



# State Coordinated Regional Shelter Plan

**Update:** July 2020

## State Coordinated Regional Shelter Plan

### Letter of Agreement

The *State Coordinated Regional Shelter Plan* is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for management of shelter operations. It provides the structure and mechanisms for the coordination for exercising direct state agencies' authorities and responsibilities.

Agencies/Organizations/Institutions assigned roles and responsibilities sign letter of agreement to:

- A. Support Plan concepts, processes, and structures in carrying out their assigned functional responsibilities to ensure effective and efficient incident management, including designating representatives to staff the organization structure, as required;
- B. Provide cooperation, resources, and support to the Commissioner of the Virginia Department of Social Services in the implementation of this plan, as appropriate and consistent with their own authorities and responsibilities; and
- C. Utilize department- and agency-specific authorities, resources, and programs to facilitate incident management activities in accordance with this Plan, the *Commonwealth of Virginia Sheltering Program*, and the *Commonwealth of Virginia Emergency Operations Plan (COVEOP)* and Executive Orders or directives.

Barring a revocation of this Agreement, these agencies, through continued participation in Plan revision, will maintain their full support to the Plan and any updates.

State Coordinated Regional Shelter Plan



*To protect the health and promote the well-being of all people in Virginia.*

A handwritten signature in blue ink that reads 'M. Norman Oliver MD' with a stylized flourish at the end.

M. Norman Oliver, MD, MA  
Commissioner

A handwritten date '8/27/19' in blue ink, positioned above a horizontal line.

Date

State Coordinated Regional Shelter Plan



*Jewel Bronaugh*

Jewel Bronaugh, PhD  
Commissioner

*8/29/19*

Date

**State Coordinated Regional Shelter Plan**



A handwritten signature in blue ink, appearing to read "J. Stern", is written over a horizontal line.

Dr. Jeffrey D. Stern  
State Coordinator of Emergency Management

9/9/2015  
Date

State Coordinated Regional Shelter Plan



  
\_\_\_\_\_  
Mira E. Signer  
Acting Commissioner

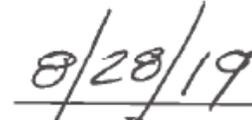
  
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# State Coordinated Regional Shelter Plan

Virginia Information Technologies Agency



  
\_\_\_\_\_  
Steve Marzolf  
Integrated Services Manager

  
\_\_\_\_\_  
Date

State Coordinated Regional Shelter Plan



Gary T. Settle

Col. Gary Settle  
Superintendent

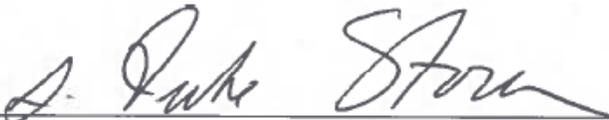
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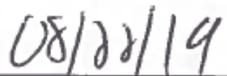
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**State Coordinated Regional Shelter Plan**



VIRGINIA DEPARTMENT OF  
SOCIAL SERVICES

  
\_\_\_\_\_  
S. Duke Storen  
Commissioner

  
\_\_\_\_\_  
Date

# State Coordinated Regional Shelter Plan

## Record of Changes

<b>Date of Change</b>	<b>Location of Change</b>	<b>Description of Change</b>
9/17/2019	§1	Added in EO #
9/26/2019	Title Page	Date changed from August to September 2019
12/17/2019	Figure 5	Updated Figure 5 to reflect changes in health organization for SCRS per VDH request.
12/17/2019	Appendix 2	Updated with medical staffing descriptions per VDH.
2/19/2020	Appendix 2	Updated with IT/Comms staffing descriptions per VITA.
6/1/2020	Section 6	Added Section 6 regarding congregate and non-congregate sheltering. All other sections past this are now one number higher.
6/1/2020	Section 15	Adjusted title to the Commonwealth of Virginia Sheltering Plan to the Commonwealth Sheltering Program; added the Commonwealth of Virginia State Coordinated Non-Congregate Shelter Plan
6/16/2020	Section 9.2.1.1	Added wording into VDSS roles and responsibilities to address the non-congregate annex.
6/16/2020	Section 7.6.7	Removed verbiage regarding the provision of “false information” as a reason for eviction from the shelter.
7/1/2020	Glossary	Added terms: Access and Functional Needs and Access and Functional Needs Accommodation
7/2020		The SCRS Plan has been broken apart into a Base Plan (this document) and two annexes (congregate and non-congregate shelters). The base plan addresses those items that are common for both congregate and non-congregate shelter and the annexes address those items that are specific to that type of shelter operation. Annex B (non-congregate) is new and has been approved by the planning team; the Base Plan and Annex A are the same information from the original SCRS Plan. The MOU/signatures from the original plan remain in place.

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- Annex B – Non-Congregate Shelters

# State Coordinated Regional Shelter Plan

## Basic Plan

### 1. Purpose

Pursuant to Executive Order #41(2019), a State Coordinated Regional Shelter (hereinafter “the shelter” or “SCR Shelter”) may be opened as determined necessary by the State Coordinator of Emergency Management and the Commissioner of the Virginia Department of Social Services and the receipt of a valid ESF 6 mission assignment received from the Virginia Emergency Operations Center (VEOC). This plan serves as a “Memorandum of Agreement” among the signatories and describes the protocols, management structure, coordination mechanisms, and support requirements necessary for the conduct of shelter operations at any identified SCR Shelter site in the Commonwealth (hereinafter “the Site”) as listed in the Annexes to this Plan.

### 2. Mission

With little advance warning, the VDSS shall coordinate the establishment, staffing needs, with the assistance of the Site’s volunteers, and operation of a short-term shelter providing support for services for the whole community that include but are not limited to general population sheltering, medical needs support, service animal sheltering, behavioral health services, family and reunification services, disaster/benefit program information needs and support, informational needs for situation awareness, food services and facility support, shelter supply and re-supply services, communications, emergency ground transportation, and, dependent upon Site, household pet sheltering services.

