification level is classed as a Site Area Emergency or General Emergency.
- Provide regional Hazmat assistance and equipment to local subdivisions and governments for radiological monitoring when requests are received through the VEOC.

Virginia Department of Agriculture & Consumer Services

- Obtain milk samples from dairy farms, meat samples from packing firms, and food samples from retail and wholesale establishments located within fifty miles of the nuclear power station, as requested, and provide them to the Division of Consolidated Laboratory Services for analysis.
- Coordinate the control and disposition of contaminated food, milk, and animal feed.
- Coordinate the provision of uncontaminated feed for dairy cattle and other farm animals, if required.
- Coordinate the disposition of farm animals affected by radiological contamination.
- Provide advice on and coordinate the disposition or use of farm crops, lands, and equipment that have been contaminated.
- Assist VDH in radiological monitoring and in obtaining samples for incident assessment.

Department of Conservation & Recreation

- For radiological emergencies at the Surry Power Station, warn and evacuate all personnel in the Chippokes Plantation State Park when notified of an emergency affecting the Park.
- For radiological emergencies at the North Anna Power Station, warn and evacuate all personnel in the Lake Anna State Park when notified of an emergency affecting the Park.

Department of General Services

- Provide emergency laboratory services to State agencies and political subdivisions as required.

Department of Corrections

- Provide emergency clothing (shirts and trousers) for temporary use by individuals who are contaminated when arriving at the Evacuation Assembly Centers.
- Provide emergency bedding (including mattresses and blankets) for temporary use by individuals who will be staying at Evacuation Assembly Centers or shelters.
- Provide vehicular back-up support from Department of Corrections Central Garage Car Pool.
- Provide back-up communications to support emergency response activities.

Department of Environmental Quality

- Conduct and provide air quality monitoring data and analysis from existing air monitoring network to VDH as requested.
- Provide assistance in collection and analysis of meteorological data.
- Collect water samples from rivers and lakes located within the ingestion pathway EPZ for assessment.
- Collect fish samples from waters adjacent to the nuclear facility for assessment when it is safe to do so.
- Assist the VDH in radiological monitoring and incident assessment.

Virginia Department of Forestry

- Provide back-up communications to support emergency services activities for regional communications within the capability of the forestry network.
- Determine initial damage assessment of state-owned forests.

Department of Game & Inland Fisheries

- Assist in collecting samples of wildlife and fish suspected of being contaminated for analysis by VDH.
- Provide back-up communications to support emergency response activities.
- Provide small boats with motors for administrative, logistical, and operational use of waterways contiguous to nuclear power stations.
- Assist in warning people in boats on Lake Anna in the vicinity of the North Anna Power Station.
- Assist in traffic control of boats and ships on the James River in the vicinity of the Surry Power Station.
- Assist in evacuation of Surry Power Station personnel and other persons from Hog Island Wildlife Management Area, if necessary.
- Assist in traffic control of boats of Lake Anna in the vicinity of the North Anna Power Station.
- Assist in warning persons in the Hog Island Wildlife Management Area in the vicinity of Surry Power Station.

Virginia Department of Health

- Provision of the Radiological Emergency Response Team (RERT) for radiological assessment and response.
- Radiological site assessment to include determining actual off-site radiological consequences and documentation of off-site effects of the incident.

- Advise State and local officials on the implementation of pertinent protective actions based on incident assessment.
- When requested and if available, furnish appropriate personal protective equipment.
- Determine the availability of and coordinate the use of medical facilities that could accommodate and care for persons involved in a radiological emergency who may require medical care.
- Develop criteria for establishing controlled areas or zones surrounding an incident site, including ingress/egress control provisions and perimeter radiological surveillance of persons entering or leaving controlled zones within the plume and ingestion pathways.
- Request and coordinate Federal assistance for monitoring and assessment provided under the National Response Plan and provide administrative and logistical support and liaison to Federal personnel on request.
- Develop criteria for re-entry into homes and evacuated areas and advise local governments when these criteria have been met.
- Develop and conduct, in coordination with VDEM, training programs for medical support personnel who may be called upon to care for off-site victims of a radiological incident and assist in conducting other radiological training programs.
- Procure, store, and administer the issuance of potassium iodide.
- Provide DRH Radiological Operations Officers and advisors and a decision-making official from the Division of Emergency Medical Services (EMS) to the Virginia EOC.
- Provide additional radiological monitoring survey instruments to local field monitoring teams as needed and if available.
- Establish radiological exposure control.
- Maintain Emergency Plan Implementation Procedures (EPIP) for radiological emergencies.

Virginia Marine Resource Commission

- In case of a radiological emergency at the Surry Power Station, provide boats and any other available resources to assist in warning and evacuation, as required.

Department of Military Affairs

- Be prepared to provide the radiological monitoring capability to facilitate radiological monitoring operations within the affected radius of a nuclear incident.
- Be prepared to provide decontamination capability to facilitate decontamination of civilian populous and or emergency responders as situation dictates.
- Based on force availability, be prepared to provide Security Forces to assist State and local law enforcement authorities with traffic control operations and protection of property.
- Based on force availability, be prepared to provide available ground transportation assets to facilitate the evacuation of civilian populous located within the affected radius of a nuclear facility, transport emergency response teams, and transport of equipment and supplies.
- Based on force availability, be prepared to provide available airlift capability to facilitate the evacuation of civilian populous, area reconnaissance, transport

of emergency response teams, and transport of equipment or supplies.

Virginia Department of Social Services

- Assist local governments in caring for people evacuated from their homes.
- Provide access to expedited benefit claims, financial assistance, and applications for services for those affected by the incident.
- Request and coordinate the assistance provided by quasi-government and volunteer relief organizations (Red Cross and Salvation Army) in accordance with those organizations emergency procedures.

Virginia State Police

- Assist local officials in disseminating warnings.
- Assist in evacuation, in coordination with local officials.
- Enforce access/egress provision in controlled areas, when established, in coordination with local officials.
- Provide traffic control.
- Conduct radiological monitoring of vehicles and personnel at traffic control points.
- Assist DGIF/VMRC with warning of boaters on the James River and/or Lake Anna
- Assist or handle counter-terrorism response and recovery for radiological incidents by deploying the Counter-Terrorism and Criminal Interdiction Unit (CCI).
- Assist with search and recovery operations by deploying Tactical Field Force, Search and Recovery Teams, Tactical Teams.
- Assist with law enforcement response by deploying Tactical Teams (highly specialized teams equipped with special weapons, explosive breeching capabilities and related equipment with expertise in the use of tactics for emergency situations) in the event of a terrorist event involving radiological materials.
- Handle or assist with traffic crash investigations that result in a radiological incident/emergency.
- Assist with providing site security.
- Utilize aviation to assist DGIF with warning boaters, to provide Medflight, to assist with search, recovery, and operations.

Virginia Department of Transportation

- Provide back-up communications to support emergency response activities.
- Barricade State-maintained roads in those areas affected by a Radiological Emergency.
- Suspend operation of the Jamestown Ferry near the Surry Power Station, when so advised by the VEOC, until the radiological condition warrants resumption of services.

Virginia Cooperative Extension

- Provide advice to state and local officials on how to minimize losses to agricultural resources from radiation effects.
- Provide information and assistance to farmers and others to aid them in preparing for, and returning to normal after a radiological emergency.

- Conduct damage assessments in potentially affected areas and inform farmers, growers and producers of any actions which should be undertaken.

- Serve as a member of both the state and Local Food and Agriculture Council, and respond to both local and state requests for help in preventing damage, assessing damage, and providing information to help people recover from a disaster.

Authorities & References

Authorities

- Commonwealth of Virginia Emergency Services and Disaster Law of 2000, Title 44, Chapter 3.2, Code of Virginia, as amended.

- Radiation Control Act, Title 32.1, Chapter 6, Article 8, Code of Virginia.

- Title 10, Chapter 1, Code of Federal Regulations.

- Title 44, Chapter 1, Code of Federal Regulations.

References

- NUREG-0654/FEMA-REP-1 - Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants, U.S. Nuclear Regulatory Commission/Federal Emergency Management Agency, Revision 1, November 1980.

- Nuclear Weapon Incident Response Procedures (NARP) Manual, Defense Nuclear Agency (DNA), September 1990.

- Department of Defense (DOD) Directive 5100.52, "DOD Response to An Accident or Significant Incident Involving Radioactive Materials," December 21, 1989.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

HAZARD-SPECIFIC ANNEX #3
HURRICANE & TROPICAL STORM RESPONSE

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2014 September

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RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials
7	9/18/2014	**Updated agencies roles and responsibilities based on the Appendix E – Readiness Condition Action Guideline**	E-1 to E-17	TS
6	9/4/2014	**Appendix B – Hurricane Evacuation Action Timeline** Updated	B-1	TS
5	9/4/2014	**Appendix E – Readiness Condition Action Guidelines** Updated to reflect timeline revisions	E-1 to E-17	TS
4	5/22/13	**Appendix B – Hurricane Evacuation Action Timeline** ▪ Updated	B-1	RT
3	1/10/13	**Appendix E – Readiness Condition Action Guidelines** ▪ Modified VEOC action guidelines for Readiness Conditions 2 and 3 to reflect timeline change ▪ Clarified DMA responsibility in Readiness Condition #1	E-7,10, 14	DP
2	1/10/13	**Appendix B – Hurricane Evacuation Action Timeline**	B-1	DP
1	9/04/12	**Appendix C – Scales** ▪ Updated wind scale.	C-1	RT

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Department of Military Affairs (DMA)
- Virginia Department of Transportation (VDOT)
- Virginia State Police (VSP)
- Virginia Department of Social Services (VDSS)
- Department of Mines, Minerals, and Energy (DMME)
- Virginia Department of Health (VDH)

Purpose

The Commonwealth of Virginia Hurricane Response Annex is a hazard-specific component of the Commonwealth of Virginia Emergency Operations Plan (COVEOP). It has been developed to provide a sound basis for hurricane-oriented emergency preparedness and to establish the organizational framework and operational concepts and procedures designed to minimize the loss of life and property and to expedite the restoration of essential services following a tropical storm or hurricane.

This COVEOP annex provides an overview of how the Commonwealth will respond to a Hurricane. Detailed response and technical data can be found in the Hurricane Response Annex Technical Support Document (secure, non-public text).

Scope & Applicability

Virginia is vulnerable to tropical and sub-tropical weather systems. The resulting conditions may require actions and or support of federal and state agencies, and non-governmental organizations.

The effects of a tropical storm or hurricane whose path traverses thru coastal Virginia will impact multiple jurisdictions. A significant tropical weather event in this region will likely impact other Commonwealth regions and neighboring states.

The coastal cities and counties are capable of supporting the response and recovery from moderate tropical storm systems independently or through existing mutual aid agreements. However, a stronger large scale storm event may necessitate declaration of a Local and or State Emergency, and potentially a gubernatorial request for declaration of a Federal Emergency to support response and recovery measures.

Planning Assumptions

Virginia is susceptible to all levels of tropical systems, from tropical depressions to severe Category 4 hurricanes. However, historically Category 4 storms have been extremely rare events in Virginia. These tropical systems create three major hazards; storm surge, heavy rainfall, and high winds that are capable of producing a tornado.

- The vulnerable population at risk that should be evacuated is defined, for planning purposes, as those persons along the coast in the pre-identified storm surge inundation areas and in residential structures that may be at risk from hurricane force winds.

- The total number of individuals potentially at risk from a life-threatening Category 4 storm is estimated at just fewer than 1.2 million during high tourist season.

- Pre-disaster warning time will vary; however, the National Weather Service will detect and track a hurricane in time for effective action to be taken in accordance with the provisions of this plan. The VEOC and the Joint Field Office (JFO), if operational, will continue to be operable despite the effects of a hurricane. Hurricane effects on the

Commonwealth will be similar to projections in the 2009 Virginia Hurricane Evacuation Study/Technical Data Report. Federal agencies and organizations will function in accordance with the National Response Framework (NRF). Local and state agencies and organizations will carry out all-hazard decisions and functions as required by locality EOP's, the COVEOP, and this hurricane hazard-specific incident annex.

- Storm effects could also impact other communities further inland due to high winds, localized heavy rains and/or flooding. However, these secondary storm effects are much less predictable.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- The initial stage of an evacuation of the Hampton Roads area is voluntary. Residents and tourists will be informed no later than 48 hours prior to the arrival of sustained tropical storm force winds that a hurricane is forecasted to affect the area, and will be encouraged to evacuate.

- The development of emergency response capabilities and the direction and control of local emergency operations when a hurricane strikes are the direct responsibility of local governments.

Organizational Structure

The Governor, acting through the State Coordinator, will coordinate statewide emergency operations and will coordinate with affected jurisdictions to authorize evacuation and other protective actions as necessary.

It is the responsibility of potentially impacted local governments to develop and maintain emergency response plans and procedures to protect public safety and property.

Concept of Operations

This annex establishes, within the general guidance of the COVEOP, the hurricane-specific concepts and policies under which all elements of state government and its political subdivisions will operate; provides for integration of the total resources of the government and the private sector; assigns responsibilities to elements of government, quasi-government, and private entities; and sets forth standard concepts and procedures whereby all local governments can develop compatible hurricane plans and SOP's.

When a hurricane strikes, help may not be immediately available from the state or federal government. Local governments should be prepared to bear the initial responsibility for hurricane response and relief as well as preparation for the arrival of a hurricane. Local plans and procedures prepared should be developed and maintained to provide for the safety and welfare of citizens until such time outside assistance is available.

An effective response to a hurricane emergency is dependent on the development of plans, programs, and procedures, which will provide for:

- Rapid mobilization and utilization of the resources and capabilities of local government and the private sector within the affected area.

- Support from other political subdivisions of the state through Statewide Mutual Aid (SMA) as well as out of state sources such as the Emergency Management Assistance Compact (EMAC).

- State and federal emergency and disaster relief assistance.

Roles & Responsibilities

**See Appendix E – Readiness Condition Action Guidelines*

Authorities & References

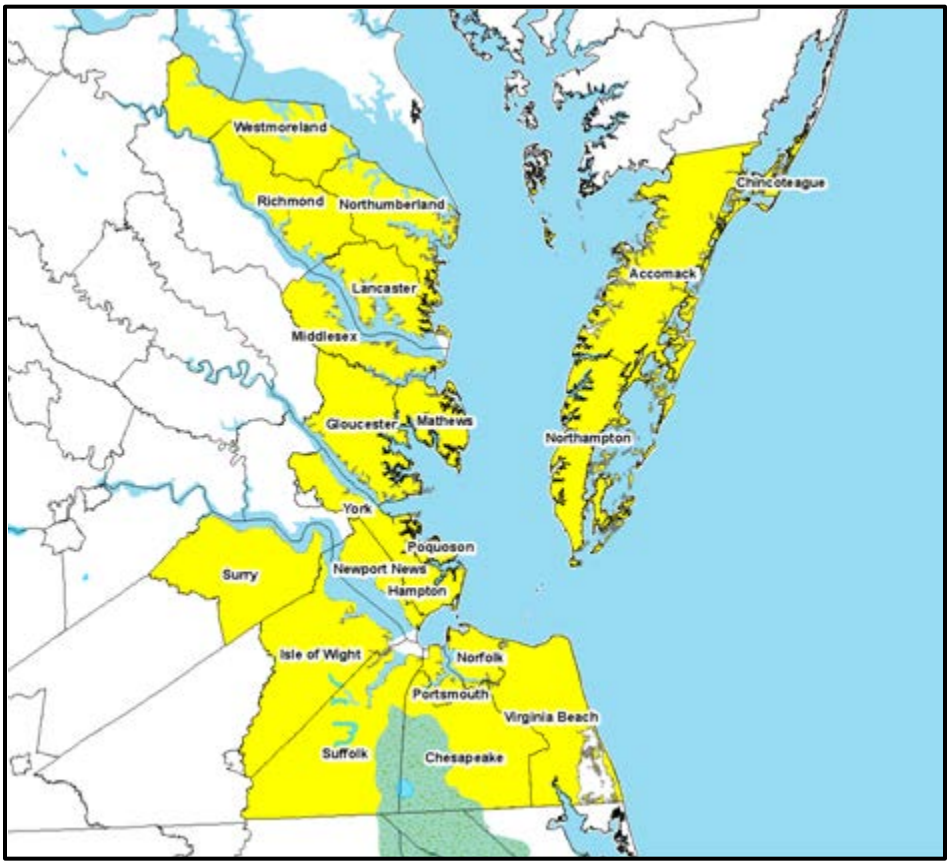
Authorities

- Virginia Emergency Services and Disaster Laws
- Code of Virginia, Section §44-146.17 and Section §44-146.21
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288), as amended

References

- National Incident Management System, Department of Homeland Security, December, 2008
- National Response Framework, Department of Homeland Security, January 2008
- Virginia Hurricane Evacuation Study/Transportation Analysis, Federal Emergency Management Agency and U.S. Army Corps of Engineers, May 2008
- Virginia Hurricane Evacuation Study/Technical Data Report, Federal Emergency Management Agency and U.S. Army Corps of Engineers, December 2009
- Department of Homeland Security, Federal Emergency Management Agency, Operational Guidance
- VDOT Hurricane Lane Reversal Plan, Virginia Department of Transportation, September 2008

