

## PREFACE

Virginia is vulnerable to a variety of hazards such as flash flooding, hurricanes, hazardous materials incidents, and resource shortages. The "Commonwealth of Virginia Emergency Services and Disaster Laws of 2000" (§ 44-146.13 to 44-146.29:2 of the Code of Virginia) require that state and local governments develop and maintain current Emergency Operations Plans (EOP) in order to be prepared for such events. A planned-for and coordinated response on the part of state and local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services.

The Commonwealth of Virginia Emergency Operations Plan (State EOP) consists of a Basic Plan (Volume 1), a Recovery Plan (Volume 2), and other subplans as listed below. The Basic Plan describes the basic concepts of operation, assigns emergency response duties and responsibilities to departments and agencies, and includes an executive order from the Governor that promulgates the entire State EOP.

Volume 1: Basic Plan with Emergency Response Annexes	Volume 5: Hurricane Emergency Response
Volume 2: Disaster Recovery	Volume 6: Hazard Mitigation Management
Volume 3: Radiological Emergency Response	Volume 7: Transportation Emergency Operations
Volume 4: Oil and Hazardous Materials Emergency Response	Volume 8: Terrorism Consequence Management

The functional annexes to the Volume 1: Basic Plan explain in general terms how the Commonwealth will organize and conduct emergency response operations in support of disaster-affected localities. These annexes organize state agencies and support organizations into emergency support functions in order to be compatible with the Federal Response Plan. Volumes 2 – 8 are an extension of the Volume 1: Basic Plan. This multi-volume concept evolved as separate volumes were needed to adequately address separate programs or hazards.

Funding assistance for the maintenance of state and local EOPs is provided by the Federal Emergency Management Agency and all plans are in accordance with guidance provided by that agency. The state's emergency operations must be compatible with the Federal Response Plan and the FEMA Regional Response Plan (Region III). In the event of a major disaster, federal manpower and resources will be available to augment and supplement state and local emergency operations as needed. Then, during the recovery period, FEMA will implement "The Stafford Act" whereby federal disaster assistance is provided to affected local governments and individuals as needed to help them to return to pre-disaster conditions.

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## BASIC PLAN

### PURPOSE

The Basic Plan part of the Commonwealth of Virginia Emergency Operations Plan (State EOP) is an overview of the state's emergency response organization and policies. It provides for state-level emergency operations in response to any type of disaster or large-scale emergency affecting Virginia. It assigns duties and responsibilities to departments, agencies, and support organizations for disaster mitigation, preparedness, response, and recovery. It also provides the needed framework within which more detailed emergency plans and procedures can be developed and maintained by both state agencies and local governments.

### SITUATION AND ASSUMPTIONS

- A. **"The Commonwealth of Virginia Emergency Services and Disaster Law of 2000"** requires that the state and each city and county within the state establish an emergency management organization and that they develop and maintain a current Emergency Operations Plan (EOP) structured around existing constitutional government.
- B. Historically, major emergencies in Virginia have been floods, hurricanes, winter storms, hazardous materials accidents, gas pipeline accidents, power failures, resource shortages, drought, and environmental contamination. Such hazards are ever-increasing due to factors such as urban development in vulnerable coastal areas, industrial expansion, traffic congestion, and the widespread use and transport of hazardous materials.
- C. In Virginia, counties and independent cities have the primary responsibility for emergency operations and will commit all available resources to save lives and minimize property damage. Should local emergency response capabilities be overwhelmed, outside assistance is available, either through mutual aid agreements with nearby jurisdictions or from the state through the Virginia Emergency Operations Center (**State EOC**).
- D. The emergency management mission of Virginia state government, in cooperation with federal agencies and local governments, is to plan and prepare for emergency operations which will ensure that casualties and property damage will be minimized and normal operations will be restored as rapidly as possible in the event of a large-scale emergency or disaster situation.
- E. Once a disaster is declared by the President, federal disaster assistance may be available for such items as the repair and reconstruction of buildings and roads or for individual assistance to persons displaced from their homes. A substantial and well-documented federal-state-local coordination effort is required to implement such assistance. See the State EOP, Volume 2: **Disaster Recovery Plan** (to be published).

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**CONCEPT OF OPERATIONS**

- A. The State EOP and local EOPs are predicated upon the concept that emergency operations will begin at the city and county level. State assistance will be provided upon request when emergency or disaster needs exceed local capabilities. Should the state become overwhelmed, as with a major flood or hurricane, federal disaster assistance becomes available, especially during the recovery period. A local emergency should be declared and local resources capable of handling the situation should be fully committed before state and federal assistance is requested.
- B. The State EOP defines the role of local, state, and federal governments before (mitigation and preparedness), during (response), and after (recovery) a disaster or major emergency. It establishes the concepts and policies under which all elements of state government and its political subdivisions will operate during emergencies. It provides a basis for the preparation of more detailed plans and procedures and for state/local emergency management training programs.
- C. State departments and agencies which have been assigned primary emergency response or recovery duties and responsibilities must develop and maintain their designated part(s) of the State EOP. Local governments must also maintain their local EOPs in accordance with the guidance and operational concepts set forth in the State EOP. Hazard-specific subplans to the State EOP and local EOPs will contain more detailed procedures as needed, to include increased readiness action checklists and specific reporting requirements.
- D. The "Commonwealth of Virginia Emergency Services and Disaster Law of 2000," **Section 44-146.19** requires that each city and county prepare and keep current an Emergency Operations Plan (EOP). These local plans should be officially adopted and promulgated by county boards of supervisors or city managers. Each should be staffed, revised, exercised, readopted, reprinted, and reissued at least every five years in order to be considered current and in compliance with the above law. Local EOP Guidance and assistance is provided by the Virginia Department of Emergency Management (VDEM), see **Appendix 3**.
- E. The "Commonwealth of Virginia Emergency Services and Disaster Law of 2000" further 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. As authorized by this law, he appoints a State Coordinator of Emergency Management to head the Virginia Department of Emergency Management (VDEM).
- F. The state disaster law also requires that each political subdivision shall have a Director of Emergency Management. In the case of a city, he shall be the mayor or city manager; and in the case of a county, he shall be a member of the Board of Supervisors, selected by the Board, or the chief administrative officer for the county. In the case of a city or county, the Director of Emergency

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Management has the authority to appoint, with consent of the local council or governing body, a Coordinator of Emergency Management. In the case of a town, a Coordinator of Emergency Management may be appointed by the town council to ensure integration of its organization into the county Emergency Management organization.