### 3. Goal

The parties to this Plan will achieve effective and efficient shelter management through defined organizational structures and procedures to coordinate facilities and resources (personnel, equipment, supplies, and communications) to provide rapid evacuation shelter services for the general population, access and functional needs population, medical needs populations, and accompanying service and/or companion animals (if a pet sheltering site).

### 4. Situation Overview

There are four basic situations in which a mass evacuation might be required.

#### 4.1 Catastrophic Event with warning

An event where citizens may need to evacuate or shelter in place, then seek evacuation; citizens will not be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include major hurricanes and wild land fires.

#### 4.2 Disruptive Event with warning

An event where citizens may need to evacuate; citizens will be able to return to their home location in a reasonable period of time. The sequence of events can be placed on a timeline. Examples include weather events (e.g., storms and hurricanes) or hazardous materials events.

#### 4.3 Catastrophic Event without warning

An event where citizens need to take immediate action to protect themselves; it may or may not involve evacuation after an event; and citizens will not be able to return to their home location in

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a reasonable period of time. Examples include terrorism events, hazardous materials, and tornadoes.

### **4.4 Disruptive Event without warning**

An event where citizens need to take immediate action to protect themselves; it may or may not involve evacuation after an event; and citizens will be able to return to their home location in a reasonable period of time. Examples include weather events such as a tornado or other severe weather and transportation accidents.

## **5. Congregate and Non-Congregate Shelter**

**5.1** Most emergencies will use a congregate shelter solution. Annex A – Congregate Shelters defines support this effort.

**5.2** During a public health emergency that deems congregate sheltering unsafe as defined by public health officials, the Commonwealth will consider the use of non-congregate sheltering to provide the safest possible sheltering solution for residents and staff. Annex B – Non-Congregate Shelters defines support this effort.

**5.3** Both non-congregate and congregate SCR shelters can be activated per the protocol identified in this Annex A – Congregate Shelters and Annex B – Non-Congregate Shelters as required.

## **6. Protocol**

### **6.1 SCR Shelter Activation**

6.1.1 SCR Shelter operations can be activated as a protective measure for a catastrophic/disruptive event. (See Section 5.)

6.1.1.1 The emergency/disaster will require evacuating residents across jurisdictional boundaries and the required sheltering need will exceed the capability of the evacuating and neighboring host jurisdictions.

6.1.1.2 SCR Shelters will not open until local shelters are nearing capacity and/or have shown through data submission that they will be unable to meet the sheltering need on their own.

6.1.2 The VEST, through ESF 6, will make recommendations for state actions to the State Coordinator through the VEST Lead.

6.1.2.1 The VEST will consider the preferences of the impacted localities, type of emergency event, direction of evacuation, proximity of shelter to impact, projected storm tracks or contamination plumes, shelter capacity, etc. to determine type (congregate, non-congregate or both) of shelter required and sites necessary to meet the needs of the event.

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- 6.1.2.1.1 Congregate SCR Shelters will open outside of the known or anticipated impact area.
- 6.1.2.1.1.1 For specific hazards, certain Congregate SCRS sites are not suitable for shelter use. Each CSCRS site addendum to Annex A – Congregate Shelters defines any hazard that a site will not be considered or activated.
- 6.1.2.1.2 Non-Congregate SCRS will only be considered when state public health officials deem congregate sheltering unsafe due to a public health emergency.
- 6.1.2.1.2.1 Non-Congregate SCRS will be selected as close to the evacuation area(s) as possible to limit community spread.
- 6.1.2.1.2.2 Upon recommendation of Non-Congregate SCRS, the recommendation must include an initial number of nights (or date through which) rooms will be made available to evacuees requesting shelter. The minimum number of nights/check out date should allow the evacuee to shelter through the impact of the event plus one night. Additional nights will be added as the event and the shelter resident’s situation requires.
- 6.1.3 The State Coordinator or designee, in coordination with the VDSS Commissioner or designee, will make the final decision on when to activate which, if any, SCR shelters.
- 6.1.4 As directed by the Governor of Virginia, a Site will be made available to the state to serve as a SCRS in support of the Governor’s Order for a Mandatory Mass Evacuation of a region of the Commonwealth.
- 6.1.5 To implement this Plan, the Governor will authorize the Site, if a state college or university, to cancel classes when deemed appropriate and necessary by the Site.

### 6.2 Mass Transportation

If a locality does not have an identified local host shelter and must evacuate individuals outside of its jurisdictional boundaries, the evacuees may need to be sheltered at a SCR Shelter. These evacuees may be transported using mass transportation to SCR Shelter sites. Localities may use local resources or request state contract resources.

- 6.2.1 To ensure space will be available at currently open SCR Shelters, the jurisdiction must contact the VEST to alert them of their need.
  - 6.2.1.1 Displaced persons and their assistance/companion animals arriving by pre-arranged mass transportation from a locality will be processed for identification by the local jurisdiction prior to debarkation to the SCR Shelter.
  - 6.2.1.2 A manifest for those displaced persons and their assistance/companion animals processed will be transmitted to the VEST ESF 6, Social Services ECT, and receiving SCR Shelter Manager prior to departure.

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- 6.2.2 Mass transit vehicles transporting individuals that have accompanying household pets will be directed to a SCR Shelter with an associated pet shelter.