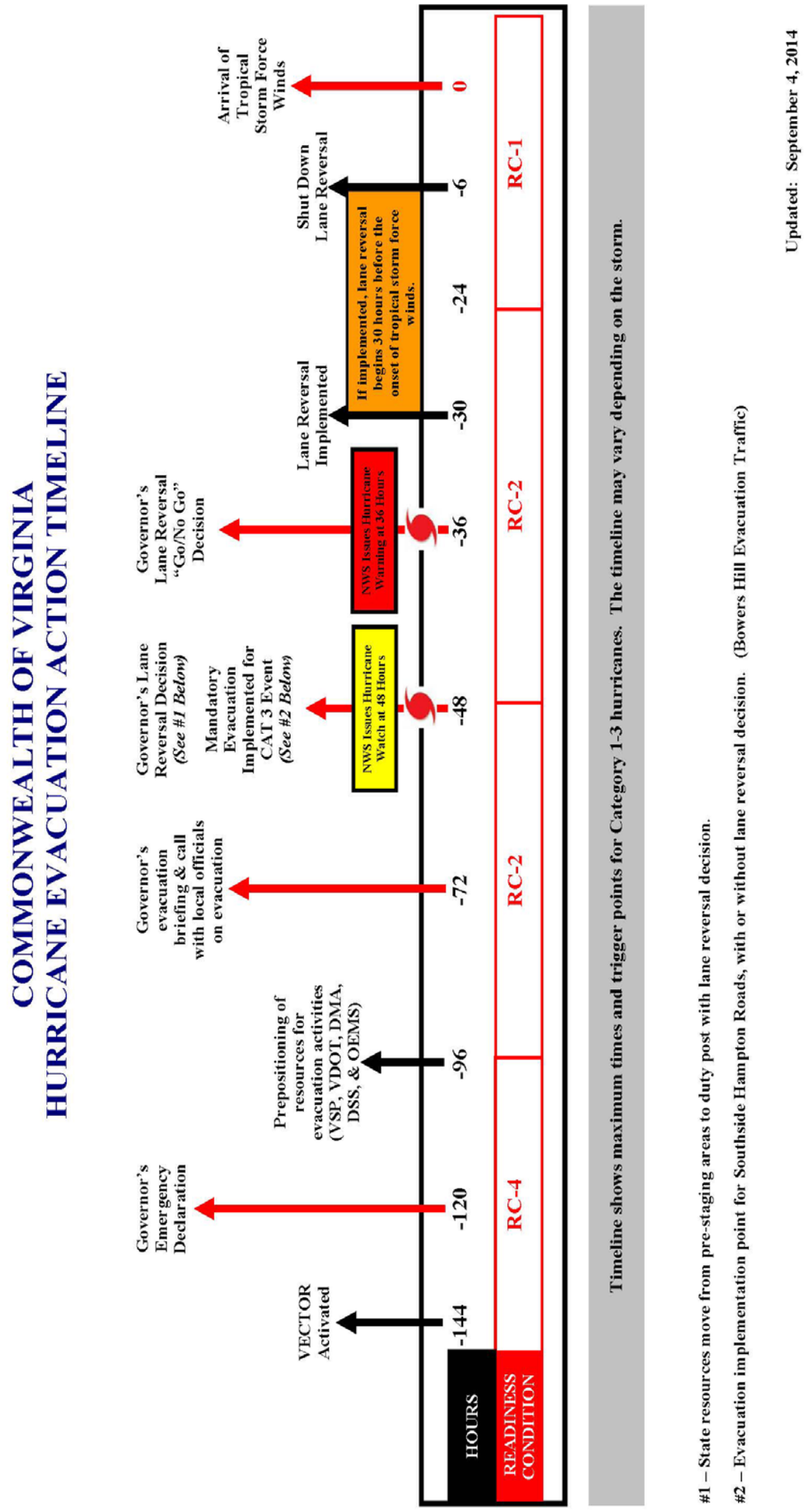
Appendix A – Hurricane Risk Jurisdictions Map



FEMA / US Army Corps. of Engineers
Virginia Hurricane Evacuation Study

Accomack County	Mathews County	Portsmouth City
Chesapeake City	Middlesex County	Richmond County
Chincoteague Town	Newport News City	Suffolk City
Gloucester County	Norfolk City	Surry County
Hampton City	Northampton County	Westmoreland County
Isle of Wight County	Northumberland County	Virginia Beach City
Lancaster County	Poquoson City	York County

Appendix B – Hurricane Evacuation Timeline



Appendix C – Saffir-Simpson Hurricane Wind Scale

Non-Hurricane Classifications		
Tropical Storm	39 – 73	34 – 64
Tropical Depression	0 – 38	0 – 33

Category	Winds/ Knots	Winds MPH	Anticipated Damage
1	64 – 82	74 – 95	Very Dangerous Winds – Will Produce Some Damage
2	83 – 95	96 – 110	Extremely Dangerous Winds – Will Cause Extensive Damage
3	96 – 112	111 – 129	Extremely Dangerous Winds – Devastating Damage Will Occur
4	113 – 136	130 – 156	Extremely Dangerous Winds – Catastrophic Damage Will Occur
5	> 137	> 157	Extremely Dangerous Winds – Catastrophic Damage Will Occur

Appendix D – Evacuation

Lead Agency

- Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Department of Transportation (VDOT)
- Virginia State Police (VSP)
- Virginia Department of Social Services (VDSS)
- Virginia Department of Health (VDH)
- Department of Military Affairs (DMA)

Purpose

The Hurricane and Tropical Storm Response, Evacuation appendix is designed to define the roles, responsibilities, and authorities of state agencies and local governments in conducting an evacuation of at risk areas.

Scope & Applicability

This hurricane and tropical storm response, evacuation appendix applies to all Commonwealth jurisdictions.

Planning Assumptions

- The most likely large-scale evacuation scenario to plan for is a major hurricane threatening coastal Virginia.
- There will be local plans which support and synchronize with this annex
- The combined expertise and capabilities of government at all levels, the private sector, and nongovernmental organizations will be required to prepare for, mitigate, respond to, and recover from disasters.
- People located in threatened areas will evacuate; including residents of the immediate coastal areas, residents in low-lying areas prone to flooding, and any resident of a mobile home.
- Residents will utilize all available public information sources to acquire emergency information.
- The majority of residents that choose not to evacuate will shelter in-place, monitor emergency broadcasts, and only evacuate after receiving specific evacuation instructions from public officials.
- Residents will have family emergency and communications plans. Residents should be prepared to be self-sufficient for a period of up to 3 days.
- Public and private school systems, colleges, and universities have emergency plans and procedures in place to adequately protect, shelter, and/or evacuate students and employees during normal school hours. Those plans will be coordinated with the appropriate agencies.
- In non-surge areas, “shelter-in-place” actions will be the primary means of protection for citizens.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.
- The Governor has the authority (§ 44-146.17 of the Code of Virginia) to direct evacuation from any stricken or threatened area if the action is deemed necessary to protect life.

- Incident Management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS).

- All state and local traffic control personnel and vehicles should be off the roads by the arrival of tropical storm force winds.

Organizational Structure

Guidance contained in this appendix will apply in coordinating state agency efforts in support of local jurisdictions should a major evacuation event be required within these areas.

Concept of Operations

This appendix addresses the procedures for coordinating an orderly evacuation should a hurricane threaten Virginia. It does not replace or supersede any local plans nor usurp the authority of local governments. The principal life saving strategy for dealing with a hurricane is to evacuate vulnerable low-lying areas that are subject to storm surge.

The specific path of an approaching hurricane cannot be predicted with certainty. The evacuation of urbanized coastal areas must be initiated well in advance--in some cases as much as 38 hours, in order to be completed before the arrival of tropical storm conditions.

State agencies should prepare action checklists to facilitate emergency operations. Local hurricane response plans should also include detailed action checklists for each function as needed. These checklists will serve as a guide for actions to be taken as a storm approaches.

1. <u>Evacuation Considerations</u>

A decision to implement a mandatory evacuation in hurricane vulnerable localities requires interaction and coordination between local, state, federal, and certain private sector entities. The primary goal of any evacuation is the preservation of life and, to the degree possible, protection of property.

A. Evacuation Considerations

- National Weather Service (NWS) forecasts including the degree of confidence between various models and forecasts.

- Life/Safety threat posed by either a “go” or a “no-go” evacuation decision.

- HURREVAC, and Sea, Lake and Overland Surges from Hurricanes (SLOSH) modeling including indicators concerning optimal decision timing in light of such factors as available daylight hours, occupancy, road capacity, expected public behavior, and projected flood and wind impacts.

- Activities of neighboring states/communities, including potential impacts (direct/indirect) on Virginia’s road networks.

B. Evacuee Categories

- Spontaneous.

- Shadow.

- Local initiated.

- State initiated.

C. Implementation Process

The decision to evacuate and the decision to implement traffic management procedures are related but not interdependent. In the event of a decision by a neighboring state to evacuate, it may be necessary to implement traffic management strategies due to the impact on Virginia road networks. These strategies may also be implemented in anticipation of a decision to implement a mandatory evacuation.

- Per the Code of Virginia, § 44-146.17, the Governor may direct and compel evacuation of all or part of the populace from any stricken or threatened area if this action is deemed necessary for the

preservation of life. Further, Executive Orders, to include those declaring a state of emergency and directing evacuation, shall have the force and effect of law.

- The ultimate determination of specific locations and timing of evacuations will be accomplished at the local level.

- Affected jurisdictions will be expected to coordinate evacuation activities in their respective area with neighboring jurisdictions and the state.

Virginia Department of Emergency Management (VDEM), in coordination with applicable state agencies and affected local governments, will assess the need for executing traffic management strategies. The VERT will coordinate and support the implementation of these strategies by state agencies. Strategies may be implemented ahead of evacuation decisions by the localities.

Some incidents involving large populations, limited evacuation timing and road network capacities, may necessitate termination of an evacuation prior to its full completion. Evacuees still at risk would be directed to "refuges of last resort" (designated by the locality) as quickly as possible along the evacuation corridor.

2. Evacuation Routes

- I-64 West
- I-264 West
- I-664
- Route 10 West
- Route 13 North
- Route 17 North
- Route 58 West
- Route 60 West
- Route 460 West

Roles & Responsibilities

Agency response actions are to be conducted in accordance with the appropriate ESF. The roles and responsibilities outlined below are specific to an evacuation due to a hurricane.

Virginia Department of Emergency Management

- The State Coordinator will serve as the Governor's executive agent in authorizing needed actions and expenditures.

- Keep the Governor and other key state government officials informed.

- Advise the Governor as to the recommended level of evacuation as appropriate for the threat.

Virginia Department of Transportation

- Develop, maintain, and coordinate the Virginia Hurricane Lane Reversal Plan to enable the controlled evacuation of populations in at risk areas.

- Operate the VDOT Transportation Operations Centers (TOCs). The TOCs will keep the Virginia Emergency Operations Center (VEOC) and local Emergency Operations Centers (EOC's) advised of the evacuation status.

- Coordinate the closure of vulnerable and/or impacted roadways and facilities such as bridges, tunnels, or flood-prone sections of roadway as indicated in the Transportation Emergency Operations Plan and implement other protocols for adjusting transportation resources to meet impending emergencies.

- Coordinate the return of normal traffic patterns at the termination of lane reversal.

Virginia State Police

- Assist with the implementation and serve as Incident Commander of the Virginia Hurricane Lane Reversal Plan.

- Expedite the flow of traffic out of the evacuation areas.

- Control access to evacuation routes during the evacuation.
- Maintain order and security on designated evacuation routes.
- Monitor the flow of traffic during the evacuation and keep the VEOC informed of the status.
- Following the hurricane, and until essential services have been restored, coordinate with local law enforcement officials to control reentry and to provide for security in the devastated areas.

Virginia Department of Social Services

- Coordinate the management and operation of State Managed Shelters (SMS).
- Provide status reports on the number of SMS open, the location of open shelters, the number of public shelter spaces occupied, and the number of public shelter spaces available.
- Provide guidance and assistance with the establishment of congregate care centers and temporary housing facilities for people who cannot return to their homes in the devastated area.
- Coordinate with VDEM and DHCD during mass sheltering events to facilitate case management for housing and relocation services for displaced persons whose needs extend beyond the 30-day State Managed Shelters limit.

Virginia Department of Health

- Coordinate state resources to assist localities with the evacuation and care of people with special health or medical needs.

  Coordinate public health resources to assist localities.
- Provide health and medical support to all public (local) shelters and SMS.

Department of Military Affairs

- Assist with the implementation of the Virginia Hurricane Lane Reversal Plan.
- Assist with expediting the flow of traffic out of the evacuation areas.
- Assist with controlling access to evacuation routes.
- Assist in maintaining order and security on designated evacuation routes.
- Assist in monitoring the flow of traffic during the evacuation and keep the VEOC informed of the status.
- Following the hurricane, and until essential services have been restored, coordinate with law enforcement officials to assist in controlling reentry and to provide for security in devastated areas.

Authorities & References

Authorities

- Virginia Emergency Services and Disaster Laws
- Code of Virginia, Section § 44-146.17.

References

- Emergency Management Accreditation Program (EMAP) - Standard 4.6.3

Attachment 1 – Lane Reversal Summary

Purpose

The purpose of the Hurricane Lane Reversal Plan is to provide the framework and guidelines for an evacuation of the Hampton Roads, Virginia area. This plan will be used by local emergency service coordinators, state and local police, and other agencies involved in planning, coordinating, and executing an evacuation. The objective of this plan is to facilitate a safe and efficient evacuation prior to the landfall of tropical storm winds.

Scope & Applicability

The Virginia Hurricane Lane Reversal Plan is applicable to evacuation events occurring in the Hampton Roads area and can be implemented in advance of any storm ranging in strength from tropical storm force to a Category 5 hurricane. However, the timeline described herein is based upon evacuation data associated with a Category 3 hurricane. The plan also serves to establish the traffic control concept, specify mandatory tasks, and provide the basis for coordinating those tasks expected to be accomplished by VDOT, VSP, DMA, and others. Guidelines and protocols for an I-64 lane reversal are incorporated into this plan.

Using the Hurricane Evacuation Study Transportation Analysis, Commonwealth of Virginia Coastal Jurisdictions, it is projected that the worst case scenario is a Category 4 hurricane. Which translates to nearly 900,000 people in approximately 400,000 vehicles may evacuate the Hampton Roads area in advance of a tropical storm or hurricane weather event.

Concept of Operations

This section outlines the concept of operations for organizing and implementing an evacuation of the Hampton Roads area. Of critical importance to an effective and efficient evacuation is the balanced utilization of the transportation network as a whole. The plan must spread traffic flow safely over all available outbound routes. However, if outbound roadways and interstates become over-saturated during the initial voluntary evacuation stage, the Governor, through the VEOC and VERT Leadership, will implement the Hurricane Lane Reversal Plan.

The Hurricane Lane Reversal Plan employs two fundamental concepts: a voluntary evacuation of the Hampton Roads area, and an I-64 lane reversal plan to facilitate the high volume of traffic leaving the area.

Attachment 2 – NC/VA Border Traffic Control Plan Summary

Purpose

The role of the North Carolina/Virginia Border Traffic Control Plan (NC/VA BTCP) is to describe planning and actions to be taken in order to facilitate the diversion of northbound evacuation traffic flow from northeastern NC via NC 168 into VA to a westbound evacuation route via US 158 west toward interior NC. Coordination of the evacuation traffic entering southeastern VA from NC is the responsibility of NC Emergency Management (NCEM), the NC Department of Transportation (NCDOT) and the NC State Highway Patrol (NCSHP), assisted by local emergency management and local law enforcement. Once traffic enters VA the responsibility shifts to the VA Department of Emergency Management (VDEM), the VA Department of Transportation (VDOT), the VA State Police (VSP), and VA municipalities.

Scope & Applicability

The plan provides a framework within which agencies of the two states and the affected localities can coordinate actions to deal with the evacuation from NC and through areas of both states when threatened by hurricanes. Additionally, it can be expected that a large-scale evacuation of southeastern VA would have consequences for a simultaneous evacuation in NC, possibly impeding the NC evacuation. The plan discusses coordination of actions based on the planning done to minimize those consequences.

Since hurricanes that form in the Atlantic generally move in a northwest direction, the coastal areas of NC will usually come under a Hurricane Watch or a Hurricane Warning (issued by the National Weather Service) earlier than the adjacent coastal areas of VA. Motorists evacuating the communities on the Outer Banks (Dare, Currituck and Hyde beaches in NC) use US 158 W, NC 168N, US 17N, NC 32N and other roads to evacuate into or through VA.

Concept of Operations

Once the possibility of a hurricane landfall in the NE NC and SE VA area is determined, communications and dialogue will be established between the two states via the State Emergency Operations Centers (EOCs) as well as local EOCs in VA and NC. NCEM/VDEM officials will communicate to each other as soon as either state declares a state of emergency.

Appendix E – Readiness Condition Action Guidelines

Readiness Condition 5 – Routine Operations

ALL VERT AGENCIES:

1. Monitor the tropics and coordinate through VECTOR.

VEOC:

1. Develop & maintain plans; conduct training & exercises, test emergency communications.
2. Develop Standard Operating Procedures.
3. Monitor weather systems for possible tropical development.
4. Localities identify "refuges of last resort" located along evacuation routes.

JIC Functions (Performed by VDEM PAO):

1. Maintain PIO Hurricane Standard Operating Procedure and VERT JIC SOPs.
2. Conduct periodic training with state PIOs.
3. Maintain memorandums of understanding.
4. Maintain media contact lists, social networks.

VSP:

1. Develop & maintain plans; conduct training & exercises, test emergency communications.

VDOT:

1. Review & update Hurricane Checklist, facility Emergency Action Plans & other pertinent manuals & publications.
2. Conduct at least one tabletop hurricane exercise (w/ localities & other state agencies), to include use of VA Traffic and/or other systems for information gathering & reporting before 30 June.
3. Complete an inventory of protective equipment required for facility response to hurricane events. Conduct a full operational test of all protective equipment (i.e. barricades, flood gates, pumps) before 30 June.
4. Test, under load, all emergency power to include alternate sources, equipment to ensure adequacy for emergency operations. This test should be performed prior to 10 June.
5. Exercise communications, including emergency communications, to ensure operational capability.
6. Acquire hurricane personal action handout/suggestions from local emergency management and/or Field Operations for distribution to all staff.
7. Review/update VDOT Hurricane Lane Reversal Plan prior to hurricane season.
8. Coordinate with other agencies on any changes to plans.
9. Ensure that TAMS has adequate staffing for the ramps.

VDMA:

1. Monitor NWS for formation of tropical systems.
2. Review and synchronize response plans and actions with State agencies.

VDSS:

1. Maintain plans, conduct training and exercises.

VDH:

1. Maintain plans, conduct training and exercises, test emergency communications periodically.
2. Educate VDH and MRC personnel on personal/family preparedness and emergency response responsibilities.
3. Monitor weather systems for possible development of tropical systems.

DMME:

1. Plans and procedures are developed. Formal and informal communications are established by DMME with private industry and public agencies with key energy emergency roles and responsibilities so that plans can be coordinated in advance and the early indications of a potential energy shortage can be effectively communicated.

Readiness Condition 4 – Forecast Arrival of Tropical Storm Force Winds 144 to 96 Hours

[1]This timeline represents a CAT 3 scenario and may be adjusted as conditions warrant. This document serves as a guide and is subject to change.

[2]Items within boxes apply to Lane-Reversal only.

ALL VERT AGENCIES:

1. Report mission or operational status to their respective ESF in compliance with the deadline established by the Operations Section Chief.

VEOC:

1. Maintain communications with National Weather Service
2. Review Hurrevac storm track projections from each advisory from the National Hurricane Center.
3. Activate the Virginia Emergency Response Team (VERT) as required.
4. Activate the Virginia Evacuation Coordination Team for Operational Response (VECTOR) as required.
5. Initiate state agency & regional conference calls with localities to discuss preliminary protective actions.
6. Prepare and submit draft Emergency Declaration Request to the Governor in the form of an Executive Order.
7. Begin preparatory actions by identifying stocks of materials, pre-warning emergency services personnel, etc.
8. Establish communications with NC Emergency Management regarding status of their evacuation from the Outer Banks.
9. Continue to monitor & track weather system(s) and maintain situational awareness.