- G. The state organization for emergency operations includes:
1. The Governor and his immediate staff.
  2. The Virginia Department of Emergency Management (VDEM) and the primary State Emergency Operations Center (State EOC) located in Richmond.
  3. State departments and agencies assigned emergency responsibilities or having the capability to provide needed assistance in an emergency situation (see **Appendix 1**).
  4. Liaison personnel from selected federal agencies and participating quasi-public activities.
  5. Local governments. Each city and county is required to have an emergency management organization. Locally-available manpower, materials, equipment, and facilities are identified in each local Emergency Operations Plan (EOP). Non-affected localities can be expected to provide assistance when requested.
  6. Federal agencies upon request within their statutory authority.
  7. Non-governmental organizations.
    - a. **American National Red Cross.**
    - b. **Salvation Army.**
    - c. **Virginia Association of Volunteer Rescue Squads, Inc.**
    - d. **State and Regional Defense Airlift (SARDA) volunteers.**
    - e. **Radio Amateur Civil Emergency Services (RACES).**
    - f. **Civil Air Patrol.**
    - g. **Volunteer search and rescue organizations.**
    - h. **Virginia Voluntary Organizations Active in Disasters (VVOAD).**
    - i. Church relief organizations.
    - j. Civic organizations.
  8. Private Sector (on a voluntary basis only).
    - a. Private industry

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b. Private individuals

H. Each functional part of the State EOP includes a concept of operations and an action checklist to help each function or agency gear-up for emergency operations. Agencies with primary emergency duties and responsibilities are also expected to develop and maintain separately published and more detailed procedures manuals (SOPs) as needed.

I. The following general principles apply to all parts of the State EOP:

1. Direction of emergency operations will be exercised by the lowest level of government affected.
2. State departments and agencies having emergency responsibilities will provide assistance directly to political subdivisions where possible. Those having divisions, districts, or local offices in the state will direct their area supervisors to participate in the local EOP planning process and become a part of the local emergency response organization, as appropriate.
3. Federal assistance is supplemental to, not a substitute for, relief provided by the state and its political subdivisions.
4. All appropriate locally-available forces and resources will be fully committed by the affected local government before requesting assistance from a higher level of government.
5. Support furnished to local government from outside sources will be assigned on a mission-type basis and will be under the operational control of the department, agency, or office furnishing the support.

J. Emergency Declarations

1. Whenever, in the opinion of the Governor, the safety and welfare of the people of the state require extreme emergency measures due to a threatened or actual disaster, he may declare a "state of emergency" to exist in the state, or any portion thereof, for the purpose of aiding the affected individuals and local governments. (See Appendix 1, the Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, **Section 44-146.17.**)
2. Whenever the Governor declares a state of emergency, each political subdivision within the disaster area may, under the control and supervision of the Governor or his designated representative, enter into contracts and incur obligations necessary to combat such threatened or actual disaster, protect the health and safety of persons and property, and provide emergency assistance to the victims of such disaster. In exercising this authority under the supervision and control of the Governor or his designated representative, the political subdivision may proceed without regard to time-consuming

- procedures and formalities prescribed by law (except for mandatory constitutional requirements) pertaining to the performance of public works, entering into contracts, incurring obligations, employment of temporary workers, rental of equipment, purchase of supplies and materials, and appropriation and expenditure of public funds.
3. Warning of an impending emergency may be disseminated to local governments by the Department of State Police, National Weather Service, the State EOC, or other sources. A local emergency may also occur, of course, without warning.
  4. A local emergency may be declared by the local Director of Emergency Management with the consent of the governing body of the political subdivision or by the Director or any member of the governing body in the event the governing body cannot convene due to the disaster. (See Appendix 1, the Commonwealth of Virginia Emergency Services and Disaster Laws of 2000, **Section 44-146.21.**) The declaration of a local emergency will activate the local EOP and authorize the furnishing of aid and assistance thereunder.
  5. Whenever a local emergency has been declared, the Director of Emergency Management of each political subdivision or any member of the governing body in the absence of the Director, if so authorized by the governing body, may enter into contracts and incur obligations as necessary to mitigate the effects of the event, to protect the health and safety of persons and property, and to provide emergency assistance to event-related victims.
  6. Upon declaration of a local emergency, the local Director of Emergency Management will notify the State EOC immediately, and thereafter will provide a daily situation report for the duration of the emergency period. (See **Annex A: Direction and Control, Attachment 3, Tab A.**)
- K. Emergency duties and responsibilities, to include the preparation and maintenance of appropriate plans and procedures, are assigned to state departments and agencies in **Appendix 2.**
- L. State departments with offices in localities should designate a state-level coordinator to assure the active participation of these employees, as appropriate, in the local emergency planning process. They should be prepared to assist local governments with damage assessment and other services as needed.
- M. When the State EOC provides assistance, to include on-site representation at an incident, overall command and control authority will remain with local government, except in cases where state or federal law transfers authority and responsibility to a specific state or federal agency (e.g., EPA at a Superfund site, U. S. Coast Guard at an oil spill in coastal waters, or the State EOC for a multi-jurisdictional search operation involving a missing aircraft).
- N. State departments and agencies will also:

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1. Issue appropriate emergency instructions and public information in the area of their assigned emergency responsibilities. These actions will be coordinated with the State EOC.
  2. Disseminate warnings to appropriate personnel of their departments and agencies.
  3. Provide for disaster preparedness and coordination of response to disaster situations.
  4. Provide for continuity of government by:
    - a. Establishing lines of succession.
    - b. Establishing appropriately staffed emergency command centers with primary and backup communications and other supplies and equipment needed to support emergency operations.
    - c. Preserving vital records.
  5. Selected state agencies will assign a liaison officer to the State EOC.
  6. Submit situation reports to the State EOC as requested.
  7. Provide individual and organizational emergency training which will ensure that every individual involved in emergency management is adequately prepared to accomplish assigned tasks, operating in the framework of a responsive, efficient, and effective organization.
- O. The Governor will direct emergency operations through the regularly-constituted government structure. Succession to the Office of the Governor is established in the Constitution of the Commonwealth of Virginia in the following order:
1. Lieutenant Governor.
  2. Attorney General (if eligible).
  3. Speaker of the House of Delegates (if eligible).
  4. Person selected by the House of Delegates.
- Succession of other state government officials' positions will be provided for in the emergency plans of the departments and agencies concerned and incorporated into the State EOP as appropriate.
- P. The governing bodies of all political subdivisions are responsible for the establishment and maintenance of an Emergency Operations Plan (EOP) to accomplish effectively emergency responsibilities as set forth in the "Commonwealth of Virginia Emergency Services and Disaster Law of 2000," **Section 44-146.19**.