### **6.3 Resident Populations Served**

- 6.3.1 General Population – those persons who are self-sufficient and able to perform routine daily living activities. Many individuals with access and functional needs are included within this population; those with more advanced, non-acute medical-related functional needs may be included in the medical needs population.
- 6.3.2 Medical Needs Population – those persons who would need assistance during evacuation and sheltering due to healthcare or behavioral health issues that go beyond the basic first aid available in general population shelters. This individual is unable to make sheltering arrangements on his/her own and is not acutely ill and has one or more medical and/or psychiatric conditions that require a level of medical care or assistance that exceeds what a general shelter is able to provide. SCR Shelters are intended to maintain the current level of health, safety, and welfare of medically dependent individuals that are not acutely ill and do not require hospitalization as determined by the Virginia Department of Health (VDH).
- 6.3.3 Pet Population - a domesticated animal as defined by FEMA (see Glossary) that evacuated with its owner and who is now housed within the SCR Shelter system.

### **6.4 Accommodations**

Access and Functional Needs Support Services will be provided as needed and in accordance with the Americans with Disabilities Act (ADA). These services will include reasonable modifications to policies, practices, and procedures; provision of durable medical equipment (DME); provision of consumable medical supplies (CMS); provision of personal assistance services (PAS); provision of interpreters and translated documents; provision of assistive technology; and other services and equipment as necessary.

- 6.4.1 All SCR shelters will have a designated and trained Access and Functional Needs Coordinator either on site or available for consultation as needed.
- 6.4.2 The Departments for the Deaf and Hard of Hearing, the Blind and Visually Impaired, and Aging and Rehabilitative Services will make staff available or work with partnering organizations to assist with accommodation needs for those populations upon request.
- 6.4.3 On-site and telephonic Language Interpretation Services will be available through state agency contract.
- 6.4.4 SCR Shelters will encourage persons arriving with caregivers to be accompanied by said caregiver at the time of registration and throughout the entire shelter stay.
- 6.4.5 No individual will be turned away from a SCR Shelter because they require personal care assistance and did not arrive with a caregiver.

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6.4.5.1 To the extent possible, the SCR Shelter will accommodate medically fragile displaced persons who arrive without a personal assistant or caregiver.

6.4.6 SCR Shelters will not accept persons with medical conditions that require admission to a healthcare facility. VDH will triage as a part of the screening process and coordinate relocation to an appropriate medical facility if required.

6.4.7 Service animals are not household pets and will be housed with their owners.

6.4.7.1 Owners of service animals are responsible for their care.

### **6.5 Safety**

6.5.1 Reasonable measures will be taken to ensure the safety of persons in SCR Shelters.

6.5.2 Any person who violates shelter protocol is subject to immediate eviction from the shelter.

6.5.3 Virginia Code §3.2-650 through 3.2-6570 states that it is unlawful to leave animals inside of a vehicle. If an animal is found to be abandoned in a vehicle at a SCRS, local animal control will be called to seize the animal.

### **6.6 Communications**

6.6.1 Where practical, maximum use will be made of fixed communications and information systems (WAN/LAN) already in place within the facility or under the host institution's control; and the host's information security and IT support staff will make accommodations to support shelter operations.

6.6.2 Public Safety agencies supporting shelter operations will provide, manage, and maintain their own mobile communications equipment.

6.6.3 Equipment and system requirements beyond the capability of Site will be identified pre-event during planning meetings and/or exercise events between the SCR Shelter Stakeholders and the Site. Pre-scripted Resource Requests (PSRR) requesting the required communications capabilities will be developed and/or coordinated by VDSS through recommendations made by VITA.

### **6.7 Liability**

6.7.1 Virginia Code §44-146.23 provides protection to individuals, groups, entities, and sites, except in cases of gross negligence or willful misconduct, when providing response and recovery services in a disaster.

### **6.8 Finance and Administration**

6.8.1 Life-safety needs will take precedence over other resource needs.

6.8.2 Each responding agency is responsible for ensuring appropriate supplies and resources

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are in place to fulfill their shelter roles and responsibilities.

- 6.8.3 Requests for additional resources will be submitted to and processed by the responsible agency for fulfillment.
  - 6.8.3.1 Resources for the sheltering effort will be separated from other agency cost codes using a specific, identifiable cost code used only for disaster response.
  - 6.8.3.2 All federal and state procurement regulations, policies and procedures will be followed when making acquisitions; and all background documentation, including but not limited to proposals, bids, invoices, receipts, cancelled checks, timesheets and payroll records, will be maintained similarly.
  - 6.8.3.3 Existing Memoranda of Agreement or Understanding (MOA or MOU) must be based on a payment structure and not on an exchange of services for associated eligible costs to be considered for reimbursement.
  - 6.8.3.4 All contracts must include a maximum fixed cost, a termination for convenience clause, and all amendments or modifications must be in writing.
    - 6.8.3.4.1 “Time and materials” contracts should be avoided. If they must be used, they must be closely monitored, defined by a clear scope of work, and limited by a ‘not to exceed’ clause within the contract. Work associated with a times and materials contract should not exceed 70 hours. After 70 hours, this type of contract should be replaced by a contract based on unit cost.
    - 6.8.3.4.2 All costs must be tied directly to the sheltering effort and be reasonable and necessary.
  - 6.8.3.5 If an agency is unable to fulfill a request, the agency will submit a resource request to the VEST through the normal emergency request process.
- 6.8.4 Staff and volunteers will be required to check-in and check-out daily; the check-in and check-out system will be used for safety and accountability only. Staff, volunteers, and contractors must maintain working hours according to their agency’s policy.
- 6.8.5 Reimbursement of eligible costs for shelter operations supporting a disaster declaration for public assistance will be identified, consolidated, and applied for by the partnering agency incurring the eligible cost.

## **7. Planning Assumptions**

### **7.1 Public Information and Education**

- 7.1.1 State public information, awareness campaigns and education materials will emphasize the need for individual responsibility with regard to family emergency preparedness including household pets and personal medical, access, and functional needs.