JIC:

1. Activate VECTOR PIO group.
2. Distribute initial hurricane preparedness news release.
3. Activate JIC at VEOC.
4. Meet with members of the media to explain evacuation process, media staging areas.
5. Conduct conference call with WCVE to review MOU actions.

VSP:

1. Prepare for Governor's Emergency Declaration
2. Pre-stage Communications assets at I-295 and I-64 as necessary.
3. Alert VSP Bureau of Field Operations personnel of pending deployment
4. Alert VSP personnel assigned to man or assist w/ SMS of possible deployment.

VDOT:

1. Ensure key staff & locality contacts are identified with both business & home numbers.
2. Advise staff of Readiness Condition 4 Status.
3. Check/test emergency generator(s) including any alternative power systems.
4. Ensure that all necessary supplies are on hand & adequate, including manual backup material for operations of facility.
5. Discuss preliminary times for decision such as evacuation & time to implement facility protective equipment.
6. Track the storm using available weather services products.
7. Notify appropriate VDOT staff of the track of the storm.
8. Put the various Tiger Teams and TAMS on notice for possible deployment.
9. Notify fuel vendor of possible deployment if lane reversal required.
10. Field Ops coordinate with Maintenance Division on portable toilet availability.
11. Participate in VDEM and NWS conference calls.
12. Contact ESF 1 agencies and put them on notice of potential augmentation of VEOC.
13. Conduct VDOT specific conference calls.
14. Review debris contracts.
15. Residency and AHQ check fuel supplies and equipment.
16. TOCs begin planning 24 hour staffing requirements.

VDMA:

1. Build initial situational awareness and notify major subordinate commands Senior Staff
2. Initiate staff Conference calls.
3. Conference call will authorize the use of VDMA assets
4. Monitor NWS track of tropical system
5. Leadership participates in VECTOR meeting; establish CAP to identify number of forces allowed.
6. Review plans/conduct crisis action planning
7. Develop WARNO (Warning Order)
8. Obtain approval of WARNO
9. Send WARNO to JTF(s) (-120hrs) to marshal troops
10. Develop OPORD (Operations Order)
11. Ends with issue of OPORD

VDSS:

1. Activation of Virginia Emergency Coordination Team for Operational Response (VECTOR)
2. Notification of Potential Event: SMS Sites, Management & Staff
3. SMS Resource Request for supplies & commodities at -120 hours
4. Notification of Declaration: SMS Sites, Management & Staff

VDH:

1. Provide personnel to the Virginia Evacuation Coordination Team for Operational Response (VECTOR) if activated.
2. Begin staffing Emergency Support Function (ESF) 3 & 8 at the Virginia Emergency Operations Center (VEOC), if activated.
3. Brief agency personnel & initiate hurricane preparedness checklist.
4. If Governor authorizes activation of state managed shelters (SMS), alert VDH health directors & emergency planners in health districts where SMS are to be activated at -120 hours.
5. Health & Medical Emergency Response Teams (HRERT's) placed on 12-hour alert (at -120 hours) and 6-hour alert at -96 hours to support VDOT Hurricane Lane Reversal Plan, if required.
6. Continue to track the weather system and maintain situational awareness.

DMME:

1. Receive reports from industry points of contact on petroleum prices, storage levels, transportation problems, and consumption patterns
2. Review and update plans and procedures as needed.
3. Report to the Office of the Secretary of Commerce and Trade and to the VEOC as needed to keep them informed. Also provide a report to the Department of Social Services (VDSS) in the event of a home heating oil or propane shortage situation.

Readiness Condition 3 – Forecasted Arrival of Tropical Storm Force Winds 96 to 48 Hours

[1]This timeline represents a CAT 3 scenario and may be adjusted as conditions warrant. This document serves as a guide and is subject to change.

[2]Items within boxes apply to Lane-Reversal only.

ALL VERT AGENCIES:

1. Report mission or operational status to their respective ESF in compliance with the deadline established by the Operations Section Chief.
2. Complete any actions not accomplished in Readiness Condition 4.

VEOC:

1. Maintain communications with National Weather Service.
2. Review HURREVAC storm track projections for each advisory from the National Hurricane Center.
3. Continue state agency & regional conference calls to discuss protective actions & evacuation considerations.
4. Begin pre-positioning of State evacuation personnel & resources. (VDEM, VSP, VDOT, VDMA, VDSS, OEMS)
5. At -72 Hours conduct Governor's evacuation & shelter briefing, to include potential lane reversal option and associated timing.
6. At -72 hours, Governor to conduct conference call w/ Hampton Roads Chief Elected Officials to convey his decision for timing and method of "mandatory evacuation".
7. VECTOR to continue to monitor & coordinate evacuation efforts as required.
8. Encourage localities to begin issuing evacuation information/instructions through local news media.
9. Continue communications with NC Emergency Management regarding timing of evacuation.
10. Continue to monitor & track weather system(s) and maintain situational awareness.
11. At -60 hours, State Coordinator or designee to advise Virginia State Police (VSP), Virginia Department of Military Affairs (VDMA), and the Virginia Department of Transportation (VDOT) to preposition for Reversal evacuation in accordance with the VDOT Hurricane Lane Reversal Plan.
12. -60 hours, State agency lane reversal mobilization point.

JIC:

1. Alert state agency PIOs to be on standby.
2. Hold conference call with state and local PIOs to review Joint Information System concept and exchange contact information.
3. Distribute news release describing evacuation process.
4. Activate Virginia 211 MOU.
5. Begin process for acquiring sign language interpreters.

VSP:

1. Prepare for possible Governor's authorization of lane reversal.
2. Pre-stage trooper assets at I-64 Exits & await Governor's Emergency Declaration.
3. Alert VSP personnel assigned to man or assist with SMS shelters of pending deployment.

VDOT:

1. Notify all staff of increased readiness level & confirm preparations to augment normal staffing levels.
2. Review inventory of protective equipment required for facility response to a hurricane. Perform equipment testing (that does not impede traffic flow) to ensure operational readiness of protective equipment.
3. Participate in agency conference calls regarding meteorological data relating to the storm impact.
4. Commence tracking weather system reports by establishing an action file for storm information. Keep all staff informed of storm progress.
5. Review evacuation monitoring procedures with Hampton Roads District, VDEM, VSP, and other interested parties. Participate in evacuation decision process as required and update decision times based on latest data.
6. Ensure that a VaTraffic entry (sub event) has been established for facility and begin routine updates.
7. Test, under load, all emergency power to include alternate sources, equipment to ensure adequacy for emergency operations.
8. Notify TAMS and Tiger Teams of increased readiness level.
9. Participate in VDEM and NWS conference calls.
10. Conduct VDOT specific conference calls.
11. Confirm site for Incident Command Post is ready.
12. Contact VDEM about potential implementation of the Tow Truck contract.
13. Reaffirm with fuel vendor that they are ready should a lane reversal be called for.
14. Move portable MVDP into place for potential evacuation.
15. Put construction contractors on notice to cease operations if lane reversal options open.
16. Notify Central Office staff concerning the augmentation of VDOT's Customer Service Center.
17. Move other portable equipment into staging areas.
18. Arrange to test flood gates with minimal impact to the flow of traffic, if possible.
19. Jamestown Scotland Ferry makes preparation to cease operation and move ferry.

VDMA:

1. Issue OPORD (Operational Order).
2. Preposition forces.
3. Request Joint Enabling Team.
4. State considers T32/ Dual Status request (CAT3+).
5. Review potential EMAC requirements.

6. Maintain/ Disseminate situational awareness.
7. Monitor SMS operations.

VDSS:

1. Pre-position State resources/deployment alert – management & staff at -96 hours
2. Deployment instructions & activation: Unified Command, Command Staff, Section Chief's, Planning Section Resource unit, and additional support agency's at -84 hours.
3. On site: Unified Command, Command Staff, Section Chief's, Planning Section Resource Unit, and additional support agencies at -72 hours.
4. Updated Deployment alert: All remaining non-deployed Management & Staff at -72 hours.
5. Deployment Instructions & Activation: Half Staff at -68 hours.
6. Updated Deployment Alert: All remaining non-deployed Management & Staff at -68 hours.

VDH:

1. HMERT's place on 3-hour alert to stage at home to support VDOT Hurricane Lane Reversal Plan at -72 hours
2. Begin Pre-positioning of resources. If SMS are authorized, alert & deploy health & medical personnel to the sites (United Command positions at -72 hours, Unified Command plus 50% staffing at -48 hours.
3. Continue to track the weather system and maintain situational awareness.

DMME:

1. If necessary, DMME will coordinate a meeting of key players to review the situation. If conditions warrant, they may recommend, and the Governor may implement, voluntary conservation measures, usually in conjunction with federal guidance and the same measures being implemented simultaneously in other states. Preparations are made to implement additional voluntary and mandatory conservation measures should the situation worsen.
2. Continue monitoring petroleum prices, storage levels, transportation, and consumption patterns particularly along the designated evacuation routes, through contact with petroleum product trade associations. Receive from petroleum product trade associations and communicate to VDEM requests for exemptions to vehicle weight and driver hour limits.
3. Establish formal communications with the U.S. Department of Energy and counterpart energy emergency agencies in contiguous or regional states.
4. Receive reports about the state of readiness of petroleum supplies through contact with petroleum product and related trade associations and the State Corporation Commission. Provide updates to the Office of the Secretary of Commerce and Trade, the VDSS, and to the State EOC as needed to keep them informed.

Readiness Condition 2 – Forecasted Arrival of Tropical Storm Force Winds 48 to 24 Hours

[1]This timeline represents a CAT 3 scenario and may be adjusted as conditions warrant. This document serves as a guide and is subject to change.

[2]Items within boxes apply to Lane-Reversal only.

ALL VERT AGENCIES:

1. Report mission or operational status to their respective ESF in compliance with the deadline established by the Operations Section Chief.
2. Complete any actions not accomplished in Readiness Condition 3.

VEOC:

1. Maintain communications with National Weather Service
2. Continue to monitor & track weather system(s) and maintain situational awareness.
3. VECTOR to monitor status of evacuations & sheltering operations.
4. Review Hurrevac storm track projections from each advisory from the National Hurricane Center.
5. At -48 hours, the National Hurricane Center will issue a Hurricane "WATCH" for potential impact areas.
6. Advise NC Emergency Management on status of VA evacuation and discuss potential for implementation of the Border Traffic Control Plan.
7. At-risk localities to advise VEOC of local evacuation decisions & timing.
8. At or before -48 hours, implement mandatory evacuation for all at-risk evacuees using Routes 58 & 460 as authorized by the Governor.
9. -46 hours, VERT Plans Section to conduct a conference call with at-risk local emergency managers & state agencies to provide notification of the Governor's decision regarding "mandatory evacuation".
10. At -36 hours, the National Hurricane Center will issue a Hurricane "WARNING" for potential impact areas.
11. -36 hours, Governor's lane reversal "go/no-go" decision point.
12. Notify North Carolina Emergency Operations Center (NCEOC) of Governor's Mandatory Lane Reversal Evacuation decision.
13. At -36 hours initiate securing & sweeping of I-64 eastbound for westbound traffic.
14. -30 hours, implement lane reversal evacuation as authorized by the Governor.
15. Continue state agency & regional conference calls to discuss protective actions & evacuation status and lane reversal termination if authorized.

JIC:

1. Deploy PIOs to evacuation stations.
2. Hold conference call with state-managed shelter PIOs.
3. Governor's news conference to announce evacuation.
4. Distribute state-managed shelter locations and details.
5. Provide updates on evacuation and shelter status.
6. Recall PIOs from the field.
7. Determine PIO locations for post-storm activity, according to the storm's path.

8. Governor's news conference.

VSP:

1. Enforce exit closure upon authorization by the Governor to implement the VDOT Hurricane Lane Reversal Plan
2. Each ramp confirm on ramp closures with CP.
3. Confirm Rest Area closure with CP.
4. Confirm I-64/I-295 closure with CP.
5. VSP and VDOT begin sweep from MM200 – 272.
6. As pass each ramp radio to close off ramp.
7. Confirm sweep is completed with command Post.
8. Begin to move traffic on all lanes towards Richmond and I-295.
9. Continue to assist in flow of traffic out of the Tidewater area on all evacuation routes. Man emergency evacuation shelters as needed.

VDOT:

1. Notify all staff of increased readiness level and ensure that essential personnel have taken care of any personal preparations (i.e. family & housing).
2. Monitor evacuation preparations/progress. Keep Field Operations, TOC, and District informed regarding impact to facility by providing regular situation reports via WebEOC, VaTraffic, and other means. Update decision times based on latest data.
3. Re-inventory all protective equipment & supplies.
4. Conduct a complete review of deployment of any protective equipment/devices.
5. Secure all outside objects and equipment that could be damaged by winds or storm surge.
6. Provide a status update to Field Operations, TOC, and District.
7. Post evacuation information on VDOT web site and 511.
8. Post applicable evacuation information on HAR/CMS messages.
9. TAMS and any required Tiger Teams should be in place by the 36 hour mark.
10. Confirm fuel trucks are in place along lane reversal route.
11. Confirm tow trucks are in place along I-64.
12. Set up communication back-up site.
13. Set up main Command Post.
14. Set up media briefing location.
15. VDOT Command Post staff report.
16. Central and Eastern TOC staff up for evacuation.
17. Command Post notifies ramps of 10 minutes to implementation of lane reversal, if necessary.
18. VEOC contacts command post to initiate ramp closures.
19. CP relays to begin closure of I-64/I-295 interchange.
20. VDOT sets up detour to Rt. 60 and Rt. 5.
21. VDOT command staff makes reports to Central Office and TOCs that reversal initiated.
22. CP relays all on-ramps to I-64 E and 2 on-ramps on I-664 to be closed.
23. VSP/VNG Secure New Kent Rest Area.
24. VSP and VDOT begin sweep from MM 200 – 272.

VDMA:

1. Begin lane reversal (CAT3+) (-36).
2. Assist with sheltering if requested.
3. Lane reversal implementation (-30hrs).

VDSS:

1. On-site: Unified Command, Command Staff, Section Chief's, Planning Section Resource Unit, additional support agencies and half staffing at -48 hours
2. SMS Shelter Open to Receive Evacuees at -48 hours.
3. Deployment Instructions & Activation: Remaining Staff
4. On-site: Unified Command, Command Staff, Section Chief's, Planning Section Resource Unit, additional support agencies and full staffing at -36 hours.

VDH:

1. HMERT resources deployed to staging locations
2. Evacuation of VDH personnel from facilities located in mandatory evacuation areas (if any), beginning at -38 hours.
3. All staffing for designated SMS in place by -36 hours
4. Initiate area walk-down and facility protection measures in VDH facilities.

DMME:

1. Make recommendations as necessary and in coordination with the Office of the Secretary of Commerce and Trade.
2. As appropriate and with approval from the Governor's Office, begin to provide guidance for, and encourage the implementation of, voluntary conservation measures.

Readiness Condition 1 – Landfall/Arrival of Tropical Storm Force Winds thru Departure of Tropical Storm Force Winds (24hrs to 0hrs)

[1]This timeline represents a CAT 3 scenario and may be adjusted as conditions warrant. This document serves as a guide and is subject to change.

[2]Items within boxes apply to Lane-Reversal only.

ALL VERT AGENCIES:

1. Report mission or operational status to their respective ESF in compliance with the deadline established by the Operations Section Chief.
2. Complete any actions not accomplished in Readiness Condition 2.

VEOC:

1. Maintain communications with National Weather Service
2. Review Hurrevac projections from each advisory from the National Hurricane Center.
3. Continue state agency & regional conference calls to discuss protective actions & evacuation status.
4. VECTOR to develop "worst-case" decision points for termination of evacuation & provide same to State agencies & affected localities.
5. At -8 hours, VERT Coordinator to confer with State Coordinator or designee regarding the termination of lane reversal, and notify Virginia State Police (VSP), Virginia Department of Military Affairs (VDMA), and the Virginia Department of Transportation (VDOT) of termination timing.
6. At -7 hours, VERT Plans Section to conduct a conference call with at-risk local emergency managers & state agencies to coordinate the termination of lane reversal before the arrival of tropical storm force winds.
7. At -6 hours, initiate termination of lane reversal as authorized by the Governor.
8. VECTOR to continue to monitor status of evacuations & sheltering operations, and track the availability & locations of local Refuges of Last Resort.
9. Continue state agency & regional conference calls to discuss protective actions & evacuation status.
10. Condition 1 to be maintained through the storm event & until the threat has receded as appropriate.

JIC:

1. Provide updates on storm impact and shelter status.
2. Begin plans for Joint Field Office operations.

VSP:

1. Release lane reversal as appropriate.
2. Command Post orders all ramps to be re-opened.
3. Confirm all ramps open through roll call.

4. Return eastbound lane to appropriate direction.
5. Secure VSP personnel in safe area pending pass of critical force weather.
6. Continue to assist in the flow of evacuation traffic in the Richmond area and beyond.

VDOT:

1. Notify all staff of increased readiness level.
2. Commence providing Field Operations, TOC & District situation reports on a six-hour basis and as conditions warrant. Update decision times based on latest data and confirm closure operational readiness for any decision.
3. Re-test emergency communications within the facility, district and Field Operations.
4. Re-test any emergency and/or alternative power systems.
5. Stock facility with minimum emergency water & food supplies for staff.
6. Once all ramps confirmed opened, notify I-64/I-295 to open interchange.
7. Notify command post when all MOT devices removed.
8. Lane reversal staff report to Residency/AHQ in preparation for arrival of storm.

VDMA:

1. Initiate termination of lane reversal at -6.
2. VDMA Forces posture for post landfall operations to begin at landfall.

VDSS:

1. Continue sheltering operations.

VDH:

1. Health Commissioner determination on whether to activate the VDH Emergency Coordination Center (ECC), staffing plan developed (-24 hours)
2. ECC activated; routine activities suspended. Discretionary office closure (-12 hours)
3. HMERT resources re-deployed upon completion of lane reversal operation (-12 hours to -3 hours)
4. All response personnel should be in place at VEOC, ECC, and SMS as applicable (-6 hours)

DMME:

1. Continue the monitoring of petroleum prices, storage levels, transportation, and consumption patterns through contact with petroleum product trade associations and the State Corporation Commission (SCC). Continue to receive from petroleum product trade associations and communicate to VDEM requests for exemptions to vehicle weight and driver hour limits.
2. Continue formal communications with the U.S. Department of Energy and counterpart energy emergency agencies in contiguous or regional states.
3. Continue to evaluate the state of readiness of petroleum suppliers and major users. Monitor critical data pertaining to energy needs of hospitals, local

public safety agencies, major transportation providers, etc. through contact with petroleum product trade associations

4. Provide available information to key players through conference calls and other means as appropriate.

Emergency Relief Phase – Life Saving Operations & Restoration of Essential Services

[1]This timeline represents a CAT 3 scenario and may be adjusted as conditions warrant. This document serves as a guide and is subject to change.