- Q. The State Coordinator of Emergency Management/head of the Virginia Department of Emergency Management will maintain the primary State EOC which is located within the State Police Administrative Headquarters complex, 7700 Midlothian Turnpike, Richmond. During disasters he, or his designee, will assume the title of State Coordinating Officer (SCO) and will coordinate, on behalf of the Governor, state government emergency operations from the primary State EOC on a 24-hour basis. State departments, agencies, and supporting organizations will provide the names and telephone numbers of on-call duty personnel to the State EOC as appropriate. They will provide liaison personnel for duty in the State EOC as requested.
- R. Primary and backup communication networks necessary for the adequate control and coordination of emergency operations will be established, maintained, and operated as set forth in the Communications Annex. This communications and warning system must be capable of warning all cities and counties of a threatening large-scale emergency or disaster situation within a reasonable time. The dissemination of such warnings will take precedence over all other communications.
- S. Local Directors of Emergency Management are encouraged to develop formal mutual aid agreements with adjacent political subdivisions for reciprocal disaster assistance. Such agreements must be consistent with state plans and programs and should be included in local EOPs. In addition, each city, county, and town with a local emergency management organization should sign on to the **Statewide Mutual Aid** program; see Annex M.
- T. All parts of the State EOP are effective for training, pre-emergency preparedness, or execution upon receipt.
- U. The State EOP will be executed when a natural or man-made disaster occurs or is imminent; when a notification is made by the State Coordinator of Emergency Management; or when a "state of emergency" is declared by the Governor.

V. Operations Periods

Figure 1:

Commonwealth of Virginia Emergency Operations Plan  
**OPERATIONS PERIODS**

**Routine Operations**

Emergency operations plans and procedures are developed and maintained. Training and test exercises are conducted periodically as required to maintain readiness .

**Increased Readiness**

When a disaster threatens, all departments and agencies having responsibilities will take action as called for in their respective parts of the plan. (The following optional levels of increased readiness may also be used in developing detailed procedures: **Communications Watch, Initial Alert, and Advanced Alert**).

**Response Operations**

Full-scale operations and a total commitment of manpower and resources are required to mobilize and respond in time of emergency. The State EOC must be advised of all significant actions.

- **Mobilization Phase**  
Conditions worsen requiring full-scale mitigation and preparedness activities.
- **Emergency Phase**  
Disaster strikes or is imminent. An emergency response is required to protect lives and property. Needs assessment surveys are conducted.
- **Emergency Relief Phase**  
Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

**Recovery Operations**

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

2. Hurricane plans for coastal localities designate different operations periods based on hours before the arrival of gale force winds (i.e., 72-48 hours, 48-24 hours, 24-12 hours, 12-6 hours, and 6-0 hours). See the **Virginia Hurricane Emergency Response Plan** (State EOP, Volume 5).
  3. The **Radiological Emergency Response Plan** (State EOP, Volume 3) also sets forth different and hazard-specific operations periods.
- W. State support to local governments and the coordination of emergency operations will be accomplished from the State EOC by the State Coordinator of Emergency Management assisted by selected state agencies and departments. The provision of state assistance does not replace local operational, legal, and financial responsibility and authority for emergency/disaster management. See Appendix 2.
- X. Following Hurricanes Hugo and Andrew, the Federal Response Plan was revised in 1992 in order to provide federal resources and manpower during the increased readiness and response periods before and during an emergency as well as during the post-disaster recovery period. See Appendix 3.
- Y. Those officials responsible for implementing the State EOP are responsible for thoroughly familiarizing themselves and their personnel with its contents and for developing effective procedures for carrying out assigned tasks and functions.
- Z. The State Coordinator of Emergency Management is responsible for maintaining, updating, and republishing the State EOP. State

departments and agencies will provide their input as requested. Responsible officials at all levels of government are encouraged to recommend improvements and changes they think appropriate at any time.

#### **AUTHORITIES**

##### **A. Federal**

1. The Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
2. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
3. "Emergency Services and Assistance," Code of Federal Regulations, Title 44.

##### **B. State**

"Commonwealth of Virginia Emergency Services and Disaster Law of 2000," Sections 44-146.13 to 44-146.29:2, Code of Virginia. (See Appendix 1)

#### **REFERENCES**

- A. The Federal Response Plan for Public Law 93-288, as amended, Federal Emergency Management Agency, April 1992.
- B. "CCA General Program Guidelines," CPG 1-3, Federal Emergency Management Agency, August 1992.
- C. "Guide for All-Hazards Emergency Operations Planning," SLG 101, Federal Emergency Management Agency, September 1996.

#### **DEFINITIONS**

Commodity Manager - A state department or agency designated to be responsible for the management of available supplies of that commodity or resource. (See Annex I: Energy.)

Declaration of Emergency - Whenever, in the opinion of the Governor, the safety and welfare of the people of the state require the exercise of extreme emergency measures due to a threatened or actual disaster, he may declare a state emergency to exist.

Disaster Field Office (DFO) - An administrative office established by FEMA and staffed by appropriate federal/state personnel following a disaster declaration by the president.

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Emergency Alert System (EAS) - A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission (FCC) 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 Operations Center (EOC) - The facility from which government directs and controls its emergency operations; where information about the status of the emergency situation is officially collected, assimilated, and reported on; where coordination among response agencies takes place; and from which outside assistance is officially requested.

Emergency Operations Plan (EOP) - A document which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

Emergency Management - The preparation for and the carrying out of functions, other than functions for which military forces are primarily responsible, to prevent, minimize, and repair injury and damage resulting from natural or man-made disasters. These functions include firefighting, law enforcement and security, medical and health, search and rescue, public works and engineering, communications, and the care of displaced persons.

Emergency Support Function (ESF) - A function as explained in the Federal Response Plan which tasks federal agencies to provide and/or coordinate certain resources in response to emergencies or disasters. Functional annexes within the State EOP are designed to be compatible with federal ESFs. See Appendix 4.

Exercise - An activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties, and demonstrate operational capability. There are three specific types of exercises: tabletop, functional, and full scale.

Federal Disaster Assistance - Aid to disaster victims or state and local governments by federal agencies under provisions of the Robert T. Stafford Relief and Emergency Assistance Act of 1988 (PL 93-288).

Hazardous Materials (HazMat) - A substance or material in a quantity or form that may pose an unreasonable risk to health and safety or property when released to the environment.