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- 7.1.1.1 Public information will be created and presented will meet state and federal accessibility requirements.

### **7.2 Funding**

- 7.2.1 Funding for SCR Shelter operations opened in response to a mission assignment from VEST leadership during a declared State of Emergency may be provided through “sum sufficient” as provided by § 44-146.28 of the Code of Virginia.
- 7.2.2 If a federal disaster declaration is not approved, costs will be submitted under the State Public Assistance Program for cost reimbursement consideration.

### **7.3 Operational Matters**

- 7.3.1 SCR Shelter operations are conducted using the National Incident Management System (NIMS) and American Red Cross shelter operational standards as guidance.

### **7.4 Logistics**

- 7.4.1 At least one form of communication for shelter internal and external communications will be functional at all times
- 7.4.2 Pre-identified commodities, supplies and services will be delivered to the Site in accordance with the appropriate SCR Shelter timeline and VEST procedures.
- 7.4.3 Pre-existing contracts for supplies and services for the Site will be used for sheltering needs.
- 7.4.4 Meeting life-safety needs will be the highest priority for resource use.
- 7.4.5 Not all resource needs for the SCR Shelters will be met.
- 7.4.6 Non-federally mandated dietary needs may not be met.

### **7.5 Staffing**

- 7.5.1 All levels of state agencies’ management, pursuant to the event-specific executive order, will cooperate with the need for temporary reassignment of staff during the critical phase of sheltering operations.
- 7.5.2 Each agency will ensure all shelter staff has training consistent with their assigned shelter role.
- 7.5.3 All agencies supporting shelter operations, pursuant to this Plan, will maintain all current contact information for the alert and notification of their response personnel and will be responsible for periodic testing of their alert and notification procedures and validation of their contact information.
- 7.5.4 All deployed team members will have a family emergency plan so that upon

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notification of deployment, they and their families will be prepared for the full extent of their deployment period.

### 8. Agency Roles and Responsibilities

This plan requires the cooperation of public agencies pursuant to §44-146.24, *Code of Virginia*, with VDSS as the lead agency per COVEOP, ESF-6.

#### 8.1 Virginia Department of Emergency Management (VDEM)

The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, § 44-146.13 et seq. of the Code of Virginia, gives VDEM the responsibility for the administration of emergency services and disaster preparedness programs, and as such, has primary responsibility for the overall coordination of the state's emergency preparedness, response, recovery and mitigation activities. Within that broad responsibility VDEM agrees to:

- 8.1.1 Include SCR Shelter operations cost projections in disaster cost estimates provided to the Department of Budget and Planning for "sum sufficient".
- 8.1.2 Provide guidance to all SCR Shelter partners addressing policies and procedures for financial accounting of all disaster costs incurred and appropriate methods for reporting and requesting allotment from "sum sufficient" or disbursement from or claiming reimbursement from state/federal public assistance programs.
- 8.1.3 Facilitate the timely distribution of reimbursements received under the state/federal public assistance programs to the state agencies participating in SCRS operations.
- 8.1.4 Negotiate, secure, and fund emergency contracts or vendor agreements for shelter resource requirements and provisions (such as cots, blankets, hygiene supplies, food services, back-up generators, communications equipment, lodging and transportation) at the time of shelter activation notification or pre-position as applicable.
- 8.1.5 Provide guidance and training to all SCR Shelter partners addressing policies and procedures for managing logistical operations including supplies, commodities, equipment, and services.
  - 8.1.5.1 Assist in developing guidance for SCR Shelter personnel to prepare for the acceptance, storage, tracking, and restocking of incoming goods.
- 8.1.6 Identify, train, and provide Access and Functional Needs Officer for the VEST and Access and Functional Needs Coordinators for the SCR Shelter(s).
- 8.1.7 Provide radio communications equipment for communication between the SCRS sites, Social Services Emergency Coordination Team (ECT), the VEOC and any other incident management organization that may be established throughout the Commonwealth.
- 8.1.8 Supply agency-specific software and applications.

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### 8.2 Virginia Department of Social Services (VDSS)

VDSS is tasked by the COVEOP as the primary agency responsible for planning for and the overall operation of the State Coordinated Regional Shelters, including the coordination of shelter management and operational activities with state agencies, quasi-government and volunteer relief organizations, and contractors through the VEST and Social Services ECT. Pursuant to the COVEOP, VDSS agrees to:

- 8.2.1 Coordinate, develop and maintain the *State Coordinated Regional Shelter Plan* including non-congregate and congregate annexes and comprehensive site-specific addendums for each pre-identified congregate site.
- 8.2.2 Develop, coordinate, and maintain necessary supporting documentation to address the implementation of agency-specific roles and responsibilities as defined in this Plan.
- 8.2.3 Provide SCR shelter staff other shelter support positions as identified within this Plan and its supporting annexes.
- 8.2.4 Ensure that agency identified SCR Shelter personnel complete required shelter training as identified.
- 8.2.5 Ensure that operational exercises involving the staffing of SCR Shelters, and processing of “shelter residents” will occur to test the Commonwealth’s readiness at least once every two years.
- 8.2.6 VDSS will provide a registration for staff, volunteer, and resident registration and tracking. Summary registration data will be posted in WebEOC.
- 8.2.7 Maintain situational awareness of SCR Shelter operations and provide situation/status reports/updates to the VEST.
- 8.2.8 Process requests for assistance or additional resources to support SCR Shelter operations through the Social Services ECT to the VEST.
- 8.2.9 Facilitate the transition of SCR Shelter residents through the human service system from response to recovery.
- 8.2.10 Assist with outreach efforts to citizens on evacuation education pre-event and notification during an event regarding routing to be used.
- 8.2.11 Monitor, coordinate, and manage shelter activation and sequencing.
- 8.2.12 Compile partner cost estimates for SCR Shelter operations and provide to VDEM for inclusion in disaster cost estimates. Provide subject matter expertise to state agencies, as needed.
- 8.2.13 Supply agency-specific software and applications to provide full support to the agency’s state sheltering responsibilities.