[2]Items within boxes apply to Lane-Reversal only.

ALL VERT AGENCIES:

1. Report mission or operational status to their respective ESF in compliance with the deadline established by the Operations Section Chief.
2. Complete any actions not accomplished in Readiness Condition 1.

VEOC:

1. Continue to monitor evacuation & shelter conditions until re-entry is initiated.
2. Notify NC Emergency Management of RT 168 and I-64 conditions and status of terminating the Border Traffic Control Plan.

JIC:

1. Provide updates on storm impact and shelter status.
2. Governor's news conference.
3. Dispatch PIOs to affected areas.
4. Coordinate VIP visits to affected areas.
5. Continue plan+ning for JFO operations.
6. Daily (or twice daily) news conference.
7. Transition to JFO and co-locate with FEMA PIOs.

VSP:

1. Assist in emergency relief operations.
2. Provide law enforcement and enforce any mandated curfews.
3. Assist local law enforcement in accessing their ability to provide services and additional needs.

VDOT:

1. Take any necessary steps to ensure safety of VDOT personnel, supporting contractors & citizens who access the facility.
2. Communicate any immediate emergency situations to Field Operations, TOC & District.
3. Conduct an initial damage assessment to determine operational functionality of the facility.
4. Initiate any essential measures to ensure facility continuity of operation.
5. Provide a situation/summary report to Field Operations, TOC, and District outlining status of facility, any actions taken, and assistance needed.

VDMA:

1. Conduct assigned missions.

2. VDMA submit EMAC requests.

VDSS:

1. Continue sheltering operations and assess need for continued operations, downsizing or transition to medium term facilities.

VDH:

1. Continue staffing VEOC, VDH ECC, and State Managed Shelters (if activated) and Coordinate resource requests and response operations as needed.
2. Collect, consolidate, and submit situation reports regarding public health and medical impacts statewide.
3. Ensure the provision of essential medical and public health services by shifting resources as necessary within the state and/or requesting additional resources through EMAC and federal resources.
4. Conduct surveillance on storm related illnesses, injuries, and fatalities.

DMME:

1. Continue to monitor critical data pertaining to energy needs of hospitals, local public safety agencies, major transportation providers, etc. through contact with petroleum product trade associations. Provide available information to key players through conference calls and other means as appropriate, to ensure restoration of petroleum supplies as quickly as possible.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

HAZARD-SPECIFIC ANNEX #4
PANDEMIC INFLUENZA RESPONSE

(Non-Clinical)

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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Attachment 1 – Response Phases 8

Attachment 2 – Community Strategy for Pandemic Influenza Mitigation 9

Appendix A – Agency Action Matrix A-1

RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials

Lead Agency

Virginia Department of Emergency Management (VDEM)

Support Agencies and Organizations

- Virginia Department of Agriculture and Consumer Services (VDACS)
- Secretariat of Commerce and Trade (SCT)
- Department of Education (DOE)
- Virginia Department of Health (VDH)
- Virginia Department of Fire Programs (VDFP)
- Department of General Services (DGS)
- Virginia Department of Human Resource Management (DHRM)
- Department of Labor and Industry (DOLI)
- Department of Motor Vehicles (DMV)
- Department of Rail and Public Transportation (DRPT)
- Virginia Department of Transportation (VDOT)
- Virginia Port Authority (VPA)
- Virginia Information Technologies Agency (VITA)
- Virginia State Police (VSP)
- Department of Military Affairs (DMA)
- Virginia Employment Commission (VEC)
- State Council of Higher Education for Virginia (SCHEV)
- Virginia Community College System (VCCS)
- Office of the Secretary of Veterans Affairs and Homeland Security (SVAHS)
- Economic Crisis Strike Force (ECSF) Agencies

Purpose

The Commonwealth of Virginia Pandemic Influenza Response Annex is a hazard-specific component of the Commonwealth of Virginia Emergency Operations Plan (COVEOP). It has been developed to provide a sound basis for pandemic influenza preparedness and to establish the organizational framework and operational concepts and procedures designed to minimize the loss of life and property and to expedite the restoration of essential services following an influenza pandemic.

This non-clinical COVEOP annex is designed to be used in concert with VDH's clinical Pandemic Influenza Plan. Together, these documents represent the Commonwealth's approach to respond to and recover from pandemic influenza.

Scope & Applicability

This annex is designed to mitigate the health, public safety, social, and economic impacts in the public and private sectors throughout the Commonwealth.

Pandemic influenza occurs when a novel virus emerges that has the ability to infect and be transmitted between humans. The disease spreads rapidly, as humans have little or no immunity to the new strain of virus. The virus has the ability to mutate, which makes the development of an effective medical response more challenging. The virus spreads primarily by virus-laden droplets which are distributed as infected people cough, sneeze, or speak. Symptoms begin to appear 1-2 days following exposure. The rapid spread of the disease and the high level of absenteeism will have a significant impact on the social and economic fabric of communities, and essential services across all sectors will be compromised.

Planning Assumptions

- Pre-event planning is critical to ensure a prompt and effective response to a pandemic influenza, as its spread will be rapid, recurring (in multiple waves), and difficult to stop once it begins.

- A pandemic disease outbreak may precipitate infection rates exceeding 25 percent in an affected population, with projected mortality rates as high as 2 percent among those infected.

- Workforce absenteeism may rise as high as 40 percent at the height of a given pandemic wave for periods of about two weeks.

- All operations and services within the public and private sector will be compromised in varying degrees throughout the response and recovery phases; however, proper planning and adequate resources may sustain essential operations/services and mitigate the effects of the event across all sectors (e.g., government, education, health, commerce and trade, critical infrastructure, etc.)

- Due to the universal susceptibility of the public to an influenza virus and the anticipated pervasive impact on all segments of society, the majority of the medical and non-medical consequences of the event will be addressed by the public and private sectors in the context of the existing emergency management framework, supporting infrastructure, available resources, and associated supply chains with marginal support from new or external parties.

- Although technical assistance and support will be available through the federal government prior to, during, and following the event period, it will be limited in contrast to other natural and human-caused events that impact a specific geographic area in a more defined, shorter, and nonrecurring timeframe.

- A comprehensive and integrated strategy will require the involvement of all levels of government, the private sector, non-governmental organizations (NGO's), and citizens.

- Pan Flu planning is inherent in continuity of operations and business continuity planning initiatives in the public and private sectors. It focuses on implementing strategies and tools required to adapt to an environment where there is a reduced capacity to sustain essential operations, services, resource support, and critical infrastructure due to increased illness and death rates.

- Although the Commonwealth is in the process of developing an inventory of antivirals adequate enough to treat the projected population that may be affected, there will be a significant and sustained increase in demand for medical services during each wave that will overwhelm the healthcare system and compromise the overall standard of care provided.

- Vaccines will not be available for approximately six months following identification of the virus and will be in limited quantities when made available, necessitating the need to develop and implement a distribution plan.

- Local and regional health infrastructure and associated resources will be quickly committed to providing the necessary treatment and supporting strategies to effectively respond to a potentially developing or actual event.

- Non-pharmaceutical interventions, if applied in a timely manner, will play a significant role in mitigating the impacts of the disease at the local and state level.

- Telecommunications connectivity may be limited.

- Vital resource shortages may occur.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

Organizational Structure

The Virginia Emergency Response Team (VERT) and associated Emergency Support

Functions (ESFs) will coordinate response operations via the Virginia Emergency Operations Center (VEOC). A pandemic influenza event will require a comprehensive, coordinated, and sustained response over an extended period of time.

Concept of Operations

VDEM will be the lead agency in addressing all non-clinical issues and needs that may arise during an outbreak of pandemic influenza and will provide the necessary guidance to responders, government agencies, businesses, and citizens throughout the Commonwealth.

VDH will be the lead agency in addressing all health and medical issues and needs that may arise during an outbreak of pandemic influenza and will provide the necessary guidance to responders, government agencies, businesses, and citizens throughout the Commonwealth.

The VDH plan and this annex represent the Commonwealth's overall plan to respond and recover from a pandemic influenza outbreak.

1. Declaration of State Emergency

In order to mobilize the necessary resources to respond to an influenza pandemic, the Governor will declare a State of Emergency through the issuance of an Executive Order. The projected impact of an influenza pandemic on local and state government may necessitate a request for federal assistance. A State of Emergency will be declared when the Commonwealth response stage reaches #3 – Pandemic Phase. In addition, an Executive Order could be issued or an existing order amended to mandate the closure of public and private facilities such as, but not limited to, schools and institutions of higher education.

2. Measures to Procure and Stockpile Additional Supplies

Existing measures to provide for needed medical and non-medical stockpiles include Virginia's purchase of an antiviral stockpile (maintained by a contract vendor responsible for storage and emergency distribution), Metropolitan Medical Response System (MMRS) caches in Virginia's three (3) MMRS areas (Northern Virginia, Richmond and Hampton Roads), hospital supplies provided through Health Resources and Services Administration/Assistant Secretary for Preparedness and Response (HRSA/ASPR) grants, supplies purchased by the Health Districts and stored onsite for immediate response purposes, and the Commonwealth of Virginia Strategic National Stockpile (SNS) Plan for federal stockpile assets. Virginia may also request federal assets through the use of the FEMA Action Request Form process as described in the SNS Plan.

The response structure will include provisions for the Finance Section to provide assistance for acquiring equipment and materials as requested in coordination with ESF #7 in the VEOC. ESF #7, in accord with procurement policy, will track resource requests, make provisions for service and emergency material delivery (e.g., site access, ingress routes, etc.), make sure vendors and suppliers are made aware of site access requirements, and provide for remote staging areas. Just-in-time purchasing arrangements exist through VDH's pre-approved vendor list as well as pre-scripted VEOC equipment and supply lists, available for activation in the event of a declared emergency. Virginia's primary SNS Receive, Store, and Stage (RSS) site, a state-owned facility, will be made available for storage and redistribution of received just-in-time supplies, among other warehousing options.

3. Points of Distribution (PODs)

The Commonwealth has also developed a database of Points of Distribution (PODs) in local jurisdictions throughout the Commonwealth. These PODs follow the typing recommended by the United States Army Corps of Engineers (USACE). The database facilitates the identification of gaps to support the POD at the local level, which allows the Commonwealth to address the gaps identified, in coordination with their local partners, before an event occurs, thereby ensuring an efficient operation. Databases have also been developed to compile Critical Infrastructure Generator information

needed to support local and state agencies during events that involve power outages. This information has also been provided to the USACE for use by the Prime Power Team, if needed.

Roles & Responsibilities

Agency response actions are to be conducted in accordance with the appropriate ESF. The roles and responsibilities outlined below are specific to a pandemic influenza incident.

Department of Education

- Coordinate and facilitate regional conference calls with school superintendents in coordination with VDEM, VDH, and the Virginia Association of School Superintendents.
- Ensure an effective and timely coordination/interface with school districts throughout the state during an event.
- Maintain the Pandemic Influenza Plan Guidelines for Virginia Public Schools.
- Work with VDH to facilitate in-school flu vaccination campaigns.

State Council of Higher Education for Virginia

- Coordinate and facilitate regional conference calls in coordination with VDEM and VDH
- Work with VDH to facilitate in-school flu vaccination campaigns.

Virginia Community College System

- Coordinate and facilitate regional conference calls in coordination with VDEM and VDH.
- Work with VDH to facilitate in-school flu vaccination campaigns.

Department of Social Services

- Ensure that providers of its facilities receive information necessary for planning and developing strategies for screening, infection control and precautions, as well as communications among staff and legal guardians.

Secretary of Veterans Affairs and Homeland Security

- Monitor state government operations and critical infrastructure/key resource sectors with regard to their capability to sustain essential services and provide adequate resource support throughout the pandemic influenza event.

Department of Human Resource Management

- Consult with the Governor's Office and the State Coordinator of Emergency Management regarding the status of staffing issues in executive branch agencies, emergency office closings, and any related workforce issues that impede the Commonwealth's ability to provide services to the public or that hinder response and recovery plans.
- Administer the Public Health Emergency Leave and all related human resource policies, to include application, interpretation, granting exceptions based on agency business needs, and advising the Attorney General's Office and Governor of the need for temporary waivers to existing policies or the issuance, amendment, or suspension of the provisions of the Virginia Personnel Act as required by Executive Order 3 (2010).
- Activate the Adjunct Emergency Workforce (AEW), as necessary.
- Collect and organize absenteeism data from all executive branch agencies and report results to the State Coordinator of Emergency Management, State Health

Commissioner, and the Governor's Office.

- Provide guidance documents and tools that support and promote teleworking in accordance with Code of Virginia requirements.

- Coordinate, on behalf of the Governor's Office, a series of employee communications to promote wellness, inform employees of state initiatives, and to clarify the roles, responsibilities, and expectations of all employees.

- Work closely with VDH regarding the status of the outbreak and its impact on state agencies to determine what needs to be communicated to employees.

Virginia State Police

- Through ESF #13, provide security for the transportation and/or storage of vaccine, antivirals, and other medical supplies.

- Enforce orders of quarantine and isolation.

- Prevent and respond to civil disturbances associated with the pandemic.

- Assist law enforcement agencies that are unable to provide essential law enforcement services due to high rates of absenteeism.

- Provide law enforcement support for providers of medical services. This includes the free and secure movement of emergency medical services (EMS) assets and providing security for medical facilities.

Virginia Department of Fire Programs

- Serve as a coordination point for needed augmentation personnel in areas most severely affected by staff absenteeism.

- Support local mitigation initiatives by providing and reinforcing information for transmission prevention/reduction efforts by local fire-rescue personnel.

- Support local efforts to contain disease transmission by establishing regional distribution centers for appropriate disposable and non-disposable personal protective equipment.

VDH, Office of EMS

- Support the coordination and utilization of public health surveillance and epidemiologic techniques for protection of EMS responders and their patients.

- Support the EMS system during an influenza pandemic to assist with situational awareness.

- Support local EMS in the use of mutual aid plans to assist them in locating adequate personnel during all times of emergency including pandemic events.

- Provide field representatives to assist local jurisdictions and independent EMS agencies in obtaining equipment, supplies, and services during times of emergency or disaster.

- Support local EMS in establishing procedures to legally deviate from established treatment procedures during response to pandemic influenza to support mitigation of and response to such patients.

- Provide field representatives to disseminate information to localities and EMS agencies including emerging protocols before and during an influenza pandemic.

- Distribute information on the protection of EMS workers and their families during an influenza pandemic.

Virginia Department of Health

- Work with DHRM and DOLI to disseminate appropriate guidance for agencies to follow during all phases of a pandemic influenza event.
- Activate the clinical pandemic influenza plan.

DOLI, Occupational Safety and Health

- Encourage employers and employees to use [OSHA pandemic influenza planning guidance] to help identify risk levels in workplace settings, as well as develop appropriate control measures based on the nature of the work environment to include: good hygiene, cough etiquette, social distancing, the use of personal protective equipment, and staying home from work when ill.
- Provide technical assistance and guidance to employers in regard to an influenza pandemic based on the OSHA guidance developed.

Virginia Department of Agriculture and Consumer Services

- Take measures to ensure the safety of meat, poultry, and egg products in the event of a human pandemic influenza.

Department of Military Affairs

- Provide necessary support to the Commonwealth.
- Conduct linkup and establish working relationships with local, state, & federal agencies.
- Maintain and update staff estimates and requirements.
- Issue alerts, prepare and issue orders.
- Anticipate and be prepared to rapidly transition to the response phase with little or no notice.
- Ensure forces are immunized according to DMA's priority rankings to mitigate the initial and secondary effects of the biological pandemic.
- Conduct transition activities that postures for future missions and allows for long-term recovery from the pandemic.
- Maintain communication with other agency response forces and headquarters.
- Be prepared to receive and integrate additional forces.

Virginia Department of Transportation

- Coordinate with federal and state agencies to address cargo surges and cargo prioritization precipitated by a pandemic influenza event to meet the needs of the Commonwealth.

Secretary of Transportation

- Monitor and coordinate, as needed, the activities of VDOT, VPA, DRPT, and DOA with transportation-related duties and responsibilities in order to support any type of disaster response and recovery operations including pandemic flu and to effectively manage transportation resources across all supporting agencies.
- Facilitate, in coordination with VSP and affected local governments, traffic movement during large-scale evacuations, re-entry and quarantines.

Department of Motor Vehicles

- Coordinate the transport of essential goods and people over all modes in support of the VERT during emergency operations and recovery.

Virginia Employment Commission	(32.1-48.05 through 32.1-48.017)

- Assist private-sector workers who may lose jobs or be unable to work because they themselves are ill or must stay at home to care for ill family members.
- Coordinate the provision of basic unemployment insurance benefits.
- Provide written and on-line information on employment services, job referral, job development, employer information.
- Coordinate the provision of Disaster Unemployment Insurance Benefits and Extended UI Benefits when deemed appropriate by DOLI.
- Provide support resource referrals.
- Coordinate partnership brokering.

Authorities & References

Authorities

- The State Health Commissioner and the Board of Health have the authority under the Code of Virginia to take the necessary actions to protect the public health.
- Reporting of Disease (32.1-35; 32.1-36; 32.1.-37)
- Investigation of Disease (32.1-39)
- Authority to Examine Records (32.1-40; 32.1-48.015)
- Emergency Orders and Regulations (32.1-13; 32.1-42; 32.1-20)
- Disease Control Measures (32.1-43; 32.1-47; 32.1-48)
- Isolated or Quarantined Persons (32.1-44)
- Isolation or Quarantine of Persons with Communicable Disease of Public Health

Attachment 1 – Response Phases

WHO Phases	Federal and Commonwealth Response
INTER-PANDEMIC PHASE	
1 – No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human disease is considered to be low.	0 – New domestic animal outbreak in at-risk country
2 – No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.	
PANDEMIC ALERT PHASE	
3 – Human infection(s) with a new subtype but no human-to-human spread or, at most, rare instances of spread to a close contact.	0 – New domestic animal outbreak in at-risk country
4 – Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.	1 – Suspected human outbreak overseas
5 – Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk.)	2 – Confirmed human outbreak overseas
PANDEMIC PHASE	
6 – Pandemic Phase: increased and sustained transmission in general population.	3 – Widespread human outbreaks in multiple locations overseas. Declaration of Emergency will be considered. 4 – First human case in North America 5 – Spread throughout the United States 6 – Recovery and preparation for subsequent waves.