Incident Command System (ICS) - An open-ended organizational structure designed to effectively direct and control an in-the-field emergency response.

Interjurisdictional Agency for Emergency Services - Any organization established between contiguous political subdivisions to facilitate the cooperation and protection of the subdivision in the work of disaster prevention, preparedness, response, and recovery.

Local Emergency - The condition declared by the local governing body when, in their judgment, the threat or actual occurrence of a 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. A local emergency arising wholly or substantially out of a resource shortage may be declared only by the Governor, upon petition of the local governing body.

Local Emergency Services Organization - An organization created in accordance with the provisions of Section 44-146.19 of the Code of Virginia by local authority to perform local emergency services functions.

Major Disaster/Emergency Determined by the President - These terms are defined in the Stafford Act (Public Law 93-288) and have a specific meaning in the context of federal disaster relief and emergency assistance. They are declared by the President when local and state response capabilities are overwhelmed and federal disaster assistance is needed.

Man-Made Disaster - Any industrial, nuclear, or transportation accident, explosion, conflagration, power failure, resource shortage, or other condition, except enemy action, resulting from man-made causes, such as sabotage, oil spills, and other injurious environmental contamination which threatens or causes damage to property, human suffering, hardship, or loss of life.

Mitigation - Mitigation activities are those that either prevent the occurrence of an emergency or reduce the community's vulnerability in ways that minimize the adverse impact of a disaster or other emergency.

National Weather Service (NWS) - The federal agency which provides localized weather information to the population, and during a weather-related emergency, to state and local emergency Services officials.

Natural Disaster - Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other natural catastrophe, resulting in damage, hardship, suffering, or possible loss of life.

Recovery - Recovery involves restoring systems to normal after the emergency. Some long-term recovery actions may continue for months or even years.

Repatriation - The act of returning U. S. citizens and their dependents to the U. S. by government direction and assistance in response to a major natural or technological disaster, political unrest, or the outbreak of war.

Severe Weather Warning - An advisory broadcast message from the NWS which indicates that a particular severe weather storm has actually been sighted or is occurring in an area or indicated by radar, and serves notice to the public that severe conditions are imminent.

Severe Weather Watch - An advisory broadcast message from the NWS which indicates the probability of a particular severe weather storm is high, and is an alert to the public of such severe weather conditions.

Stafford Act - The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended by Public Law 100-707. In this plan, it is referred to as "the Stafford Act". A federal statute which provides for the prompt delivery of federal assistance to affected local governments and individuals following a major disaster, especially when state and local relief resources are overwhelmed.

Standing Operating Procedures (SOPs) - Preplanned instructions, usually in checklist format, which are used to facilitate the completion of assigned tasks in time of emergency. SOPs supplement EOPs and are usually published separately. They include items such as call-up lists, manning documents, and resource lists.

State of Emergency - The condition declared by the Governor when, in his judgment, the threat or actual occurrence of a disaster in any part of the state is of sufficient severity and magnitude to warrant disaster assistance by the state to supplement the effort and available resources of any locality or relief organization in preventing or alleviating the damage, loss, hardship, or suffering threatened or caused thereby and is so declared by him when it is evident that state resources are needed to cope with such disasters.

Voluntary Organizations Active in Disasters (VOAD) - Coalition of nongovernmental agencies that actively participate in disaster response and recovery.

Warning - The alerting of public officials, emergency support services, and the general public to a threatened emergency or disaster situation.

Functional Annex A:  
**DIRECTION AND CONTROL**  
Contact: Jim Dixon, VDEM,(804) 674-2407

## **MISSION**

- A. During normal operations, to establish an Emergency Operations Center (EOC) from which the Governor, or his designee, can direct and control emergency operations statewide. Detailed procedures for State EOC operations must be developed and maintained, an ongoing training program must be provided for the State EOC staff, and adequate facilities and equipment must be provided.
- B. In time of emergency, (1) to provide a centralized state government direction and control operation--the State EOC--from which to coordinate the provision of guidance and assistance to local governments and (2) to help the Governor, or his designee, to formulate policy, establish priorities, collect information, produce the required reports, and monitor the implementation of state and local EOPs.

## **ORGANIZATION**

- A. The State EOC will be under the control of the State Coordinating Officer (SCO) who reports directly to the Governor or his designee. The State Coordinator of Emergency Management, or his designee, will serve in this capacity. The supporting State EOC staff will consist of employees from VDEM, other state agencies, and volunteers. See Attachment 1, Tab A.
- B. Emergency operations must be compatible with the Federal Response Plan and the FEMA Regional Response Plan (Region III). In the event of an emergency or a major disaster, federal manpower and resources may be available to augment and supplement state and local emergency operations as needed. A Federal Coordinating Officer (FCO) will be designated.

## **CONCEPT OF OPERATIONS**

- A. In addition to being the coordination center during emergency situations, the State EOC also serves as the 24-hour warning point and emergency hotline for state government during routine operations. On a daily basis, it handles calls and requests for assistance for emergency responders to support hazardous materials incidents, search and rescue missions, and other day-to-day emergency situations. Whenever local governments have an emergency situation which is beyond their capability or expertise, they can call the State EOC for assistance. A separately-published "State EOC Procedures Manual for Normal Operations" is maintained for such normal or day-to-day operations.

- B. The State EOC must respond quickly and effectively to developing events. When a potential or threatening emergency is first detected, increased readiness actions will be implemented, to include staff augmentation and daily status reports.
- C. In the event of an emergency or major disaster situation, the State EOC will be fully staffed with predesignated and trained personnel from other parts of VDEM and from other state and volunteer agencies. A “State EOC Procedures Manual for Emergency Operations” (EOC SOP) is published separately. It serves as the basis for State EOC training activities as well as for response operations.
- D. A VDEM regional coordinator, hazardous materials officer, or a non-impacted local emergency services coordinator, may be requested to go to any city or county threatened by or experiencing an emergency or major disaster. He will serve as a liaison officer to the State EOC and will provide an ongoing assessment of the situation.
- E. The VDEM Mobile Command Post will be available and dispatched as needed for on-the-scene emergency operations or for communications purposes. See Annex B: Communications and Warning.
- F. After the impact of a major disaster, if local government is unable to provide the needed situation and needs assessment reports and if critical needs are known to exist, the State EOC may deploy Field Assessment Team(s) to the impacted area. These teams will be deployed via aircraft or land transport to assess immediate emergency services needs--human services needs (food, water, health/medical, housing) and essential infrastructure restoration needs (utility systems, communications, and transportation). An initial assessment will be accomplished within 6 to 12 hours of the peak of the event and will be used to identify those emergency actions needed immediately to preserve life and property. Other state, local, and volunteer organizations will provide support to accomplish this task. See Attachment 3.
- G. In the event of a major disaster in Virginia, non-impacted cities and counties should also keep their EOCs in operation and help to maintain a statewide system for emergency operations, to include mutual aid and resource support.
- H. Should the emergency or major disaster be beyond the capabilities of the state to respond, the State EOC will contact FEMA Region III in Philadelphia to alert them that the Governor will be submitting a formal request for federal assistance. FEMA may decide to pre-deploy personnel and equipment when a presidential declaration appears imminent.
- I. During recovery operations, the major activity will 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 personnel from VDEM and other state and volunteer agencies will deploy to the forward operating location which is usually located in the Disaster Field Office