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### **8.3 Virginia State Police (VSP)**

VSP is tasked by the COVEOP as a support agency to VDSS in the operating of SCR Shelter and agrees to:

- 8.3.1 Participate in planning and Site assessment activities as requested.
- 8.3.2 Provide an agency representative with SCR Shelter expertise to VEST ESF 13 to participate in SCR Shelter recommendations, decisions, and support.
- 8.3.3 Develop, coordinate, and maintain necessary documentation to address the implementation of agency-specific roles and responsibilities as listed in this Plan and its supporting annexes, and, if necessary, include site-specific security information.
- 8.3.4 Provide to each SCR Shelter support positions as identified within this Plan.
- 8.3.5 Ensure that agency identified SCR Shelter personnel participate in and complete required training, licensing or credentialing as prescribed by VSP.
- 8.3.6 Supply agency-specific software and applications to provide full support to the agency's state sheltering responsibilities.

### **8.4 Virginia Department of Health (VDH)**

VDH is tasked by the COVEOP as a support agency to VDSS in operating SCR Shelter and agrees to:

- 8.4.1 Participate in planning and Site assessment activities as requested.
- 8.4.2 Provide an agency representative with SCR Shelter expertise to VEST ESF 8 to participate in SCR Shelter recommendations, decisions, and support.
- 8.4.3 Develop, coordinate, and maintain necessary documentation to address the implementation of agency-specific roles and responsibilities as listed in this Plan and supporting annexes.
- 8.4.4 Provide to each SCR Shelter support positions and fulfill responsibilities as identified within this Plan.
  - 8.4.4.1 Ensure that staffing for the Medical Needs and other health related functions is accomplished by whatever means practical to include agency personnel, Virginia Medical Reserve Corps volunteers, pre-event agreements with health care facilities, state contracts, Federal health and medical resources, and other related resources.
- 8.4.5 Ensure that deployed personnel have completed required training, licensing and/or credentialing as prescribed by VDH.
- 8.4.6 Process requests for assistance or additional resources to support public health and medical needs within shelter operations through the VDH Emergency Coordination

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Center (ECC) or VEST - ESF 8.

- 8.4.7 In conjunction with the Access and Functional Needs Coordinator, provide case management services for individuals residing in the shelter to ensure health and human service needs are addressed. Case management services may include but are not limited to: coordinating with the Access and Functional Needs Coordinator to ensure the needs of individuals with access and functional needs are met; collaborating with partners to ensure the social, spiritual, physical and mental health needs of residents are met; collaborating with the Access and Functional Needs Coordinator to arrange for transportation and dialysis treatments for residents needing hemodialysis; assisting residents with replacement of medications, oxygen tanks/equipment and other durable medical equipment; collaborating with shelter management to identify areas that would allow clients to perform medical procedures, such as home peritoneal dialysis, safely; collaborating with the Access and Functional Needs Coordinator to provide assistance to shelter residents while coordinating care through a contract agency or re-establishing care through the resident's personal care agency. Such care may include, but may not be limited to, assistance with Activities of Daily Living (ADLs), which may include assisting with meal set up, feeding, assisting with ambulation, and assisting with toileting, extremities, assisting with ambulation, and assisting with toileting.
- 8.4.8 Provide environmental health services to include general facility assessment and food and water safety and monitoring.
- 8.4.9 Provide communicable disease prevention and intervention services.
- 8.4.10 Ensure the provision of WIC/nutrition services for clients residing in the shelter.
- 8.4.11 Collaborate with Virginia Department of Behavioral Health and Developmental Services (DBHDS) to ensure the provision of behavioral health triage, behavioral health services, and substance abuse disorder services, as needed.
- 8.4.12 Supply agency-specific software and applications to provide full support to the agency's state sheltering responsibilities.

### **8.5 Virginia Department of Agricultural and Consumer Services (VDACS)**

VDACS is tasked by the COVEOP as a support agency to VDSS in operating SCR Shelters and agrees to:

- 8.5.1 Participate in planning and SCR Shelter Site assessment activities as requested and as related to pet sheltering.
- 8.5.2 Provide an agency representative with SCR Shelter expertise to VEST ESF 11 to participate in SCR Shelter recommendations, decisions, and support.
- 8.5.3 Develop, coordinate, and maintain necessary documentation to implement the agency-specific roles and responsibilities as listed in this Plan.
- 8.5.4 Provide SCR Shelter support positions as identified within this Plan.

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- 8.5.5 Participate in and complete required training, licensing or credentialing as prescribed by VDACS.
- 8.5.6 Provide pet sheltering services for residents within SCR Shelters.
- 8.5.7 Supply any necessary agency-specific software and applications to provide full support to the agency's state sheltering responsibilities.

### **8.6 Virginia Department of Behavioral Health and Developmental Services (DBHDS)**

DBHDS is tasked as a support agency by the COVEOP to VDSS in the operating SCR Shelters and agrees to:

- 8.6.1 Develop, manage and coordinate all disaster behavioral health functions at the SCR Shelters.
- 8.6.2 Vet all personnel assigned to disaster behavioral health functions supporting SCR Shelters.
- 8.6.3 Ensure the provision of behavioral health professionals and other trained behavioral health workers to support the SCRS (e.g., volunteers) to provide behavioral health triage and disaster behavioral health services.
- 8.6.4 Provide Psychological First Aid including:
  - 8.6.4.1 Establishing safety and security,
  - 8.6.4.2 Connecting to restorative resources,
  - 8.6.4.3 Reducing stress related reactions,
  - 8.6.4.4 Fostering adaptive coping, and
  - 8.6.4.5 Enhancing natural resilience.
- 8.6.5 Provide support and services to mentally or developmentally disabled shelter residents.
- 8.6.6 Assist shelter staff in maintaining situational awareness of the behavioral health climate of the SCR shelters, reporting any major concerns as they arise.
- 8.6.7 Ensure that agency identified SCRS personnel complete required training, licensing or credentialing as prescribed by DBHDS.
- 8.6.8 Supply agency-specific software and applications necessary to provide full support to the agency's state sheltering responsibilities.