Attachment 2 – Community Strategy for Pandemic Influenza Mitigation

HHS and CDC developed interim planning guidance with regard to the application and timing of non-pharmaceutical interventions for states and local governments in February 2007 and Virginia has adopted these standards. This guidance supports the development and implementation of a community's overall mitigation strategy that includes both pharmaceutical and non-pharmaceutical measures, in the context of a Pandemic Severity Index. The Pandemic Severity Index (PSI) provides a framework that integrates the types of partially effective non-pharmaceutical interventions with suggested implementation and duration times in an attempt to maximize the overall benefit to the community, while minimizing the potential cascading consequences of implementing recommended interventions. The PSI uses a case fatality ratio as the critical factor in categorizing the severity of a pandemic. This tool will serve as a guide in discussions with schools, colleges and universities, and other community sectors and support the timely development and implementation of an effective local, regional, and state strategy in the context of an estimated level of severity.

The guidance recognizes that the connectedness of communities goes beyond spatial proximity to include ease, speed, and volume of travel between geopolitical jurisdictions. To balance the relationship of connectedness and optimal timing, the guidance proposes that the geopolitical trigger be defined as the cluster of cases occurring within a U. S. state or proximate epidemiological region which spans beyond a state's boundary.

1. **Initiation Interval**

   When an influenza virus is recognized as the next pandemic strain, the first laboratory confirmed case of pandemic influenza infection within any state is the trigger that defines the beginning of the initiation interval. The state simultaneously enters the initiation interval which triggers a cascade of responses that are coordinated with federal partners and neighboring states. The primary overall strategy is case based containment utilizing isolation, home quarantine and antiviral chemoprophylaxis of contacts.

2. **Acceleration Interval**

   A trigger for a state to enter the acceleration interval is when two or more laboratory confirmed cases of pandemic influenza are verified with no identifiable epidemiologic linkage with any prior confirmed cases. An alternate trigger is when an increasing number of cases exceed available resources to provide case based control measures. The nation would enter the acceleration interval when at least one state in 5 of 10 Federal Emergency Management Agency (FEMA)/HHS regions has met the acceleration criteria. The primary action for the state at this point would be the activation of broad community mitigation interventions and social distancing measures such as school dismissals and closure of childcare facilities, cancellation of large gatherings and home care of non-critically ill individuals. Public health actions will be implemented by VDH coordinated with local health departments.

3. **Peak Transmission Interval**

   Virginia will enter the interval of peak transmission when one of the following 3 triggers are met: 1) Greater than 10% of specimens collected from patients with influenza-like illness are positive for the pandemic strain within a 7 day period; 2) regional influenza activity is reported by the state; or 3) the state's health care system is being utilized beyond its surge capacity. The primary

strategy at this time is the management of limited resources and the maintenance of critical infrastructure to permit societal function.

4. Declaration Interval

After peak transmission has been achieved, a progressive decrease in the number of new cases is anticipated. When less than 10% of specimens from patients with influenza-like illness are positive for the pandemic strain, or when healthcare system capacity is below maximum levels, the state can be defined as entering the deceleration interval. During deceleration, public health activities slowly transition to case based investigation and control along with planning for the discontinuation of community mitigation interventions. Enhanced surveillance would continue for the detection of new cases. When laboratory confirmed pandemic influenza cases are occurring sporadically, Virginia will discontinue all community mitigation interventions; government, healthcare and societal functions will begin recovery and prepare for possible subsequent pandemic waves.

Appendix A – Agency Action Matrix

Stage 1 – Suspected Human Outbreak Overseas
WHO Phase 4

ALL VERT AGENCIES:

1. Exercise, train, and refine continuity plans with an emphasis on pandemic influenza.
2. Provide pandemic influenza related education and training.
3. Review agency communications plan.
4. Review resource inventories and sustainability of supply chains.

VDACS:

1. Review Avian Flu and Highly Contagious Livestock or Poultry Disease Emergency Operations Plan.
2. Monitor and respond to avian/swine flu outbreaks.
3. Review prioritized list of essential functions as part of the continuity plan to ensure safety of meat, poultry, and egg products.
4. Review protocols for maintaining essential functions.
5. Review plans for recording and communicating the status of inspected establishments.
6. Review the communications plan to interface with federal partners.

SCT:

1. Review long-term recovery process/plans in coordination with support agencies.
2. Review continuity plan pandemic influenza annex.
3. Review communications plan.

DOE:

1. Review public school pandemic influenza plan.
2. Review communications plan.
3. Review plans to support the coordination of education sector response and recovery operations during the event.

VDEM:

1. Review, exercise, and refine the COVEOP pandemic influenza annex.
2. Review resource needs/inventory/vendors.
3. Prepare to support implementation of travel restrictions.
4. Emphasize preparedness at all levels and sectors.
5. Promote and provide public education.
6. Provide technical assistance and support to agencies regarding continuity planning.

VDFP:

1. Review continuity plan and roster of key personnel who may be assigned support positions in VERT or other operational assignments.
2. Provide staff update training and current situation information.
3. Deploy information advisories for dissemination to local fire-rescue organizations.

4. Identify/confirm access and availability for basic health/medical PPE vendors who provide materials for agency staff and local fire-rescue personnel.
5. Review the internal communications plan and review external communications/networking procedures. Provide VEOC current agency status report(s), as requested.

DGS:

1. Exercise, train, and refine Continuity Plans with an emphasis on pandemic influenza.
2. Provide pandemic influenza related education and training.
3. Review agency communications plan.
4. Review resource inventories and sustainability of supply chains.
5. Continually develop and enhance resource contract capabilities.

VDH:

1. Review and exercise the VDH pandemic influenza plan.
2. Continue surveillance.
3. Coordinate with partners.
4. Initiate education campaign.
5. Prepare pre-scripted messages.
6. Review and adjust inventories of selected resources.
7. Coordinate with suppliers.
8. Review and update the fatality management plan.

DHRM

1. Review HR policies.
2. Support agency HR needs.
3. Review resource requirements to sustain essential services.

DOLI:

1. Disseminate OSHA pandemic influenza guidance.
2. Review agency continuity plan with pandemic influenza component to ensure maintenance of critical functions.

VDOT:

1. Continue to maintain the state highway system.
2. Review current agency continuity plan and roster of key personnel who may be assigned support positions in VERT or other operational assignments.
3. Review internal communications plan.
4. Review external communications and networking procedures.
5. Provide the VEOC current agency status report(s), as requested.

VITA:

1. Provide IT/Communications services and support throughout pandemic influenza event including support of remote access for teleworking employees as well as customers.
2. Check resource inventories/supply chains.
3. Coordinate with private sector partners regarding status of Pan Flu annexes of COOP plans.

VSP:

1. Review continuity and pandemic influenza plans to ensure maintenance of critical services
2. Brief staff.
3. Exercise plan.

DMA:

1. Review continuity and pandemic influenza plans to ensure maintenance of critical services.
2. Brief staff and exercise plan.
3. Maintain situational awareness of Outside Continental United States (OCONUS) deployed forces.

Stage 2 – Confirmed Human Outbreak Overseas
WHO Phase 5

ALL VERT AGENCIES:

1. Continue to brief agency staff, as needed.
2. Review plans, as needed.
3. Reinforce contact and transmission strategies.
4. Review resource inventories.
5. Pre-deploy assets, as appropriate.

VDACS:

1. Continue surveillance of agricultural sector.
2. Continue to provide technical assistance and support to agricultural community.
3. Respond to requests for assistance, as necessary.
4. Continue to interface with local, state, and federal partners.
5. Continue to conduct inspections to ensure food safety and security.

SCT:

1. Continue to brief agency staff, as needed.
2. Review plans, as needed.
3. Reinforce contact and transmission strategies.
4. Review resource inventories.
5. Pre-deploy assets, as appropriate.

DOE:

1. Continue to review plans.
2. Continue to assist schools with continuity plans, as necessary.
3. Disseminate health guidance/updates as necessary.

VDEM:

1. Support the implementation of tiered screening measures at entry points.

VDFP:

2. Continue to provide agency staff and stakeholders with briefings on the situation.
3. Continue assessing plans and personnel availability.
4. Review and reinforce transmission prevention procedures for staff.
5. Coordinate with agencies for continued development and dissemination of information advisories for stakeholders.
6. Identify regional (Division) receive, store, and stock points for materials, equipment, or supplies to support local needs (Division Offices to coordinate regional distribution procedures in case of need.)

DGS:

1. Continue to brief agency staff, as needed.
2. Review plans, as needed.
3. Reinforce contact and transmission strategies.
4. Review resource inventories.
5. Pre-deploy assets, as appropriate.
6. Continue to support agency resource needs as required.
7. Continue to maintain/expand contract services.
8. Continue to provide technical assistance/support in regard to purchasing/contracting.

VDH:

1. Declare a "public health emergency."
2. Review and activate appropriate plans.
3. Maintain dialogue with partners.
4. Maintain heightened hospital and community-based surveillance.
5. Continue education/guidance to the public.
6. Support isolation and quarantine initiatives at ports of entry.
7. Monitor health sector.
8. Review and implement anti-viral distribution plans.

DHRM:

1. Review HR policies.
2. Support agency HR needs.
3. Review resource requirements to sustain essential services.

DOLI:

1. Continue to disseminate and promote OSHA pandemic influenza guidance.
2. Continue to provide technical assistance support to customers.
3. Review communicants plan.
4. Review continuity plan.
5. Ensure critical services can be maintained.
6. Continue to coordinate with local, state, and federal partners.

VDOT:

1. Continue to brief agency staff, as needed.
2. Review plans, as needed.
3. Reinforce contact and transmission strategies.
4. Review resource inventories.
5. Pre-deploy assets, as appropriate.

VITA:

1. Continue to support agency IT resource needs as required.
2. Continue to maintain/expand IT contract services.
3. Continue to provide IT technical assistance/support in regard to purchasing/contracting.

VSP:

1. Continue to brief agency staff, as needed.
2. Review plans, as needed.
3. Reinforce contact and transmission strategies.
4. Review resource inventories.
5. Pre-deploy assets, as appropriate.

DMA:

1. Support and coordinate with local, state, and federal partners.
2. Review resource requirements to sustain essential services.
3. Maintain situational awareness of OCONUS deployed forces.

Stage 3 – Widespread Outbreaks Overseas
WHO Phase 6

ALL VERT AGENCIES:

1. Place essential staff on recall.
2. Reach out to critical infrastructure providers to ensure pandemic influenza and continuity plans are in place.
3. Review resource inventories.
4. Reinforce protective measures.

VDACS:

1. Continue surveillance of agricultural sector.
2. Continue to provide technical assistance and support to agricultural community/ports of entry.
3. Continue to conduct inspections to ensure food safety and security.
4. Continue to interface with local, state, and federal partners.
5. Review Pan Flu annex of continuity plan and place staff on alert.

SCT:

1. Place essential staff on recall.
2. Reach out to critical infrastructure providers to ensure pandemic influenza and continuity plans are in place.
3. Review resource inventories.
4. Reinforce protective measures.

DOE:

1. Review pandemic influenza annex of the continuity plan.
2. Review communications plan.
3. Alert and brief staff.
4. Disseminate appropriate preparedness information and guidance to students/parents in coordination with VDH.
5. Reinforce good hygiene practices and protective measures
6. Coordinate with resource providers.
7. Utilize established framework to monitor school status of operations and absenteeism on daily basis

VDEM:

1. Consider declaring a “state of emergency.”
2. Advise public to plan to reduce non-essential domestic travel once epidemic hits U.S.
3. Augment the VEOC .
4. Implement protective measures.
5. Establish aJ oint Information Center.
6. Establish a Joint Public Inquiry Center.
7. Review continuity plan.
8. Coordinate with supply chain providers
9. Maintain dialogue with local, state, federal, and private partners.

VDFP:

1. Continue actions from Stages 1 and 2.
2. Test planning communications and networking systems for internal and external use.
3. Prepare database and log system for monitoring localities' issues relative to absenteeism, illnesses and personnel resource needs.
4. Disseminate guidance relative to personnel resource sharing, mutual aid, and related issues including credentialing criteria, cost sharing, etc.
5. Review/disseminate equipment/vehicle decontamination procedural guidance to stakeholders.

DGS:

1. Place essential staff on recall.
2. Reach out to critical infrastructure providers to ensure pandemic influenza and continuity plans are in place.
3. Review resource inventories.
4. Reinforce protective measures.

VDH:

1. Maintain heightened hospital and community surveillance.
2. Prepare to implement surge plans.
3. Review and implement anti-viral distribution plans.
4. Continue education and guidance to the public.

DHRM:

1. Continue to manage admin of workforce planning, HR policy, and benefits.
2. Provide guidance to agencies.
3. Review policies and tools available.
4. Begin monitoring agency absenteeism and reporting results.
5. Review adjunct workforce program.

DOLI:

1. Continue to review appropriate plans.
2. Alert and brief staff.
3. Ensure adequate supplies available to maintain critical services.
4. Continue to provide technical assistance and support to customers.
5. Continue to coordinate with local, state, and federal partners.

VDOT:

1. Place essential staff on recall.
2. Reach out to critical infrastructure providers to ensure pandemic influenza and continuity plans are in place.
3. Review resource inventories.
4. Reinforce protective measures.

VITA:

1. Place essential staff on recall.
2. Reach out to critical infrastructure providers to ensure pandemic influenza and continuity plans are in place.
3. Review resource inventories.
4. Reinforce protective measures.

VSP:

1. Place essential staff on recall.
2. Reach out to critical infrastructure providers to ensure pandemic influenza and continuity plans are in place.
3. Review resource inventories.
4. Reinforce protective measures.

DMA:

1. JOC will monitor situation and continue to brief situational awareness to leadership.
2. Maintain and report on situational awareness of OCONUS deployed forces.
3. Initiate force health protection education and training campaign.

Stage 4 – First Human-to-Human Case in North America
WHO Phase 6

ALL VERT AGENCIES:

1. Activate continuity plan across all levels.
2. Limit non-essential domestic travel.
3. Maintain situational awareness.
4. Begin monitoring absenteeism.
5. Implement protective measures.

VDACS:

1. Begin monitoring of agency absenteeism.
2. Disseminate health and safety measures to employees.
3. Recommend protective measures to sectors.
4. Activate Pan Flu annex of continuity plan.
5. Maintain critical services.
6. Implement communications plan.
7. Support JIC/Public Information.

SCT:

1. Activate pandemic influenza annex of the continuity plan.
2. Alert essential staff.
3. Monitor staff absenteeism and availability.
4. Ensure availability of adequate resources to sustain critical operations and services.
5. Continue to disseminate preparedness and prevention information/guidance to staff.
6. Implement alternate means of providing services.
7. Maintain coordination and communications with resource providers/ agency partners.

DOE:

1. Activate plans.
2. Begin monitoring status of school operations and absenteeism.
3. Brief staff.
4. Continue to disseminate preparedness/prevention information/guidance to parents/students.
5. Implement the appropriate protective measures
6. Continue to coordinate with resource providers.
7. Coordinate regional conference calls to develop consistent response strategy.
8. Maintain situational awareness.

VDEM:

1. Activate the COVEOP pandemic influenza annex.
2. Alert and brief staff.
3. Monitor state operations and absenteeism
4. Ensure adequate resources available to maintain critical services.
5. Continue to provide technical assistance and support to agencies and communities.
6. Continue to coordinate with local, state, and federal partners.

7. Limit non-essential travel in affected areas.
8. Disseminate preparedness and prevention information/guidance.
9. Implement protective measures/social distancing.
10. Provide guidance to public.
11. Continue to support VEOC, JFO, and JPIC.

VDFP:

1. Continue actions from Stages 1, 2 and 3.
2. If necessary, distribute/deploy communications hardware to Division offices or other designated locations, and test operability.
3. Conduct final reviews and formalize guidance for personnel sharing, mutual aid credentialing, cost sharing etc.
4. Begin evaluating local, regional, extra-regional, and statewide capabilities to maintain critical services with reduced personnel resources.
5. Prepare and begin processing of initial materials and supplies procurement paperwork.
6. Ready Division sites for receipt of materials, supplies, equipment, establish inventory management system.
7. Receive updated information from local stakeholders and review response triage protocols based on reduced staff capabilities.

DGS:

1. Activate continuity plan across all levels.
2. Limit non-essential domestic travel.
3. Maintain situational awareness.
4. Begin monitoring absenteeism.
5. Implement protective measures.
6. Continue to support agency resource needs, as required.
7. Continue to maintain/expand contract services.
8. Continue to provide technical assistance/support in regard to purchasing/contracting.
9. Activate continuity plan.
10. Activate communications plan.
11. Continue to coordinate with state, federal, private sector partners.

VDH:

1. Maintain heightened hospital and community surveillance.
2. Prepare to implement surge plans.
3. Review and implement anti-viral distribution plans.
4. Continue providing education and guidance to the public.
5. Implement antiviral treatment/targeted prophylaxis.

DHRM:

1. Monitor agency absenteeism.
2. Prepare to staff VEOC Policy Group/Logistics ESF.
3. Continue to provide HR guidance and support to agencies.
4. Prepare to implement employee reassignment plan/Adjunct Workforce Program.

DOLI:

1. Prepare to activate plans.
2. Ensure adequate resources available to maintain critical services.
3. Continue to provide technical assistance and support to customers.
4. Continue to coordinate with local, state, and federal partners.

VDOT:

1. Activate continuity plan across all levels.
2. Limit non-essential domestic travel.
3. Maintain situational awareness.
4. Begin monitoring absenteeism.
5. Implement protective measures.

VITA:

1. Continue to support agency IT resource needs as required.
2. Continue to provide IT technical assistance/support in regard to purchasing/contracting.
3. Continue to coordinate with state, federal, private sector partners.

VSP:

1. Activate agency continuity and pandemic influenza plana and begin implementing protective measures.
2. Begin evaluating critical service delivery in context of resources available and risk.
3. Coordinate with/monitor resource providers.
4. Continue to coordinate with local, state, federal and private sector partners.

DMA:

1. Begin monitoring agency absenteeism.
2. Disseminate force health/safety protection counter-measures to employees.
3. Recommend force health protective measures/standards to sectors.
4. Maintain critical services.
5. Implement communications plan.
6. Continue to support Commonwealth as directed.
7. Maintain and report on situational awareness of CONUS and OCONUS deployed forces.
8. Maintain and sustain force health protection education and training campaign.

Stage 5 – Spread throughout U.S.
WHO Phase 6

ALL VERT AGENCIES:

1. Maintain situational awareness.
2. Limit non-essential domestic travel.
3. Monitor absenteeism.
4. Implement protective measures.
5. Sustain essential services.

VDACS:

1. Continue to implement the pandemic influenza annex of the continuity plan.
2. Maintain essential functions and services to the greatest extent possible.
3. Continue to implement the communications plan.
4. Continue to monitor agricultural sector.
5. Support resource needs, as possible.
6. Continue to support JIC/Public Information.