(DFO). See the State EOP, Volume 2: Disaster Recovery Plan. As responsibility for recovery operations is assumed by the DFO staff, the State EOC staff will be scaled down accordingly.

- J. In order to assure the operational capability of the State EOC, periodic tests and exercises will be conducted to test the validity of plans and procedures, to provide training for the State EOC staff, and to test the adequacy of facilities and equipment. An after-action report identifying specific corrective actions will be prepared after each exercise.

## REFERENCES

- A. Rapid Assessment and Request for Assistance Workbook, Virginia Department of Emergency Services, July 1996.
- B. Emergency Operating Centers Handbook, CPG 1-20, FEMA, May 1994.

## **ACTION CHECKLIST**

### 1. **Routine Operations**

- a. Develop and maintain that part of the State EOP and a separately published EOC SOP which provide for State EOC operations in time of emergency.
- b. Provide an ongoing training program for the expanded State EOC response staff. Designated State EOC staffers from VDEM and other state agencies will participate as requested.

### 2. **Increased Readiness**

A natural or man-made disaster is threatening some part of the state.

#### a. **Communications Watch Level**

- (1) Alert the Director of Operations and other key VDEM personnel.
- (2) Ensure the operational capability of the State EOC. Review State EOC staff augmentation assignments and procedures. Update them as needed in anticipation of this event escalating into a major emergency.

#### b. **Initial Alert Level**

- (1) Alert affected localities, State EOC staff augmentees, the State Coordinator of Emergency Management, state agencies, and volunteers as needed.

## **ACTION CHECKLIST (Cont.)**

- (2) The SCO, or his designee, will alert the Secretary of Public Safety as appropriate.
- (3) Develop a detailed "staffing plan." Begin selective State EOC staff augmentation as needed. Set up functions for local EOC liaison, "reports-in," weather assessment, and others as needed.
- (4) Review and finalize internal procedures for message handling, action tracking, local EOC liaison, reports-in, and reports-out.
- (5) Establish communications with the National Weather Service, public utilities through the SCC, the VDOT EOC, and other sources of information as needed.
- (6) Implement record keeping of all expenses incurred due to this event.

### **ACTION CHECKLIST (Cont.)**

#### c. Advanced Alert Level

- (1) Staff the State EOC for emergency operations in accordance with the "staffing plan". Staff all major functions not staffed previously. See Attachment 1; Tab A.
- (2) Establish communications with affected localities designating a liaison officer for each. Brief local coordinators of ES via a conference call or other means as appropriate. Assure that appropriate preparedness actions are being taken. Begin to request the submission of a daily Situation Report. See Attachment 2, Tab B.
- (3) Begin to prepare daily or twice-daily State Situation Reports and continue through the Emergency Relief Phase. See Attachment 2, Tab A.
- (4) Coordinate with FEMA and VSP to facilitate ERT-A deployment and set-up. Expand the State EOC to accommodate full-staffing and ESF interface. Make these areas operational with phones, copiers, etc.
- (5) Identify and alert members of functional emergency response teams and Field Needs Assessment Teams to be on stand-by. Prepare to provide logistical support (transportation, cellular phones, etc.)
- (6) Call a meeting of all function chiefs. Review actions already taken and those which need to be taken. Assure the completion of checklist items in each applicable part of the State EOP.

### 3. **Response Operations**

#### a. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- (1) Dispatch Regional Coordinators to local EOCs or to the disaster scene as appropriate.
- (2) Fully-staff the Human Needs, Infrastructure and Support, and Emergency Management Branches and effect the needed interface with federal ESF representatives.
- (3) Organize and brief Field Assessment Teams.
- (4) Prepare the VDEM mobile command post for deployment.

### **ACTION CHECKLIST (Cont.)**

a. Mobilization Phase

- (5) Provide information to the news media as appropriate.

b. Emergency Phase

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Maintain communications with the EOCs of impacted localities.
- (2) Provide assistance as needed.
- (3) Coordinate mission assignment and action tracking.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Provide relief assistance as needed to restore essential services and care for displaced persons.
- (2) Complete an Initial Damage Assessment within 72 hours.
- (3) Deploy Field Assessment Teams as appropriate.
- (4) Conduct Preliminary Damage Assessment surveys.

4. **Recovery Operations**

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

- a. Continue to maintain communications with the EOCs of impacted localities and to provide assistance as needed.

**ACTION CHECKLIST (Cont.)**

- b. Coordinate with FEMA to facilitate federal disaster assistance. Set up a DFO near the disaster area. See the State EOP, Volume 2: Disaster Recovery Plan.

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Functional Annex B:  
**COMMUNICATIONS AND WARNING**  
Contact: Fred Vincent, VDEM, (804) 674-2409

**MISSION**

To provide the capability for the reception and transmission of priority, formal message traffic for the Virginia Emergency Operations Center (State EOC) on a 24-hour-a-day basis; to receive and transmit prioritized emergency message traffic to localities and state agencies in support of imminent or actual emergency operations; and to relay warnings, weather advisories, and intelligence information on a prioritized basis.

**ORGANIZATION**

The following federal and state agencies, public agencies, and volunteer organizations provide emergency communications for the state:

**A. Federal Agencies**

1. Federal Emergency Management Agency (FEMA).
2. Commander, Fifth Coast Guard District (CCGDFIVE).
3. National Weather Service (NWS).
4. National Communications System (NCS).
5. Army Corps of Engineers (Norfolk District).