### **8.7 Virginia Information Technologies Agency (VITA)**

VITA is tasked by the COVEOP as a support agency to VDSS in the operating of state shelters and agrees to:

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- 8.7.1 Participate in planning and Site assessment activities as requested.
- 8.7.2 Provide an agency representative with SCR Shelter expertise to VEST ESF 2 to participate in SCR Shelter recommendations, decisions, and support.
- 8.7.3 Develop, coordinate, and maintain necessary documentation to address the implementation of agency-specific roles and responsibilities as listed in this Plan.
- 8.7.4 Procure, set-up, manage, and maintain information technology (IT) equipment at SCR Shelters as necessary.
  - 8.7.4.1 Provide staff to support and maintain SCR Shelter IT infrastructure services and provide other services as outlined in ESF 2.
- 8.7.5 Provide the IT infrastructure including voice and data communications, as well as the necessary peripheral equipment (e.g. PCs, printers, and fax), and assist, when possible, other agency representatives in implementing their agency-specific software. However, each agency is ultimately responsible for loading, testing, operating, and maintaining their agency-specific applications to ensure they operate correctly in the SCR Shelter environment.

## **9. Organization**

### **9.1 State Shelters**

Annex A addresses the organization of the Congregate SCRS and Annex B addresses the organization of the Non-Congregate SCRS.

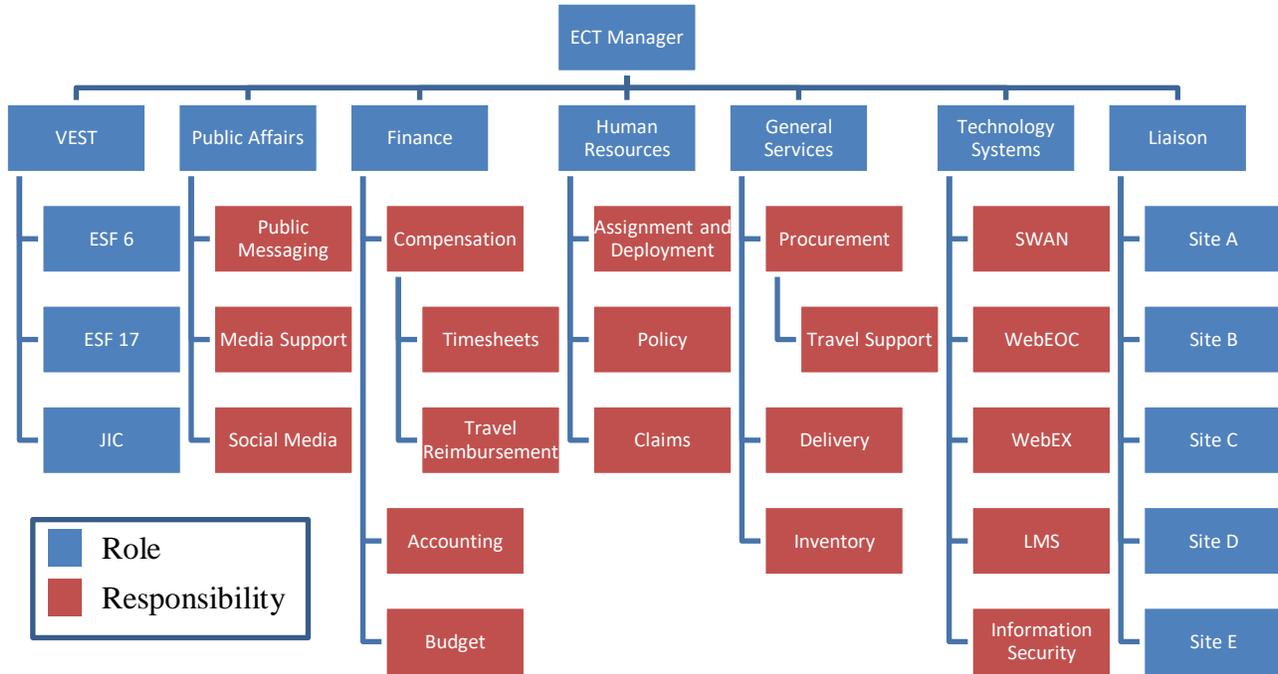
### **9.2 Agency Coordination Teams**

Many state agencies have emergency coordination teams that provide planning, logistical, and financial/administrative support to the activation, operation, and demobilization of emergency missions, assignments, and activities as assigned in the Commonwealth of Virginia Emergency Operations Plan (CoVEOP). These teams provide immediate reach-back for agency-deployed resources for information and support. Each agency team may be named differently, but their purpose and objectives are the same. In the event of the activation of one or more State Shelters, state agencies may activate their agency coordination teams.

In the event that a SCRS requires additional resources, a resource request will be made to the appropriate state agency for fulfillment. If the agency is unable to meet the resource need internally through organic or contract resources, the agency will then submit the request to the VEST.

VDSS will activate and mobilize the Social Services Emergency Coordination Team (ECT) to provide direct support to the State Shelters in coordination with the Virginia Emergency Support Team (VEST) Emergency Support Function (ESF) 6. Below is the organization of the ECT. It may be activated as a whole or in part dependent upon the needs of the event.