SCT:

1. Continue to provide services and support through traditional and alternative methods.
2. Monitor staff absenteeism and availability.
3. Ensure availability of adequate resources to sustain critical operations and services.
4. Continue to disseminate preparedness and prevention information/guidance to staff.
5. Maintain coordination and communications with resource providers/ agency/private-sector partners.

DOE:

1. Continue to monitor status of school operations and absenteeism.
2. Continue to disseminate preparedness and prevention information/guidance to staff, parents, and students.
3. Implement the appropriate protective measures.
4. Consider school closures in coordination with the community.
5. Continue to coordinate with resource providers.
6. Continue to coordinate regional conference calls to implement a consistent response strategy.
7. Continue to maintain situational awareness.

VDEM:

1. Maintain situational awareness of community/agency needs.
2. Provide support in context of resources available/priorities.
3. Maintain civil order.
4. Support availability of CIKR.

VDFP:

1. Consult with/assist local stakeholders with supplemental support.
2. Implement and manage resource tracking system.
3. Provide on-going status reports, as appropriate.
4. Report any critical human resources shortages to SPS and others and provide recommendations for mitigation.

DGS:

1. Maintain situational awareness.
2. Limit non-essential domestic travel.
3. Monitor absenteeism.
4. Implement protective measures.
5. Sustain essential services.
6. Continue to support agency resource needs, as required.
7. Continue to provide technical assistance/support in regard to purchasing/contracting.
8. Continue to coordinate with state, federal, private sector partners.

VDH:

1. Maintain situational awareness of impacts on the health and medical sector.
2. Continuously evaluate epidemiology of the virus.
3. Update recommendations on treatment and protective actions.

DHRM:

1. Continue monitoring agency absenteeism.
2. Staff VEOC Policy Group/Logistics ESF.
3. Implement employee reassignment plan and adjunct workforce program.
4. Continue to provide HR guidance to support to agencies and staff.

DOLI:

1. Activate continuity plan.
2. Activate communications plan.
3. Continue to brief staff.
4. Monitor status of operations and absenteeism.
5. Maintain critical services in context of available resources.

VDOT:

1. Facilitate, in coordination with VSP and affected local governments, unusual traffic movement and volumes.
2. Provide transportation service, back-up communications, and other available resources as needed in support of the VEOC.
3. Operate and maintain the VDOT Transportation Emergency Operations Center (TEOC).
4. Department of Aviation will perform airlift missions in direct support of the VERT during emergency response operations and provide resources for transport of essential goods via air as appropriate.

5. Department of Rail and Public Transportation will coordinate with the railroad companies and public transport entities to maintain systems and provide resources as necessary.
6. Virginia Port Authority will coordinate with the Virginia ports to maintain systems and provide resources as necessary.

VITA:

1. Continue to support agency IT resource needs as required.
2. Continue to provide IT technical assistance and support in regard to purchasing/contracting.
3. Continue to coordinate with state, federal, private sector partners.

VSP:

1. Maintain essential law enforcement functions.
2. Enforce orders of quarantine/isolation as required.
3. Prevent and respond to civil disturbances.

DMA:

1. Monitor health of employees returning to workplace.
2. Maintain and report on situational awareness of CONUS and OCONUS deployed forces.
3. Maintain and sustain force health protection education and training campaign.
4. Maintain situational awareness and report on agencies ability to respond with essential core capabilities.

Stage 6 – Recovery/Preparation for Subsequent Waves
WHO Phase 6

ALL VERT AGENCIES:

1. Assess impact on agency personnel and essential services.
2. Adjust plans based on lessons learned.
3. Replenish critical resources.
4. Prepare for subsequent waves.

VDACS:

1. Conduct assessment of impact on sector.
2. Coordinate natural disaster assistance from USDA.
3. Provide technical assistance/guidance to farmers to obtain assistance.

SCT:

1. Assess impact of the incident and facilitate support from available programs and resources of state/federal agencies
2. Assist in the comprehensive recovery of impacted communities.

DOE:

1. Assess impact on schools.
2. Adjust plans based on lessons learned.
3. Evaluate feasibility of resuming school activities.
4. Check status of supply chain and replenish critical resources.
5. Prepare for subsequent waves.
6. Continue to monitor school operations.
7. Continue to stress preventive and preparedness measures to staff, parents, and students.

VDEM:

1. Assess impacts in all sectors.
2. Adjust plans based on lessons learned.
3. Replenish critical resources.
4. Prepare for subsequent waves.
5. Coordinate recovery and assistance programs.

VDFP:

1. Continue monitoring resource shortages and assisting in cases when possible. Track critical shortages and support assistance initiatives.
2. Coordinate with stakeholders and others to provide timely and appropriate training to implement augmentation strategies for localities and areas severely impacted by personnel shortages.
3. Continue monitoring stock levels of PPE and related supplies and replenish as necessary.
4. Provide on-going status reports and projections to appropriate authorities.

DGS:

1. Assess impact on agency personnel and essential services.
2. Adjust plans based on lessons learned.
3. Replenish critical resources.
4. Prepare for subsequent waves.

VDH:

1. Assess regional impacts on the health and medical sector.
2. Review lessons learned and implement adjustments.
3. Replenish essential resource inventories.
4. Adjust regional staffs to meet needs.
5. Prepare for next wave.

DHRM:

1. Assess impact on agency personnel.
2. Revise plan based on lessons learned.
3. Support agency HR needs.
4. Prepare for subsequent waves.

DOLI:

1. Assess impact of event on staff and services.
2. Adjust plans based on lessons learned and resources available.
3. Replenish critical resources to extent feasible.
4. Continue to provide guidance to staff in coordination with VDH.

VDOT:

1. Assess impact on agency personnel and essential services.
2. Adjust plans based on lessons learned.
3. Replenish critical resources.
4. Prepare for subsequent waves.

VITA:

1. Assess impact on agency personnel and essential services.
2. Adjust plans based on lessons learned.
3. Replenish critical resources.
4. Prepare for subsequent waves.

VSP:

1. Continue to provide necessary law enforcement and security services in coordination with local, state, federal, and private sector partners.

DMA:

1. Assess impact of incident and support from available programs and resources of state/federal agencies.
2. Assist in comprehensive recovery of communities impacted and other mission assignments (from VDEM) as required.
3. Maintain and report on situational awareness of CONUS and OCONUS deployed forces.
4. Maintain/sustain force health protection education and training campaign.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

HAZARD-SPECIFIC ANNEX #5
HAZARDOUS MATERIALS RESPONSE

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 August

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RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials

Lead Agency

- Virginia Department of Emergency Management (VDEM)
- Department of Environmental Quality (DEQ)

Support Agencies and Organizations

- Virginia Department of Agriculture and Consumer Services (VDACS)
- Department of Conservation and Recreation (DCR)
- State Corporation Commission (SCC)
- Department of Game and Inland Fisheries (DGIF)
- Virginia Department of Health (VDH)
- Virginia Cooperative Extension Offices (VCE)
- Department of Labor and Industry (DOLI)
- Virginia Marine Resource Commission (VMRC)
- Department of Mines, Minerals, and Energy (DMME)
- Virginia State Police (VSP)
- Virginia Department of Transportation (VDOT)

Purpose

The Commonwealth of Virginia Hazardous Materials Response Annex is a hazard-specific component of the Commonwealth of Virginia Emergency Operations Plan (COVEOP). It has been developed to provide a sound basis for hazardous materials emergency preparedness and to establish the organizational framework and operational concepts and procedures designed to minimize the loss of life and property and to expedite the restoration of essential services following a hazardous materials emergency.

Scope & Applicability

This annex applies to all state agencies responding to hazardous materials; (hereinafter hazmat), incidents. While the vast majority of hazardous material incidents are accidental, there is always the possibility of an environmental crime or act of terrorism requiring flexibility in response operations, plans, procedures, and resource needs.

This annex is designed to address each type of hazard, as it pertains to hazardous materials, as well as the evolution of the categorization of the incident from accidental to criminal to intentional that may occur in the response.

This annex is designed to adapt to and meet the challenges of these types of incidents by adopting NIMS. NIMS provides a common framework within which government and private entities can work in a coordinated manner to manage incidents.

The Commonwealth's hazardous materials emergency response organization provides the organizational framework and standard operating procedures that the state will use when responding to and recovering from a hazmat incident.

Response to transportation accidents involving radioactive materials is contained in the Commonwealth of Virginia Radiological Emergency Response Annex as well as the Commonwealth of Virginia Terrorism Consequence Management Annex.

Planning Assumptions

- Accidents or emergencies involving the broad spectrum of hazmat can and do occur anywhere within the Commonwealth daily.

- It may not be initially evident that the emergency or disaster event is accidental or naturally occurring in nature, or precipitated by criminal acts or terrorist actions.

- The complexities of hazmat incidents and the associated consequences typically exceed the capabilities of local government and require specialized assistance and support from a variety of regional, state, federal and military organizations.

- The vulnerability to hazardous materials incidents is continually increasing due to the growth in the use, storage, processing and transportation of hazardous materials to support the needs of the industrial, technological, medical, and energy sectors of the economy.

- This vulnerability is exacerbated by the interdependence and technological complexities of critical systems and infrastructure.

- Local, regional, state and federal response organizations must develop the tactical capability and acquire the necessary tools to assist in promptly identifying the hazard(s) with which they are confronted and develop an effective incident action plan with the necessary resources to support it.

- The Commonwealth has developed and continually strives to enhance a regional hazmat response framework that can respond effectively to a broad range of technological hazards in a timely fashion.

- Agencies may be required to initiate and financially support recovery and remediation actions in hazmat incidents and environmental crime situations where the responsible party is unable, unwilling or unknown or in cases involving acts of terrorism where a Presidential Declaration is not involved or made. In hazmat events that a Presidential Declaration is not involved, there may be limited funding available through state and federal funding programs established specifically for this purpose and supported in some cases by a fee system. In cases involving acts of terrorism funding will be available under the Stafford Act (PL93-288).

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish their tasks.

- Site restoration and rehabilitation will be conducted to the extent that it is technically feasible, economically practical and prudent from a health, environmental and public safety perspective.

- Site remediation will be overseen and monitored by the appropriate agencies that have jurisdiction under the law and possess the necessary technical knowledge and expertise to restore the impacted area to a level that is considered clean, safe and capable of supporting the same or similar type pre-event use.

Organizational Structure

The VEOC is the warning center in the state to which local governments report hazmat incidents and through which assistance is requested when the nature or magnitude of the situation exceeds their capability. Other state agencies that are assigned response roles for hazmat incidents are listed in the respective sections of the annex with their specific task assignments.

A variety of local, state and federal agencies make up the organizational framework that involves the response and recovery efforts following a hazmat incident or oil spill. This framework changes depending upon the location of the incident and types of materials involved.

The organizational response framework to events involving hazmat necessitate the coordination and interface of a variety of local, state and federal agencies that have certain authorities, responsibilities and jurisdiction by statute, executive order or presidential directive. These authorities may vary by the type of incident, the categorization of the incident, geographic area involved and may transition by operational stage during an event. The planning and response frameworks established at the

local, state and federal levels are briefly summarized below:

- The Local Emergency Planning Committees (LEPCs) and the Virginia Emergency Response Council (VERC) are organizational structures that were established under the Superfund Amendments and Reauthorization Act (SARA Title III), also referred to as the Emergency Planning and Community Right to Know Act (EPCRA). This legislation requires industry to share information with the community to enhance hazmat preparedness. The LEPCs and VERC provide a forum to engage all stakeholders in the process of acquiring and sharing the required information to develop and exercise a hazardous materials response plan at the local and state levels respectively, as well as assess the capabilities and capacities of response organizations tasked in these plans to effectively support response and recovery operations in the context of the information provided.

- The VERC was established to carry out the provisions of EPCRA at the state level. The Council is comprised of representatives from the public and private sector who are appointed by the Governor and have technical expertise in the emergency response field. The duties of the Council include designating emergency planning districts, appointing Local Emergency Planning Committees, providing guidance and technical assistance to LEPCs and the regulated community, and establishing procedures for receiving and processing requests from the public for information. The VERC is comprised of representatives from the following state agencies: Virginia Departments of Emergency Management (VDEM); Environmental Quality (DEQ); Transportation (VDOT); Labor and Industry (VDOLI); Fire Programs (VDFP); Health (VDH); Mines, Minerals, and Energy (VDMME); and the Virginia State Police (VSP).

  a) Programmatically, VDEM is responsible for the following: providing technical assistance to LEPCs in the development of their hazardous materials preparedness program to include planning, training, and exercising; conducting reviews of emergency plans; receiving chemical release notifications through the VEOC on a 24-hour basis; maintaining the Virginia Hazardous Materials Response Plan; and coordinating as well as supporting the Virginia hazmat response organization comprised of eight Regional Hazardous Materials Officers (RHMO's) and thirteen locality based, state-contracted regional hazmat teams.

  b) The Virginia Department of Environmental Quality (DEQ) provides technical assistance to the regulated community in complying with the SARA Title III reporting requirements. DEQ also serves as the state repository of facility Tier II reports, maintains LEPC membership lists, publishes the Toxic Release Inventory (TRI) Report, and responds to requests from the public regarding facility Tier II data.

- Emergency Support Function (ESF) #10 – Oil and Hazardous Materials Response will be activated at the VEOC as necessary to support field operations associated with one or more events. ESF 10 will be staffed by representatives from the VDEM, DEQ, VDH and VDOLI as necessary to support and address public safety, environmental, health, and occupational safety initiatives and issues respectively that may arise during the response and recovery. ESF 8 (Public Health and Medical Services) will provide technical assistance and support

to ESF 10 as required. The decision to mobilize ESF 10 will depend on the type and scope of the incident.

- At the federal level the NCP and the NRF establish an integrated, tiered organizational response structure to support federal response operations to accidental as well as intentional hazmat incidents that may occur.

- At the national level, the coordinating mechanism for hazmat incidents is the National Response Team (NRT), which will coordinate with the Department of Homeland Security (DHS). The basis for the NCP is found in section 105 of the Comprehensive Environmental Response and Liability Act (CERCLA) and section 311 (d) of the Clean Water Act, as amended by the Oil Pollution Act of 1990.

- At the state level, VDEM is the lead agency for initial emergency response to emergency situations that pose an immediate public safety threat to the health and welfare of the citizens of the Commonwealth. DEQ is the lead agency for management of the response to an immediate oil spill threat to the environment and water resources; and is the lead agency to determine long-term remedial actions in cooperation with local government.

- Other state agencies not specifically tasked in this plan may be assigned tasks as required under the authority of the COVEOP.

Concept of Operations

The manufacturer, shipper, or other responsible party is responsible for immediately notifying the VEOC when the quantity of a hazardous material released or spilled is equal to or exceeds the reportable quantity established by SARA or CERCLA regulations or, in the case of oil products, enters or has the potential to enter state waters, storm drains, or impacts land. For spills of oil products the responsible party is also responsible for notifying the local director or coordinator of emergency management where the spill occurred and any other local government reasonably expected to be impacted by the spill. When a local government is notified of actual or potential events within their jurisdictions, they are responsible for notifying the VEOC of the incident whether they are requesting assistance or not.

At the federal level the NCP requires that hazmat releases and oil discharges to surface waters be reported to the National Response Center (NRC), which is operated by the DHS/U.S. Coast Guard (USCG). The NRC disseminates the report to the National Operations Center (NOC), the VEOC, the pre-designated Federal On-Scene Coordinator (OSC) and the appropriate support agencies.

Local government will provide public warnings, initiate protective actions, and seal off the affected area. If the shipper, manufacturer, or other responsible party is unable to respond, neglects to take the proper steps, or lacks the willingness or capability to act, then the local government will, within its capability, respond using its resources to restore the situation to normal. The assistance of state agencies will be requested through the VEOC when the magnitude or technical demands of the situation exceed the capability of local government to manage the emergency.

When notified of a hazmat incident, the VEOC will contact the appropriate state Regional Hazardous Materials Officer (RHMO) The RHMO will assess the situation and respond on scene, if warranted, or if requested by local government, to provide advice and coordinate requests for further assistance through the VEOC. For hazmat emergencies the VEOC will also notify the appropriate Local Support Services Division Regional Coordinator (RC). The VEOC will also contact the appropriate state agencies that will support the response to the incident. During normal business hours, the VEOC will put the caller in contact with the DEQ Regional Office having jurisdiction over the location of the incident. After normal

business hours, holidays, and weekends the individual who has been identified by the affected DEQ Regional Office as the duty officer will be notified.

A field command post will be established at the scene of incidents that require on-scene coordination of response by state and/or federal agencies. If it is determined that a regional hazmat response is required, that request will be made by the RHMO directly to the specific team with notification to the VEOC and the RC.

On-scene coordination of the response will be accomplished within the framework of NIMS using the ICS. ICS allows for the incorporation of local, state, and federal agencies and responsible party into one organizational framework called the unified command. The unified command will develop a response strategy after conducting an assessment of the situation that will include but not be limited to the following: the nature, amount, and locations of real or potential releases of hazmat; pathways to human and environmental exposure; probable direction and time of travel of the materials; potential impact on human health, welfare, safety, the environment, and property; identification of the types, location, and availability of response resources and technical support required; and establishment of priorities.

The Emergency Alert System (EAS) will be activated as necessary to alert the public of an imminent or actual hazardous materials event that may pose a threat to life and/or property and require the immediate implementation of protective actions (evacuation/in-place sheltering). The National Weather Service also has the capability through NOAA Weather Radio (NWR) to send a Civil Emergency Message (CEM) to the public.

ESF #10 will be staffed, if necessary, to coordinate federal and state resources in support of field operations. VDEM will be the lead state agency for ESF 10 during the emergency phase of disaster operations involving hazardous materials that pose an immediate threat to the public health and welfare of the citizens of the Commonwealth. Once the emergency situation has been stabilized or resolved, and there is no longer an immediate threat to the public health and welfare of the citizens of the Commonwealth, the State Coordinator of Emergency Management will re-designate the ESF 10 lead state agency role to DEQ which has the statutory authority to manage operations relating to containment, clean up, and remediation of spills or releases that may threaten or actually impact state waters and the environment.

Roles & Responsibilities

Agency response actions are to be conducted in accordance with the appropriate ESF. The roles and responsibilities outlined below are specific to a hazardous materials incident.

Virginia Department of Emergency Management

- Support regional hazmat teams in cooperation with local and federal governments, and private industry to enhance statewide response capabilities during an incident.
- Coordinate the preparation and dissemination of public information releases with the appropriate local, state, and federal agencies.
- Coordinate GIS support from state agencies.