**B. State Agencies**

1. Department of Emergency Management (VDEM).
2. Department of Forestry (DOF).
3. Department of Game and Inland Fisheries (DGIF).
4. Marine Resources Commission (MRC).
5. Department of Transportation (VDOT).
6. Department of Military Affairs (DMA).
7. Department of State Police (VSP).
8. Office of Emergency Medical Services (OEMS), Department of Health (VDH).
9. Department of Aviation (DOAV).
10. Department of Information Technology (DIT).

11. Other state agencies with telecommunications capabilities.

C. Public Organizations

1. Commercial telephone companies within the state.
2. American National Red Cross (ANRC).

D. Volunteer Organizations

1. Virginia Wing, Civil Air Patrol (CAP).
2. Radio Amateur Civil Emergency Services (RACES).
3. Radio Emergency Associated Citizen Teams (REACT).
4. Virginia Defense Force (VADF).

**CONCEPT OF OPERATIONS**

- A. Communications within the Commonwealth of Virginia are dependent upon user and leased commercial telephone lines, the State Police microwave radio system, various state agencies with telecommunications assets, and other limited back-up radio systems. These systems provide some redundancy to ensure the availability of communications during an emergency or disaster situation. The ability to provide sufficient communications to conduct emergency operations could become limited due to systems being damaged, destroyed, overloaded, or otherwise rendered inoperable. Private sector assets such as cellular telephones and leased radio systems provide some capacity; however, their availability is not guaranteed during severe crisis situations or disasters.
- B. The VDEM Communications Officer, in coordination with the Department of Information Technology, will integrate the communications capabilities of available federal and state agencies, public and volunteer organizations into a viable communications system to support emergency and disaster operations. The combined capabilities of the above-listed organizations comprise the state emergency communications organization. The VDEM Communications Officer is the Commonwealth's Emergency Communications Coordinator, and upon direction of the Governor, will assume control over all state telecommunications assets.
- C. Commercial telephone systems (including common user, CTN, and full-time, leased point-to-point circuits), in conjunction with the State Police microwave radio system, will be the primary means of directing and coordinating all emergency and disaster operations. RACES, CAP, and Operation SECURE radio nets will provide the secondary communication means for statewide direction and coordination of emergency and disaster operations. State agencies, local governments, and public and volunteer organizations will be used to support actual on-scene operations and to provide auxiliary communications on a local or sub-regional basis.

D. Weather information will be received from the National Weather Service (NWS) over the NWS National Weather Wire Service system or the NAWAS, VAWAS, or WAWAS circuits. This information will be relayed throughout the state, as needed, over the VAWAS or WAWAS voice systems or the VCIN system. Weather information will also be disseminated to the general public over the NWS VHF-FM National Weather Radio (NWR) network.

E. Emergency Alert System (EAS)

1. The Commonwealth has statewide coverage over the EAS network which provides the President and the federal government, the Governor and the state government, and local government officials with an expeditious means of communicating with the general public during an imminent or actual disaster or emergency. The EAS system is also used to disseminate weather warnings to the general public. In this context, it serves to supplement the NWS VHF-FM National Weather Radio (NWR) network. National- and state-level EAS messages will be automatically relayed via VAWAS and VCIN to local governments.

a. National Level

Emergency action notification messages will be released upon request of the White House through the National Primary network. The emergency message is disseminated from the originating point on a dedicated network to the control points of the major radio and television networks and is further disseminated to network affiliates within the state. State Primary and State Relay stations receive the Emergency Action Message and pass it to the state- and local-level stations.

b. State Level

The State Primary Station will relay emergency information, issued by state authorities, in accordance with the EAS Operational Plan (copy held by all EAS member stations). State Relay stations will relay the message to the local-level stations.

c. Local Level

Emergency action messages originated by local jurisdiction authorities will be disseminated to the station designated as the Local Primary station for that jurisdiction. These messages and other emergency information will be relayed in accordance with the state EAS Plan.

d. Severe Weather Events

The dissemination arrangements for severe weather warnings originate from the officer in charge of the National Weather Service Office to the Local Primary station for the EAS operational area affected by a weather event. Information

is disseminated as outlined in the state and local EAS plans.

2. The State EOC will, in coordination with the State Primary Station, develop and keep current procedures, to include authentication, to ensure that the Governor can transmit emergency information to the public. Local governments should also develop plans, to include authentication, with local EAS stations, which will enable the head of local government to transmit emergency information to the public.
- F. The Federal Communications Commission (FCC) has announced the replacement of the Emergency Broadcast System (EBS) with the new Emergency Alert System (EAS) touting it as the "emergency warning system of the 21st century". Radio and television broadcasters will be required to replace their EBS equipment with EAS equipment by July 1, 1996. Cable systems have until July 1, 1997. The new EAS will be a digital system that will allow broadcast, cable, satellite, and other services to send and receive alerting information. The FCC believes that the new system will have the ability to alert the public more quickly and reliably.
- G. Federal emergency communications assistance is available both on a day-to-day and on an emergency basis to support routine and non-routine operations.
1. FEMA emergency communications assistance, consisting of FNAMS and FNARS as well as NAWAS is available on a daily basis as well as for disasters and emergencies. FEMA has Mobile Emergency Response System (MERS) assets available to assist the state in large-scale disasters.
  2. Coast Guard emergency communications assistance, consisting of radio, telephone, and teletype is available to support port safety, marine environmental protection, and search and rescue operations. Immediate communications assistance to support marine or aircraft disasters and emergencies is also available.
  3. Requests for additional federal emergency communications assistance shall be made by the VDEM Communications Officer in accordance with the National Communications System (NCS) National Plan for Communications Support in Emergencies and Major Disasters. The Federal Response Plan details communication assistance under ESF-2, with the NCS as the primary agency.
  4. The VDEM Communications Officer will request that Federal emergency communications assistance be terminated after the essential communication needs of the disaster or emergency have been met and these services are no longer required.
- H. Tasks
1. The Virginia Department of Information Technology (DIT) will coordinate with the commercial telecommunications sector on telecommunication requirements, installation, and maintenance

between state primary, regional, and local offices. DIT will monitor the status of telecommunications within the Commonwealth and will keep the State EOC informed as to restoration efforts and needs requirements of the industry to effect rapid restoration of service to state and other critical facilities.