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**Figure 1 - VESS Emergency Coordination Team**

### 9.3 Virginia Emergency Support Team (VEST)

The VEST 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.

VEST ESF-6: Mass Care has primary responsibility for coordination and operation of state shelters. This coordination is accomplished with support from other VEST positions and ESFs including, but not limited to:

- Access and Functional Needs Officer – primary responsibility for inclusivity and accessibility;
- ESF-1: Transportation – primary responsibility for transportation systems and services
- ESF-2: Communications – primary responsibility for communications and IT equipment and services;
- ESF-7: Logistics – primary responsibility for resources for sheltering;
- ESF-8: Public Health – primary responsibility for coordinating medical support;
- ESF-11: Agriculture & Natural Resources – primary responsibility for pet sheltering;
- ESF-13: Public Safety and Security – primary responsibility for shelter security;
- ESF-15: External Affairs – primary responsibility for messaging related to sheltering and evacuation; and
- ESF-17: Volunteers and Donations – primary responsibility for coordinating VOAD and other non-governmental organization support.

## **State Coordinated Regional Shelter Plan**

### **10. Plan Development and Maintenance**

All SCRS lead and support agencies will participate in the development and maintenance of the *State Coordinated Regional Shelter Plan*; each agency will prepare operational procedures and guidelines to implement the roles and responsibilities assigned to them in the plan and its annexes.

VDSS and stakeholders will complete a full revision of the Plan, including its annexes, addendums and support documents for formal signature approval every four years by each agency/Site with assigned roles and responsibilities. Full site assessments and revised layouts (if needed) for pre-identified Congregate SCRS sites will also be completed on this four-year cycle.

Interim changes to the plan and supporting documents will be published annually or as needed based on revised hazard-specific data without the need for stakeholder review and approval if there is no impact on the stakeholder. These interim plans will be posted and notification to stakeholders sent as changes are made.

This plan shall be practiced whenever applicable in the annual statewide exercise or other state-sponsored training exercises, tabletops, and drills. It should also be incorporated into any local and/or regional exercises when feasible.

### **11. Authorities and References**

#### **11.1 Federal**

- 11.1.1 Robert T. Stafford Act, as amended
- 11.1.2 National Response Framework
- 11.1.3 Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters
- 11.1.4 FEMA Public Assistance Program and Policy Guide (PAPPG)

#### **11.2 State**

- 11.2.1 Virginia Emergency Services and Disaster Law of 2000, as amended, § 44-146.13 et seq.
- 11.2.2 Executive Order No. 4 (29 January 2010), “Delegation of Governor's Authority to Declare a State of Emergency and to Call the Virginia National Guard to Active Service for Emergencies or Disasters When the Governor is Out of the Commonwealth of Virginia and Cannot Be Reached”
- 11.2.3 Executive Order II (14 January 2006), “Community Integration for Virginians with Disabilities”
- 11.2.4 Executive Order No. 41 (30 September 2011), Continuing Preparedness Initiatives in

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State Government and Affirmation of the Commonwealth of Virginia Emergency Operations Plan

11.2.5 Commonwealth of Virginia Emergency Operations Plan

11.2.6 Virginia Department of Health, Emergency Response Plan, Annex H, Mass Care Plan

11.2.7 Commonwealth Sheltering Program, December 2019

## **Appendix 1**

### **Glossary**

## **State Coordinated Regional Shelter Plan**

**Access and Functional Needs:** When physical, programmatic, and effective communication access is not universally available, individuals may require additional assistance in order to take protective measures to escape to and/or from, access either refuge and/or safety in an emergency or disaster, and/or may need other assistance, accommodations or modifications in an emergency or disaster through pre-planning by emergency management, first response agencies and other stakeholders or in sheltering or other situations from notification and evacuation, to sheltering, to return to pre-disaster level of independence.

Individuals having access and functional needs may include, but are not limited to, people with disabilities, older adults, and populations having limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from the emergency. Federal civil rights law and policy require nondiscrimination for certain populations, including on the bases of race, color, national origin, religion, sex, age, disability, English proficiency, and economic status. Many individuals with access and functional needs are protected by these provisions.

**Access and Functional Needs Accommodation:** circumstances that are met for providing physical, programmatic, and effective communication access to the whole community by accommodating individual requirements through universal accessibility and/or specific actions or modifications. This includes assistance, accommodation or modification for mobility, communication, transportation, safety, health maintenance, etc.

**Adjunct Emergency Workforce:** A program for eligible state employees to support the Commonwealth during an emergency.

**Cache:** A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Catastrophic Incident:** Any natural or manmade incident, including acts of terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Common Operating Picture (COP):** A continuously updated overview of an incident compiled throughout an incident's life cycle from data shared between integrated systems for communication, information management, and intelligence and information sharing. The common operating picture allows incident managers at all levels to make effective, consistent, and timely decisions. The common operating picture also helps ensure consistency at all levels of incident management across jurisdictions, as well as between various governmental jurisdictions and private-sector and nongovernmental entities that are engaged. A broad view of the overall situation as reflected by situation reports, aerial photography and other information or intelligence.

**COVEOP:** The Commonwealth of Virginia Emergency Operations Plan. The Code of Virginia authorizes the Governor to adopt and implement the COVEOP which provides state-level emergency

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response to any type of disaster affecting Virginia and provides the framework for more detailed plans and procedures.

**Demobilization:** The orderly, safe, and efficient return of a resource to its original location and status.

**Disaster Recovery Center (DRC):** A facility established in a centralized location within or near the disaster area at which disaster survivors (individuals, families, or businesses) apply for disaster aid.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means 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. As defined by the Code of Virginia, “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 Management:** As subset of incident management, the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters. 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 Manager:** The person who has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, tribal, city, county), or some combination thereof.