Department of Environmental Quality

- Coordinate the implementation of the appropriate environmental sampling and monitoring strategies for potential and actual hazmat incidents impacting air, land, and water.
- Assist and support in the analysis and assessment of data received from the sampling and monitoring strategies implemented, and define the implications results may have on emergency response and recovery operations.

- Assist and support in developing the necessary protective actions and guidance for the area at risk based on the assessment of the data received in sampling and monitoring.
- Support the collection, analysis, and assessment of meteorological data and any impact it may have on effectively managing the incident.
- Develop and recommend effective countermeasure strategies to address adverse environmental impacts relating to the emergency/disaster.
- Assist in the development of public information announcements for the disaster area.
- Assist in development of long-term environmental restoration site plan to include goals, possible options/strategies, etc.
- Exercise regulatory control over the waste management function.
- Provide technical assistance to state agencies, emergency support functions, local jurisdictions, and private contractors regarding environmental issues that will arise during the removal, storage, reduction, and disposal of contaminated and uncontaminated debris.
- Assist state agencies and local governments in the selection, establishment, management, and closure of debris storage and reduction sites.
- Act as lead agency for management of long-term remediation and restoration.
- Provide initial response in the investigation of fish kills and work cooperatively with DGIF in the assessment of aquatic resource losses.
- Provide GIS support to the VEOC as needed.

Virginia Department of Agriculture and Consumer Services

- Assist in obtaining samples of farm and dairy products, animal feed and water, and lands that may have been contaminated by hazardous materials incident in cooperation with the VDH, DEQ, VDEM, and the Division of Consolidated Laboratory Services (DCLS).
- Provide advice and assistance with the disposal of agricultural chemicals and toxins.
- Develop and implement strategies to safely handle and dispose of contaminated agricultural dairy and food products, as well as infected and dead farm animals.
- Coordinate the provision of resources to respond to, mitigate, and recover from the adverse effects of contamination on the agricultural sector and economy.
- Provide advice and assistance in managing affected companion animal populations.

Department of Conservation and Recreation

- Develop and implement access controls/movement restrictions on state park property to ensure safety of the public.
- Provide back-up communications to support response and recovery operations.
- Support response and recovery resource needs in the context of available park service assets.
- Assist the Virginia Department of Game and Inland Fisheries (DGIF) in the assessment of susceptible wildlife located on state park property.

State Corporation Commission

- Assist in the acquisition of information relating to the energy infrastructure of a site.
- Assist in holding responsible parties accountable for hazardous materials releases.

Department of Game and Inland Fisheries

- Maintain a wildlife database with status and distribution data on wildlife resources within the Commonwealth.
- The Agency Field Team will assess wildlife losses and the potential for salvage and continue with monitoring of wildlife populations in the affected area.
- Provide equipment and other resource support as needed.
- Work cooperatively with DEQ in the investigation of fish and other aquatic wildlife kills.
- Determine and coordinate protective measures for wildlife and fisheries. This will include the recommendation and use of techniques for dispersing or denying wildlife use of a specific area.
- Cooperate with VDACS in mobilizing available animal scare devices.
- Direct and coordinate capture of affected wildlife species.
- Authorize any cleaning, collection, and recovery of wildlife. Supervise contractors and volunteer organizations to establish collection, cleaning, and recovery centers for affected wildlife.
- Assist in assessing damage to fish and wildlife resources.
- Cooperate with VDACS, the Virginia Institute of Marine Sciences (VIMS), and the Virginia Marine Resources Commission (VMRC) to provide technical advice on protective measures for wildlife and fisheries and denying wildlife use of specific areas.
- Coordinate with VDACS and the U. S. Department of Agriculture (USDA) in conducting an assessment of wildlife within a quarantine area, as well as developing and implementing the appropriate response and recovery strategies.
- Conduct surveillance calls to all facilities within the quarantine zone until the laboratory results on the samples collected are received.
- Coordinate with VDACS in wildlife quarantine efforts.
- Implement the recommended sanitary measures in and around the quarantine area.
- Assist in implementing strategies to safely handle and dispose of contaminated wildlife animals.
- Utilize an inventory of resources available for response to a hazardous materials incident.

Virginia Department of Health

- Coordinate response and recovery actions for public health hazards resulting from chemical and biological contamination.
- Coordinate the activation and deployment of public health medical resources needed to stabilize extended incidents.
- Assist in incident evaluation and assessment.
- Conduct environmental/health monitoring as required.

- Recommend the necessary protective actions for responders, essential facilities comprising the medical care system, and the general population.
- Provide technical advice, as requested, to medical facilities in developing and maintaining a capability to receive, treat, and care for contaminated patients.
- Identify medical facilities capable of receiving, decontaminating, and treating contaminated patients, along with the number of patients each facility can accept.
- Monitor EMS/hospital status and implement Medical Surge Plan as required.
- Coordinate as required to address any public health issues arising during the recovery, processing, and transportation of remains.
- Provide criteria for reentry guidance into structures and evacuated areas, and advise local government when the health and medical criteria have been met.

Virginia Cooperative Extension

- Identify sources of uncontaminated food and water for animals that may be at risk, as required.
- Provide information and assistance to farmers and others to aid them in preparing for and returning to normal after a disease outbreak.
- Assist in the damage assessment process and inform farmers, growers, and producers of any actions that should be undertaken.

Department of Labor and Industry

- Provide technical assistance to the On-Scene Coordinator as requested in regard to occupational safety and health issues, as well as the applicability of VOSH regulations.
- Review the site-specific safety plan in the context of the hazards identified and applicable regulations to ensure that the necessary health and safety measures are being employed.

Virginia Marine Resource Commission

- Provide transportation assistance and on-scene law enforcement where tidal waters are involved.
- Assist with sample collection.
- Assist with warning and evacuation.
- Assist in damage assessment of the long- and short-range effects to the food chain of marine life and economic impact to the fishing industry.
- Provide data on which to base a policy for the use of dispersants on hazardous materials incidents.
- Provide an inventory of resources for response to a hazardous materials incident.
- Cooperate with VDACS, DGIF, and VIMS to provide technical advice on protective measures for wildlife and fisheries, and denying wildlife use of specific areas.
- Provide GIS support to the VEOC as requested.

Department of Mines, Minerals, and Energy

- Develop, maintain, and implement plans and procedures to prevent, mitigate, and effectively manage and recover from adverse environmental impacts resulting from hazmat incidents involving mine, gas and oil properties.

- Coordinate the implementation of the appropriate environmental sampling and monitoring strategies for potential and actual hazmat incidents impacting air, land, and water involving mine, gas and oil properties.

- Assist and support in the analysis and assessment of data received from the sampling and monitoring strategies implemented, and define the implications results may have on emergency response and recovery operations involving mine, gas and oil properties.

- Provide notification to VDEM of hazardous materials incidents on mine and well sites, and/or the discovery of hazardous or potentially hazardous materials that are not secured or properly managed on mine, gas and oil properties.

- Assist and support in developing the necessary protective actions and guidance for emergency workers and for the area at risk based on the assessment of the data received in sampling and monitoring. Provide guidance to responders for inherent hazards associated with mining and/or well operations.

- Support the collection, analysis, and assessment of meteorological data and any impact it may have on effectively managing the incident involving mine, gas and oil properties.

- Develop and recommend effective countermeasure strategies to address adverse environmental impacts relating to the emergency/disaster involving mine, gas and oil properties.

- Assist in the development of public information announcements for the disaster area.

- Assist in development of long-term environmental restoration site plan to include goals, possible options/strategies, etc.

- Act as lead agency for management of long-term remediation and restoration involving mine, gas and oil properties.

- Provide support from one of two Emergency Response Teams to assist in major incident management involving mine, gas and oil properties.

Virginia State Police

- Coordinate state law enforcement component (including bomb technicians, K-9 handlers, motor carrier and counterterrorism criminal interdiction personnel) of incident response and recovery operations.

- Assist in dissemination of warning in coordination with VEOC.

- Augment emergency communications on site.

- Assist in evacuating areas at risk in coordination with local and federal law enforcement authorities, and other emergency support functions.

- Implement traffic control actions in and around site.

- Establish the necessary security and accessibility policies around site and evacuated areas in coordination with local and federal law enforcement.

- Establish and maintain notification and warning procedures to activate plan, response teams, and support resources and services.

- Coordinate the development and preservation of evidence to support criminal litigation during the response and recovery phases of an incident with other emergency support functions.

Virginia Department of Transportation

- Support the implementation of traffic control measures.
- Conduct initial and more detailed damage assessments of transportation infrastructure.
- Assist jurisdictions in the restoration of highways, roads, and bridges, upon request.
- Provide emergency engineering services.
- Coordinate debris clearance and management activities relating to the transportation system and adjacent properties.
- Provide expertise as a technical resource for incidents impacting state roadways.

Authorities & References

Authorities

- Commonwealth of Virginia Emergency Services and Disaster Laws
- Commonwealth of Virginia, Department of Environmental Quality Hazardous Waste Management Regulations, as amended.
- Code of Virginia, Title 62 (Water Control Law), as amended.
- Commonwealth of Virginia Hazardous Materials Transportation Regulations (VR672-30-1), as amended.
- Virginia Waste Management Act, Section 10.1-1400 of the Code of Virginia (1950), as amended.
- Code of Virginia, Fire Protection, Section 27-15.1, as amended.
- Public Law 96-510, December 1980, Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), commonly known as "Superfund."
- Public Law 99-499, October 17, 1986, Superfund Amendments and Reauthorization Act, Title III, Emergency Planning and Community Right-to-Know, commonly known as SARA Title III.
- Public Law 92-500, Federal Water Pollution Control Act, commonly known as the Clean Water Act (CWA), as amended.
- Public Law 93-288, The Robert T. Stafford Disaster Relief and Emergency Assistance Act.
- Public Law 101-380, The Oil Pollution Act of 1990, commonly known as OPA-90.
- CFR 1910, Occupational Safety and Health Standards for General Industry.

References

- National Response Framework, January 2008
- Virginia Coastal Area Contingency Plan, U.S. Coast Guard, October 2006.
- Federal Region III Oil and Hazardous Substance Pollution Contingency Plan, November 1988.
- National Hazardous Substance Contingency Plan, 40 CFR, Part 300, November 1985, U. S. Environmental Protection Agency.
- Virginia Inland Area Contingency Plan, Environmental Protection Agency, December 1996.
- Emergency Management Accreditation Program (EMAP) 4.6.3: The emergency

operations/response plan shall identify and assign specific areas of responsibility for performing essential functions in response to an emergency or disaster. Areas of responsibility to be addressed include: hazardous materials.

Attachment 1 – Hazardous Materials Response

Purpose

The VDEM will develop, maintain, and execute the Virginia Hazardous Materials Response Plan, and serve as the central coordinating agency for actions taken to remove, remediate, monitor, assess, evaluate, eliminate, or mitigate the release or threat of release of hazardous materials that pose a threat to public safety.

Organizational Structure

In support of the COVEOP Basic Plan, VDEM operates and maintains a hazardous materials emergency response program comprised of Regional Hazardous Materials Officers (RHMOs) and Regional Hazardous Materials Emergency Response Teams. Field operations are coordinated under the ICS/Unified Command pursuant to NIMS.

Concept of Operations

1. Notification

When a report of a hazmat incident is received by a local government entity it should notify the VEOC. The local fire department will establish an Incident Command and assess the situation and take steps necessary to provide public warning, initiate protective actions and isolate the general area affected in cooperation with local emergency management authorities.
If the shipper, manufacturer, or other responsible party is unable to report the incident in a timely manner, the spiller is unknown, unwilling, or unable to find an appropriate response to alleviate the situation, the local government, within its capability, must act to prevent or minimize injuries and property damage and report the incident in accordance with state and federal regulations.

At the federal level, the NRC should be notified. The NRC will make the appropriate notifications, if required, with the National Operations Center (NOC).

When notification is received, the VEOC will immediately notify the appropriate RHMO. The RHMOs are VDEM employees who provide technical support and respond on scene as required. Technical assistance and support is provided almost immediately by telephone, and an on-scene presence is based on the time it takes to mobilize and the distance to the scene. Other local governments and state and federal agencies are notified of the incident, as required. If necessary, the existing VEOC staff is augmented using personnel from other divisions of VDEM, other state agencies, and volunteer organizations designated in the plan, as required.

2. Field Operations

Once it is determined that the situation exceeds local capabilities, the RHMO activates the regional HAZMAT team that services the jurisdiction involved. The determination to activate the team can be made based on discussions with the Incident Commander by telephone or after arriving on-scene and assessing the situation. A network of locally based, state-supported, regional Hazardous Materials Emergency Response Teams has been established in the Commonwealth and is available for use by the VDEM RHMOs. These teams are part of the Virginia Hazardous Materials Emergency Response Program managed by VDEM and strategically located throughout the Commonwealth to ensure a response within thirty minutes of a request and on scene within two hours of receiving notification to respond. These teams are equipped and trained to handle emergency response actions regardless of the mode of transportation or material involved. While on scene, these teams operate under the guidance of the RHMOs but are under the general control of the local fire chief in charge of the incident. Tactical operation of the team, however, remains under the control of the team leader. If the situation warrants, the RHMO will take necessary action to obtain additional resources.

A field command post will be established at the scene of response activities to provide communications, personnel, and administrative services required by the local, state, and federal coordinating officers. During remedial actions, supervisory personnel will determine whether a field command post will be required.

All costs associated with response and recovery operations will be tracked and documented to support reimbursement from the responsible party or from the appropriate state and federal funds that may be applicable to the event (e.g., Virginia Disaster Response Fund, Oil Spill Liability Trust Fund, Virginia Petroleum Storage Tank Fund, Virginia Environmental Emergency Response Fund, etc.).

In hazmat events that are considered incidents of major significance, the VEOC (after approval by the VDEM Staff Duty Officer using established protocols) will notify the HSOC. The same federal coordinating requirements associated with the NRF apply in hazmat incidents. The organizational response framework and resources of the NCP will interface and coordinate with the designated elements established in the NRF, to include ESF 10 if it is established.

State and Federal Coordinating Officers, as well as the designated Principal Federal Official, will coordinate response and recovery operations within the frameworks established in the COVEOP, the NCP and the NRF to ensure response and cleanup efforts are in compliance with all applicable state and federal laws.

Attachment 2 – Oil Spill Response

Purpose

To identify the response requirements for an oil spill anywhere within the Commonwealth and to identify and task appropriate state agencies which have a response capability.

Organizational Structure

DEQ has seven Regional Offices for which each initiates the agency response to oil pollution incidents in their geographic areas of responsibility. Each RO currently has identified staff to fulfill DEQ's divisional (water/waste/air) investigation responsibilities. Additional staff has been identified within all ROs and the DEQ central office, and they can be provided if needed and/or requested.

In order to maintain statewide coordination during multi-regional emergencies, the DEQ central office maintains active membership on the Environmental Protection Agency (EPA) Region III Incident Specific Response Team (IS/RRT) and the Inland and Coastal Area Committees. The Office of Spill Response and Remediation (OSRR) coordinate the DEQ oil pollution response effort.

Concept of Operations

The State Water Control Law states that any person, firm, or corporation owning or operating any facility, vessel, or vehicle from which there is a discharge of oil which may reasonably be expected to enter state waters, storm drains, and lands shall, immediately upon learning of said discharge, notify DEQ, VEOC, and the local Emergency Management Coordinator and initiate appropriate containment and cleanup activities. If the responsible party (RP) is unwilling, unable, or unknown, or if the spill is caused by an act of god, act of war, or by an act or omission of a third party, DEQ may initiate the necessary remediation actions, including engagement of contractors. The costs of such actions shall initially be borne by the Virginia Petroleum Storage Tank Fund (VPSTF), but may be subsequently billed to the responsible party for cost recovery. Each RO shall determine the required level of response and shall ensure that all responders are properly trained and outfitted. When a responsible party cannot be identified, costs of response may be submitted for recovery from the appropriate federal response fund.

In the event of a major oil spill or upon request of the RO, staff from DEQ central office will serve as the state on scene coordinator (SOSC). The SOSC possesses the authority to request assistance from other appropriate state agencies. Representatives of these other state agencies will report to the SOSC as part of the emergency response team.

At the local level, direction and control of an oil spill is handled in accordance with state hazardous materials procedures under the auspices of the local Director of Emergency Management. On-scene direction and control is under the auspices of the senior fire official present. Local authorities will likely appoint a Local On-Scene Coordinator (LOSC) to assist in coordinating activities for the response. An ICS/Unified Command using NIMS will be established to manage the coordination of field operations.

Depending on the scope and requirements of the oil spill, ESF 10 may be established in the VEOC to support the ICS/Unified Command. DEQ will provide staff support to ESF 10 upon request when established.

When a catastrophic spill affects the waters of the Commonwealth and requires an SOSC, the DEQ designates an SOSC who provides on-scene coordination for response and remediation activities for containment, removal, and disposal of the oil and oily waste following abatement of public safety concerns.

Under the NCP, and if the incident requires federal assistance, a Federal On-Scene Coordinator (FOSC) will be appointed to

coordinate all activities relative to the spill. If the spill is in the Coastal Zone, USCG provides the FOSC; if the spill is in the Inland Zone, EPA provides the FOSC. The SOSC provides assistance to the FOSC and coordinates state activities relative to abating, containment, removal, and disposal of the oil and oily waste. VDEM will provide the State Coordinating Officer and serve as advisor to the local officials.

If it is determined that the oil spill incident is the result of a criminal act or precipitates a criminal act, the EPA's Criminal Investigation Division (CID) is responsible for conducting the investigation in coordination with the Federal OSC and the Senior Federal Official. In this case the EPA CID Special Agent in Charge of the local Area Office serves as the Senior Federal Law Enforcement Official in the Joint Field Office (JFO) Coordination Group.

1. Government and Private Sector Actions

a) Industry/Private

- Private industry must store, manufacture, transport, and dispose of petroleum products in accordance with applicable local, state, and federal laws and regulations.

- Private industry must abide by local, state, and federal reporting requirements for oil releases that affect or have the potential to affect state water resources.

- As the responsible party, private industry is tasked with appropriate clean up and disposal of oil and oily debris as outlined in DEQ regulations and to provide technical advice and assistance relative to their specific product involved in the spill.

b) Local

- The local government has primary responsibility for the safety and welfare of its citizens and may be the first to respond to an oil spill incident. DEQ relies heavily on local responders for initial containment and for confirmation of the specifics on the magnitude of the spill which will be used to determine what further state actions may be necessary. Although the protection of the well being of its citizens is primary, local government is also responsible for the damage mitigation of the environment and the water resources within their jurisdiction. Ultimate responsibility for environmental protection, however, rests with DEQ.

c) State

- DEQ is the lead state agency for response to an oil spill affecting the waters, storm drains, and lands of the Commonwealth following abatement of public safety concerns. In response to a major oil spill, DEQ will appoint a SOSC who is responsible for coordinating and utilizing the expertise and support of other state and federal agencies to effectively manage the clean up and remediation activities. Disposal of wastes from the clean-up effort is coordinated within DEQ.