2. Civil Air Patrol (CAP) will provide tactical radio communications between the State EOC and local government EOCs as well as CAP field units in accordance with Federal Communications Commission Rules and Regulations and Mutual Aid agreements.
  3. RACES will provide the primary fixed formal message traffic means of radio communications between the State EOC and local government EOCs in accordance with Federal Communications Commission Rules and Regulations and the RACES Communications Plan.
  4. The state agencies listed herein will provide tactical communications support for their own operations and emergency radio back-up communications as required.
  5. REACT and the American National Red Cross will provide back-up communications in accordance with mutual aid agreements.
  6. The Virginia Operation SECURE system will be utilized as a back-up system linking the State EOC, VDEM Regional Coordinators/Offices, local EOCs (if equipped), the RACES network, and any federal assets available. The State EOC is the network control point for the system.
- I. State, regional, and local government communications officers are responsible for the overall operating condition of their equipment. Supporting state agencies, public, and private communications systems are responsible for the operating condition of their equipment.

#### **REFERENCES**

- A. Master State Plan for Public Telecommunications.
- B. Federal Communications Commission Rules and Regulations.
- C. National Plan for Communications Support in Emergencies and Major Disasters.
- D. National Warning System (NAWAS) Operations Manual (CPG 1-16).
- E. Virginia Warning System (VAWAS) Operations Manual.
- F. Virginia Law Enforcement Communications Plan.
- G. Virginia Emergency Medical Services Communications Plan.

- H. Virginia Radio Amateur Civil Emergency Services Plan and the RACES MOU.
- I. Virginia REACT Emergency Services Operations Plan.
- J. Civil Air Patrol Communications Manual (CAPM 100-1).
- K. Commander, Fifth Coast Guard District Operations Plan No. 1 (YR.), Annex P (Communications).

**REFERENCES (Cont.)**

- L. FEMA CPG 1-40 and CPG 1-41, Emergency Alert System (May 1996).
- M. Virginia Operation SECURE Plan and Communications SOPs on HF Radio Networks.

**DEFINITIONS**

- A. Civil Defense Warning System (CDWS) - The total system over which a warning or other emergency information is transmitted throughout the nation. It consists of fully federally-funded and/or partially federally-funded systems. In Virginia, NAWAS, VAWAS, WAWAS, and VCIN comprise the in-state components of the Civil Defense Warning System.
- B. Commonwealth Telecommunication Network (CTN) - A leased, direct-dial telephone system used for internal telephone communications and long-distance dialing through the public telephone network.
- C. Emergency Alert System (EAS) - An emergency communications system composed of participating AM radio, FM radio, and TV commercial broadcast stations operating on a voluntary, organized basis under a national plan administered by the Federal Communications Commission. The purpose of this system is to provide national, state, and local governments a means of transmitting emergency information and instructions to the public during the period of an imminent or actual emergency.
- D. Emergency Support Function (ESF) - The Federal Response Plan is divided into 12 primary functions. An example is ESF-2 - Communications.
- E. 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.
- F. FEMA National Automated Message System (FNAMS) - A wide area data network that links state Emergency Management offices, the FEMA Federal Regional Centers, the FEMA regional offices, and FEMA National Headquarters together on one common teletype circuit.

This circuit is interfaced with the federal Automatic Digital Information Network (AUTODIN) at the federal regional level.

- G. 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.
- H. National Warning System (NAWAS) - The federal portion of the CDWS used to disseminate warnings and other emergency information from federal warning centers or other federal agencies to the state warning points.
- I. National Weather Service (NWS) - An agency within the National Oceanic and Atmospheric Administration (NOAA) responsible for observing, forecasting, and disseminating weather information, including weather watches and warnings.
- J. National Weather Wire Service (NWWS) - System used by the NWS to disseminate forecasts and other information to subscribers.
- K. Radio Amateur Civil Emergency Services (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.
- L. Radio Emergency Associated Citizen Teams (REACT) - An organization utilizing Citizen's Band (CB) radios to provide communications assistance to the general public as well as federal, state, and local governments during periods of imminent or actual emergency.
- M. Virginia Warning System (VAWAS) - The state portion of the CDWS used to disseminate warnings and emergency information from federal and state warning points to regional warning points located throughout the state.
- N. Virginia Criminal Information Network (VCIN) - A data communications system operated by the Virginia Department of State Police used to disseminate warnings and emergency information to regional warning points and local governments. Its primary use is law enforcement communications.
- O. 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.
- P. 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.

**ACTION CHECKLIST**

1. **Routine Operations**

- a. Revise and update plans, SOPs, call-up lists, and checklists.
- b. Train staff (permanent and auxiliary); test and exercise.
- c. Inspect/maintain equipment; develop emergency repair capability.
- d. Participate in EAS planning and operational activities; assist in public education/information efforts.

2. **Increased Readiness**

A natural or man-made disaster is threatening some part of the state.

a. **Communications Watch Level**

- (1) Alert Operations staff; make notifications as directed or required.
- (2) Review plans, SOPs, checklists; make changes as needed.
- (3) Perform equipment readiness checks; review personnel status.

b. **Initial Alert Level**

- (1) Provide notifications as directed by Operations.
- (2) Initiate communications net check-ins; establish contacts with other agencies as required.
- (3) Determine altered staffing; provide for State EOC and field operations staffing plans (cancel leave, etc.).
- (4) Initiate teleconferencing and mass-fax capabilities.
- (5) Alert augmentation staff to prepare for duty.
- (6) Begin event-specific record keeping activities.

c. **Advanced Alert Level**

- (1) Implement alternate staffing scheduled (0800-2000, 1200-2400, 2000-0800).
- (2) Ensure that local situation reports are received and passed to Operations.

**ACTION CHECKLIST (Cont.)**

c. Advanced Alert Level (Cont.)

- (3) Assist with preparations for arrival of ERT-A and expanded State EOC (telephone lines and equipment).
- (4) Obtain communications equipment for assessment teams; ensure compatibility, etc.; inventory/record on arrival.
- (5) Review actions taken; assess readiness; report status to Operations.

**3. Response Operations**

a. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities

- (1) Fully augment State EOC Communications Center; staff mobile communications element (Command Post, Communications Truck, Communications Support).
- (2) Activate auxiliary staff as needed (RACES, ARES, CAP, etc.).
- (3) Hot-check-out communications equipment and systems; continue network check-ins.
- (4) Issue communications equipment to assessment teams; provide orientation briefs as needed; continue inventory/check out record keeping procedures.
- (5) Contact ESF-2 state/federal representatives and outline any known communications shortfalls/requirements.
- (6) Ensure EAS linkages to the State EOC are tested and ready.
- (7) Assess readiness level; advise Operations of status.

b. Emergency Phase

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Maintain communications links with the affected localities and state agencies. Pass situation reports and assistance requests to Operations for action.
- (2) Determine communications system(s) status and report status to Operations and ESF-2.
- (3) Dispatch mobile units as directed; set up field operations and communications links back to the State EOC.