**Emergency Public Information:** 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 required to be taken by the general public.

**Emergency Support Functions (ESFs):** Used by the Federal Government and many State and Local governments as the primary mechanism at the operational level to organize and provide assistance. ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

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**Emergency Support Function (ESF) Annexes:** Present the missions, policies, structures, and responsibilities of Federal agencies for coordinating resource and programmatic support to States, tribes, and other Federal agencies or other jurisdictions and entities when activated to provide coordinated Federal support during an incident.

**Emergency Support Function (ESF) Coordinator:** The entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management.

**Emergency Support Function (ESF) Primary Agency:** An agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. An agency designated as an ESF primary agency serves as an executive agent to accomplish the ESF mission.

**Emergency Support Function (ESF) Support Agency:** An entity with specific capabilities or resources that support the primary agencies in executing the mission of the ESF.

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

**FEMA:** Federal Emergency Management Agency – 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.

**Function:** One of the five major activities in the Incident Command System: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved (e.g., the planning function). A sixth function, Intelligence/Investigations, may be established, if required, to meet incident management needs.

**Functional Needs Support Services:** Services that enable individuals to maintain their independence in a general population shelter. FNSS includes:

- reasonable modification to policies, practices, and procedures
- durable medical equipment (DME)
- consumable medical supplies (CMS)
- personal assistance services (PAS)
- other goods and services as needed

Children and adults requiring FNSS may have physical, sensory, mental health, and cognitive and/or intellectual disabilities affecting their ability to function independently without assistance.

Others that may benefit from FNSS include women in late stages of pregnancy, elders, and people needing bariatric equipment.

**General Population Shelter Resident:** A self-sufficient person capable of performing his/her own daily care routines while in a public shelter.

**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

## State Coordinated Regional Shelter Plan

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.” (per FEMA Disaster Assistance Policy DAP9523.19)

**Incident:** An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Joint Information Center (JIC):** An interagency entity established to coordinate and disseminate information for the public and media concerning an incident. JICs may be established locally, regionally, or nationally depending on the size and magnitude of the incident. 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.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, and local boundary lines) or functional (e.g., law enforcement, public health).

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

**Long-Term Recovery:** A process of recovery that may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.

**Major Disaster:** Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 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.

**Medical Needs Shelter Resident:** An individual who is unable to make sheltering arrangements on their own and is not acutely ill and has one or more medical and/or psychiatric conditions that require a level of medical care or assistance that exceeds what a general shelter is able to provide.

**Medically Fragile:** A medical condition defined as a chronic physical condition which results in a prolonged dependency on medical care for which daily skilled nursing intervention is medically necessary.

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**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.

**Mobilization:** The process and procedures used by all organizations—Federal, State, tribal, and local—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

**Multi-jurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of the incident. In the Incident Command System, these incidents will be managed under Unified Command.

**National Voluntary Organizations Active in Disaster (National VOAD):** A consortium of more than 30 recognized national organizations active in disaster relief. Their organizations provide capabilities to incident management and response efforts at all levels. During major incidents, National VOAD typically sends representatives to the National Response Coordination Center to represent the voluntary organizations and assist in response coordination.

**Non-governmental Organization (NGO):** A nonprofit entity that is based on interests of its members, individuals, or institutions. It is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs are members of the Virginia VOAD – Voluntary Organizations Active in Disasters. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster survivors. Often these groups provide specialized services that help individuals with disabilities. NGOs play a major role in assisting emergency managers before, during, and after an emergency.

**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.

**Pre-Positioned Resources:** Resources moved to an area near the expected incident site in response to anticipated resource needs.

**Pre-Scripted Mission Assignment:** A mechanism used by the Federal Government to facilitate rapid Federal resource response. Pre-scripted mission assignments identify resources or capabilities that Federal departments and agencies, through various Emergency Support Functions (ESFs), are commonly called upon to provide during incident response. Pre-scripted mission assignments allow primary and supporting ESF agencies to organize resources that will be deployed during incident response. ,

**Public Information Officer (PIO):** A member of the Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

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**Recovery:** Activities that address the short-term and long-term needs and resources to assist, restore, strengthen and rebuild affected individuals and communities. Specifically, the development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Registered Sex Offender:** Any individual listed in the Virginia Sex Offender and Crimes Against Minors Registry and/or listed in the National Registry for Sex Offenders.

**Resource Management:** A system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management includes mutual aid and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Under the National Incident Management System, resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center.

**Response:** Immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of emergency plans and actions to support short-term recovery.

**Self-Sustaining:** Able to live or function without help or support from others. For this plan, this would include but may not be limited to: food, toiletries, clothing and work support documentation and supplies.

**Short-Term Recovery:** A process of recovery that is immediate and overlaps with response. It includes such actions as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by a disaster. Although called "short term," some of these activities may last for weeks.

**Situation Report:** Document that contains confirmed or verified information and explicit details (who, what, where, and how) relating to an incident.

**Situational Awareness:** The ability to identify, process, and comprehend the critical elements of information about an incident.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.)

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**State Coordinating Officer (SCO):** 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 Emergency Management Coordinator:** The official responsible for ensuring that the State is prepared to deal with large-scale emergencies and for coordinating the State response in any incident. This includes supporting local governments as needed or requested and coordinating assistance with other States and/or the Federal Government.

**Status Report:** Relays information specifically related to the status of resources (e.g., the availability or assignment of resources).

**Strategy:** The general plan or direction selected to accomplish incident objectives.

**Virginia Emergency Support Team (VEST):** 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 Voluntary Organizations Active in Disasters (VAVOAD):** 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