- If damage assessments are warranted, they will be conducted by assigned state agencies within their areas of expertise to determine the value of property and resources damaged or destroyed by the effects of the oil released. This assessment will include, but is not limited to, the commercial value of the fish and wildlife, farm and

forest products, private and public property and the loss of natural resources such as groundwater, drinking water, non-commercial wildlife or aquatic organisms, or recreational areas which belong to, are managed by, controlled by, or pertain to the Commonwealth. Such assessments of damages to these natural resources will be reported to the Secretary of Natural Resources in his/her role as Trustee for Natural Resources.

- Memorandums of Understanding (MOU) have been developed between Virginia and the federal government preauthorizing the use of chemical countermeasures and in-situ burning by the Federal On-Scene Coordinator in certain waters under the jurisdiction of the RRT III. Copies of these MOUs are retained by VDEM and DEQ.

- Other state agencies not identified in this plan can be assigned tasks appropriate to their area of expertise as required by the situation through the existing ESF framework.

- Each state agency tasked in the plan has responsibilities established by statute, Executive Order, or Gubernatorial Directive which are relevant for response to an oil spill or discharge. Tasks have been assigned to those agencies having the most appropriate capability to act in each specific situation.

- State agencies assigned oil and hazardous materials emergency responsibilities shall develop and keep current standard operating procedures (SOPS) to assure a capability to fulfill their responsibilities. The VEOC and the VDEM Technological Hazards Division will be provided an updated list of key response personnel at least quarterly. The VEOC will also be provided with the name and telephone number of the new duty officer or point of contact when the change of responsibilities takes place.

- If an agency is assigned a task within its area of expertise and it does not have the specialized equipment, personnel, or training to perform the task, it has the responsibility to identify private contractors with the required qualifications who could be employed to accomplish the task. If the need for their services arises, the responsible agency will contract for and coordinate the required response actions.

- State laws and regulations will be applied to all responsible parties to have the incident mitigated in a timely and reasonable fashion.

d) Federal

- Within the NCP framework, the responsibility for federal response to an oil pollution incident within the Commonwealth is shared by the DHS/USCG and the EPA. The geographical boundaries for each area of responsibility are defined in the Federal Region III Oil and Hazardous Substances Pollution Contingency Plan. The EPA has jurisdiction over inland spills and the DHS/USCG has responsibility for the coastal zone.

- The EPA is the pre-designated FOSC for all spills originating in the above-referenced inland zone. An Inland Area Contingency Plan has been developed for Region III. Virginia has been further subdivided into five sub-areas to enhance the planning effort. Plans

will be developed by the EPA for these sub-areas to facilitate the interface between federal, state and local resources and enhance response and recovery initiatives during an oil and hazardous materials incident.

- The DHS/USCG is the pre-designated FOSC for spill originating in the coastal zone. In addition, the DHS/USCG Captain of the Port (COTP) is the FOSC for all spills originating from the waterfront facilities within the city limits of Richmond, VA. All hazardous substance releases that originate from vessels regardless of their location will have the DHS/USCG as the pre-designated FOSC. The boundary lines do not preclude mutual assistance between the two agencies.

- Coordination and direction of federal response at the scene of an oil spill is accomplished through the FOSC. The FOSC may call upon the Regional Response Team (RRT), or response teams composed of representatives from other federal agencies to provide technical assistance and guidance for the response effort. More specific information on the employment of the RRT is contained in the NCP and the Regional Contingency Plan. Virginia provides a staff member to represent the Commonwealth on both the Standing RRT and the Incident Specific RRT (IS/RRT). VDEM provides the member to the standing RRT and DEQ provides the member to the IS/RRT that is convened for oil spills.

2. Reimbursement

In the case of an oil spill where the responsible party denies the claim or fails to settle within 90 days, or the source of a spill cannot be designated, claimants may be entitled to compensation from the Oil Spill Liability Trust Fund (OSLTF).

Article 10 (Section 62.1-44.34:10 et seq.) of the State Water Control Law provides for reimbursement of costs and expenses for state agencies acting at the direction of the State Water Control Board (DEQ) during the containment and cleanup of a discharge of oil. Reimbursement may be made from the Virginia Petroleum Storage Tank Fund (VPSTF) and may only be made for reasonable and necessary costs and expenses. This reimbursement may be submitted only if the responsible party is unknown, unwilling, or unable to pay.

The Virginia Environmental Emergency Response Fund (VEERF) also provides support for emergency response to environmental pollution incidents and for the development and implementation of corrective actions for pollution incidents. This fund does not apply to pollution incidents addressed under the Virginia Underground Petroleum Storage Tank Fund. Disbursements from the Fund are made at the written request of the Director of DEQ. Disbursements from the Fund can include, but are not limited to, personnel, administrative, and equipment costs, and expenses directly incurred by DEQ, or any agency or political subdivision acting at the direction of DEQ. Prompt reimbursement will be sought from the responsible party causing or contributing to the environmental pollution incident.

COMMONWEALTH OF VIRGINIA

Emergency Operations Plan

HAZARD-SPECIFIC ANNEX #7
EARTHQUAKE RESPONSE

VIRGINIA DEPARTMENT
OF
EMERGENCY MANAGEMENT

2012 November

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RECORD OF CHANGES

Change #	Date	Description of Change	Page #	Initials

Lead Agency

- Virginia Department of Emergency Management (VDEM)
- Virginia Department of Mines, Minerals, and Energy (DMME)

Support Agencies and Organizations

- State Corporation Commission (SCC)
- Department of Environmental Quality (DEQ)
- Virginia Tech Seismological Observatory

Purpose

The Commonwealth of Virginia Earthquake Response Annex is a hazard-specific component of the Commonwealth of Virginia Emergency Operations Plan (COVEOP). It has been developed to provide a sound basis for earthquake preparedness and to establish the organizational framework and operational concepts and procedures designed to minimize the loss of life and property and to expedite the restoration of essential services following an earthquake.

Scope & Applicability

An earthquake is a phenomenon that results from the sudden release of stored energy in the earth's crust. At the earth's surface, seismic waves generated by an earthquake can cause significant shaking and displacement of the ground, which may lead to loss of life and destruction of property. Most earthquakes occur naturally, but some result from human activities such as mining, blasting, deep-injection of water or wastewater, and reservoir and building construction. In its most generic sense, the word earthquake is used to describe any seismic event, whether a natural phenomenon or an event caused by humans, that generates seismic waves.

Earthquakes in the eastern U.S. are low probability, high-consequence events. Although earthquakes may occur only once during a generation, they can have devastating impacts. Death, injuries, and extensive property damage are possible. Some secondary hazards caused by earthquakes may include fire, hazardous material release, landslides, flash flooding, avalanches, tsunamis, and dam failures. A moderate earthquake can cause serious damage to non-reinforced buildings, building contents, and non-structural systems, and can cause disruption to transportation routes, communication systems, and power, water, and fuel lines. Damaging earthquakes although infrequent, can occur in areas of lower seismic activity. In these regions buildings are seldom designed to deal with an earthquake threat; therefore, they are extremely vulnerable.

In spite of extensive research and sophisticated equipment, it is impossible to predict an earthquake, although experts can estimate the likelihood of an earthquake occurring in a particular region.

Virginia is located near the center of the North American plate and experiences a much lower rate of seismicity than the western portion of the U.S. Earthquakes in Virginia usually occur on faults at depths of 3 to 15 miles. There are two known areas of seismic activity in Virginia. The Central Virginia seismic zone extends across much of the central Piedmont and includes the City of Richmond. The Giles County seismic zone is an extension of the Eastern Tennessee seismic zone and includes several counties in Southwestern Virginia.

The largest recent earthquake in Virginia occurred on August 23rd, 2011, in Louisa County, 38 miles NW of Richmond. The magnitude 5.8 event caused minor to severe damage to surrounding structures and was felt as far away as eastern Canada.

While it is important to identify historical earthquake occurrences within the Commonwealth, it is also important to acknowledge that impacts can be felt within the Commonwealth from outside sources. Effects from an intraplate earthquake in another state could be felt in Virginia. A loss of utilities, for example, could occur should generation

facilities in neighboring states become damaged due to an earthquake.

Planning Assumptions

- Citizens of the Commonwealth are not accustomed to the affects of an earthquake and may not initially grasp the magnitude of the situation or know how to properly respond.

- Aftershocks will normally occur following an earthquake and can cause additional alarm and damage. Aftershocks can sometimes occur for many months after the initial earthquake.

- A detailed and credible common operating picture may not be achievable for 24 to 48 hours, or longer, after the earthquake – response operations may have to begin without a complete or detailed situation and critical needs assessment.

- The earthquake and/or aftershocks may trigger secondary disasters such as fires or dam/levee breaches that can cause significant damage and potentially compromise the safety of response and recovery personnel or degrade response efforts.

- Normal means of communication, transportation, and infrastructure capability (utilities such as electricity generation and distribution), may be severely disrupted in areas within and beyond the immediate affected area(s) of an earthquake.

- The possibility of widespread interruptions of water distribution system and sanitation infrastructure, such as potable water and sewage pumping stations, treatment facilities, and private wells/septic systems will create the potential for serious public health problems.

- Citizens may require evacuation, sheltering, mass care, and medical assistance.

- State and Federal assistance may be required to carry out response and short term recovery efforts to save lives, reduce human suffering and reduce damage to property.

- An earthquake may be large enough to cause significant damage to buildings and structures and generate a large amount of debris. This debris may block roadways and limit movement for evacuees and response personnel and vehicles.

- Local medical facilities may be damaged. Remaining hospital capacity may be inadequate to treat casualties and other medical emergencies, requiring some severely injured patients to be relocated to facilities outside of the affected area.

- Commonwealth agencies responsible for state emergency response may experience facility or other asset damage, requiring them to activate their Continuity Plan. Should this occur, response and recovery operations may be delayed.

- Building/structural damage resulting from an earthquake will require safety inspections prior to the buildings/structures being re-occupied. A large earthquake resulting in significant damage to buildings and structures may overwhelm local and state resources.

- Fatalities resulting from an earthquake will vary based on when the earthquake strikes.

Policies

- All agencies assigned responsibilities within this annex will develop and maintain the necessary plans, standard operating procedures, mutual aid

agreements, and model contracts to successfully accomplish their tasks.

Organizational Structure

The Virginia Emergency Response Team (VERT) will coordinate the state's response to the effects of an earthquake.

Local government has the primary responsibility for the response to an earthquake or the resulting damage within their jurisdiction.

If it is immediately apparent that the earthquake has caused major damage and has exceeded State and local capabilities for response, the State may request federal assistance. The President may declare a major disaster and the Federal government will activate the National Response Framework (NRF), including the Catastrophic Incident Annex. Under the NRF, FEMA will begin coordinating the mobilization of Federal resources necessary to support State and local response activities within the affected areas. In accordance with the Stafford Act, the Federal government may provide direct Federal assistance at the request of the State, including resources necessary to save lives and protect public health and property.

Concept of Operations

When an earthquake occurs, local authorities within affected areas will use available resources to protect life and property and reduce, to the extent possible, the suffering and hardships on individuals. If local resources prove to be inadequate or are exhausted, assistance shall be requested from other jurisdictions through mutual aid procedures.

When requirements exceed the capability of local government, requests for State assistance shall be forwarded to the VERT in accordance with standard protocols.

The immediate response to a major earthquake will focus on saving lives, providing resources to sustain life, and incident response stabilization.

1. Initial Response/Situational Awareness

Given that an earthquake is a no-notice event, it is critical to obtain situational awareness of the event so that the appropriate resources can be deployed into the affected areas.

While the ability to perform reconnaissance and to gather, verify, consolidate, and distribute confirmed situation information is vital to the response, it is equally important that initial response strategies are developed with an accurate picture of the potential scope of the disaster. It is anticipated that resource requests will be relayed to mutual aid partners without delay. When local resources are exceeded, the State will assess and deploy available resources to localities until state capabilities are exceeded. At that time resource requests will be forwarded to mutual aid partners (surrounding states). Should these sources be unable to provide a resource, the state will forward resource requests to Federal response partners.

Identifying the potential scope of damage following a major earthquake is critical to mounting an effective response; however, this effort may be initially hampered by limited communications capabilities, transportation infrastructure damage, information overload, limited staff, and fragmented or conflicting damage reports.

Immediately following the earthquake, it may be possible to establish an initial assessment of the impact using available analytical tools. This assessment can be used to direct initial response activities toward those areas that are most likely to be seriously affected, given the location and magnitude of the earthquake and shaking potential.

Key information required for analysis includes:

- Location of the epicenter
- Magnitude and intensity of the earthquake
- Location and orientation of the source fault (if known)
- Site conditions that may result in greater than expected damage (steep or unstable

slopes, saturated soil, areas underlain by fill material, large bridges and dams, etc.)

2. Emergency Response

Emergency response actions are those taken immediately after an earthquake to save lives, alleviate suffering, and prevent further damage. The emergency response phase of a major earthquake can last from days to weeks, during which emergency services may be overwhelmed by demand. *See also Attachment 1*.

One of the most difficult aspects of emergency response after an earthquake will be identifying the specific nature and locations of damage caused by the earthquake and prioritizing available resources to respond to them.

Fire Suppression and Hazardous Materials Containment

Fire suppression and hazardous materials containment will be conducted in accordance with ESF #4 and #10, respectively.

Search and Rescue

Search and rescue operations will be conducted in accordance with ESF #9.

Debris Clearance

Debris removal will be managed in accordance with ESF #3.

Emergency Public Information

Providing the public with information regarding the ongoing emergency situation and protective action guidance is key to protecting life and property. This information may include warnings and advice on the continuing threat of fire, unsafe areas, building collapse, aftershocks, and other hazards should also be conveyed. Emergency public information will be managed in accordance with ESF #15.

Emergency Public Shelters and Mass Care

Operations will be conducted in accordance with ESF #6 and the Mass Care & Sheltering Support Annex.

Access Control and Re-Entry

Control of access to areas severely affected by an earthquake will be accomplished by local authorities. State assistance will be provided if requested in accordance with the Evacuation & Re-entry Support Annex.

3. Sustained Response/Recovery

Given the level of damage to housing, business, and infrastructure; the direct impact on the population; and the effect on the regional economy, full recovery from a major earthquake may take years, if not longer. Nonetheless, rapid initiation of recovery operations is critical to restoring confidence in the community.

Recovery measures, including general infrastructure repair and community reconstruction will be managed at the state level in accordance with ESF #14 and the Recovery Programs Support Annex.

Roles & Responsibilities

Agency response actions are to be conducted in accordance with the appropriate ESF. The roles and responsibilities outlined below are specific to an earthquake incident.

Virginia Department of Emergency Management

- Obtain the potential scope of the earthquake, including the magnitude, depth and location of the rupture, and shaking information from the Virginia Department of Mines, Minerals, and Energy, USGS, and Virginia Tech Seismological Observatory.

- Collect and analyze situation information received from all available sources.

Virginia Department of Mines, Minerals, and Energy

- Consolidate available information about the potential scope of the earthquake, including the depth and location of the rupture and the magnitude and intensity of the event from federal, state, and local sources, and provide this information to Virginia Department of Emergency Management. *See Attachment 2*.

- Identify affected areas that are more susceptible to property damage from an earthquake based on local geologic conditions and provide these locations to the Virginia Department of Emergency Management to better target response efforts.

- Collect, evaluate, and share information on damaged energy systems and estimate the impact within the affected areas.

- Provide an earthquake SME when needed/available.

State Corporation Commission

- Monitor, assess, and inspect natural gas and fuel pipelines. Provide damage assessment updates to the VEOC.

- Collect, evaluate, and share information on damaged electrical systems and estimate the impact within the affected areas.

Department of Environmental Quality

- Activate specialized response teams to identify any hazardous material spills and releases (to include petroleum pipeline breaks) and/or mitigate environmental impacts.

- Provide field staff to monitor and/or sample land and/or air to identify contamination from a variety of sources which may include leaking underground storage tanks and particulates that have entered the air through debris cleanup.

Virginia Tech Seismological Observatory

- Provide available information regarding the potential scope of the earthquake, including the magnitude, and depth and location of the rupture.

- Provide an earthquake SME when needed/available.

Authorities & References

References

- FEMA Homeland Security Exercise and Evaluation Program

- National Response Framework, 2008

Attachment 1 – Critical Information for the First 24 Hours

The following information should be collected as soon as reasonably possible to protect life and property.

- Number and locations of deaths and injuries.
- Location and extent of secondary events, including aftershocks, fires, landslides, and hazardous materials events.
- Requirements for major evacuations and estimated number of people displaced.
- Location of severely damaged or collapsed structures
- Location and estimated number of people trapped in collapsed structures.
- Status of communication systems, including:
    - Public telephone and wireless systems (to include internet)
    - VDEM and other critical State radio/communication systems
    - Local Public Safety Answering Points (PSAP) “911 centers”
    - Radio and televisions (emergency public information access points)
- Damage to critical public buildings and other infrastructure, including:
    - Emergency Operation Centers
    - Police and fire facilities
    - Hospitals, shelters, and skilled nursing facilities
    - Bridges and tunnels
    - Schools
    - Jails
    - Public transportation networks (air, rail, and highway).
    - Other facilities deemed to be critical infrastructure
- Status of and damage to major utility systems or infrastructure, including:
    - Water
    - Sewer
    - Power / Electrical (to include nuclear facilities)
    - Natural gas
- Critical resource shortfalls impacting public health and safety.

Attachment 2 – Earthquake Scales Crosswalk[1]

Richter Magnitude Scale	Modified Mercalli Intensity Scale
1.0 to 3.0	I
3.0 to 3.9	II to III
4.0 to 4.9	IV to V
5.0 to 5.9	VI to VII
6.0 to 6.9	VII to IX
7.0 and Higher	VIII or Higher
Defined Modified Mercalli Intensity Scale Rating	
I	Not Felt except by a very few under especially favorable conditions
II	Felt only by a few persons at rest, especially on upper floors of buildings
III	Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations similar to the passing of a truck.
IV	Felt indoors by many, outdoors by few during the day. At night, some awakened. Dishes, windows, doors, disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably.
V	Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
VI	Felt by all, many frightened. Some heavy furniture moved; a few instances of fallen plaster. Damage slight.
VII	Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures; some chimneys broken
VIII	Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned
IX	Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.
X	Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent.
XI	Few, if any (masonry) structures remain standing. Bridges destroyed. Rails bent greatly.
XII	Damage total. Lines of sight and level are distorted. Objects thrown into the air.

[1] United States Geological Survey, Earthquakes Hazard Program