**ACTION CHECKLIST (Cont.)**

b. Emergency Phase (Cont.)

- (4) Provide communications support to field teams; initiate requests for ESF-2 for additional assistance.
- (5) Fully activate state-level RACES if not already done earlier; report status to FCC as needed; request additional spectrum/channels for emergency operations.
- (6) Initiate expedient repairs as required/capable; activate alternate systems as required.
- (7) Review staffing plans and revise as needed.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Receive SITREPs/assistance requests and pass to Operations.
- (2) Ensure communications links to affected localities and forward operational sites.
- (3) Assist ESF-2 with restoration activities.
- (4) Ensure contact with FEMA and NCS; request any additional support through ESF-2 as required.
- (5) Support communications needs of assessment teams.
- (6) Assess overall communications systems status in coordination with ESF-2; report to Operations.
- (7) Begin preliminary damage assessment activities for communications infrastructure.

4. Recovery Operations

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

- a. Continue to maintain liaison with the EOCs of impacted localities.
- b. Assist recovery operations' communications requirements; liaison with ESF-2 for additional federal assistance.
- c. Continue/refine damage assessment activities.
- d. Provide support to SCO/DSCO in setup and operations at DFO.
- e. Document repair/other activities for reimbursement.
- f. Coordinate with ESF-2 on scale-down of federal assistance.
- g. Return to normal staffing at the State EOC Communications Center in coordination with Operations.
- h. Return excess equipment as situation allows; cancel extra emergency contracts/loaner arrangements.
- i. Terminate emergency communications networks, as appropriate, in coordination with ESF-2.
- j. Participate in after-action reviews.
- k. Release auxiliary communications staff; deactivate RACES networks as normal systems come back on line.
- l. Return to mitigation and preparedness activities.

Functional Annex C:  
**PUBLIC INFORMATION**

Contact: Janet Clements, VDEM, (804) 897-6500 ext. 6512

**MISSION**

The mission of the Public Information Office (PIO) is (1) to make the public aware of potential emergency situations and of appropriate protective actions and (2) to keep the public informed about an ongoing emergency or disaster situation and to provide protective action guidance as appropriate.

**ORGANIZATION**

- A. During normal operations, the VDEM PIO coordinates with the news media, localities, and others as needed to promote emergency preparedness.
- B. During an emergency or disaster situation, the PIO is responsible for establishing and coordinating a central point 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 PIO staff. The PIO will report directly to the State Coordinating Officer.
- C. In the event of a substantial disaster, which would trigger a Presidential Declaration, the PIO will work with federal personnel to provide news to the media at a state/federal Joint Information Center (JIC).

**CONCEPT OF OPERATIONS**

- A. 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 to make the public aware of potential hazards and of appropriate protective measures.
- B. In time of emergency, the PIO will coordinate the release of information on disasters at the state level when they occur. The PIO will coordinate all such information with the Governor's Press Secretary, the Public Safety Press Secretary, other state agencies, the federal government, local governments, and volunteer organizations. Other designated state agencies will provide qualified professional personnel to assist, as requested.
- C. When a disaster is impending or occurs, the augmented PIO staff will be positioned in the State EOC, 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.

- D. If the disaster warrants a Presidential Declaration, the augmented PIO will then co-locate with other state and federal response personnel to a Disaster Field Office (DFO) when that site is activated. The PIO will issue news releases with federal personnel from a Joint Information Center (JIC) operating in the DFO. State PIO personnel will be used to assist local PIO efforts in such situations.
- E. Emergency Alert System (EAS)
1. The Virginia Emergency Alert System (EAS), formerly the Emergency Broadcast System (EBS), is an established medium for the receipt and/or distribution of emergency information to the general public at the local, state, and national levels.
  2. Authority for the EAS comes by way of Chapter I of the Code of Federal Regulations, Federal Communications Commission (FCC) as it pertains to day-to-day emergency operations.
  3. The Virginia Department of Emergency Management (VDEM) is designated as the official clearing house for all state-level and statewide activations. VDEM will make the final determination for all requests of the EAS activations. It is also recommended, but not required, that all requests for activation of the EAS from the Governor's Office and other state agencies be accomplished through VDEM in order to expedite activation, avoid any confusion, and ensure that the proper protocol and procedures are implemented and followed.
  4. Activation of EAS is accomplished through the Virginia Emergency Operations Center whose personnel, along with the Public Information Office, are part of the Local Area Communications Committee.
  5. The purpose of the EAS is to allow the President of the United States to gain access automatically to the nation's broadcast facilities and to speak directly to the country in times of national disaster. Secondarily, the EAS can be used by the National Weather Service and state- and local-level officials to disseminate other types of emergency information.

#### **ACTION CHECKLIST**

##### **1. Routine Operations**

- a. Develop standard operating procedures (SOPs) to carry out the public information function.
- b. Develop and conduct public information programs for citizen awareness of potential disasters, as well as personal protection measures for each hazard.
- c. Prepare advance copies of emergency information packages for release through the news media during actual emergencies.

- d. Train other VDEM personnel and other state agency PIOs to assist in PIO functions during disasters.
- e. Brief news media personnel, local governmental personnel, and the VDEM staff on PIO policies, plans, and procedures.
- f. Maintain support agreements and liaison arrangements with other state agencies, volunteer agencies, and the news media as needed.

**ACTION CHECKLIST (Cont.)**

- g. Maintain current lists of radio stations, television stations, cable companies, and newspapers to be utilized for public information releases.
- h. Maintain arrangements to provide a briefing room for the media in the vicinity of the State EOC or at the location of a disaster site.

**2. Increased Readiness**

A natural or man-made disaster is threatening some part of the state.

a. Communications Watch Level

Alert both the Governor's Press Secretary and the Public Safety Press Secretary of heightened disasters concerns.

b. Initial Alert Level

- (1) Establish the PIO function at the State EOC, if necessary.
- (2) Contact media representatives to review emergency public information plans and procedures, as appropriate.
- (3) Request assistance as needed from other designated VDEM personnel and/or from PIO personnel from other state agencies.
- (4) Check radio and television stations to ensure that they can relay or transmit information from the State EOC to the public in the disaster area.

c. Advanced Alert Level

Prepare initial press releases detailing increased readiness activities. Provide protective action guidance to the public as appropriate. Coordinate with affected local governments as needed.

**3. Response Operations**

a. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- (1) Coordinate with the Governor's Press Secretary and the Public Safety Press Secretary to prepare initial press releases detailing increased readiness activities. Provide protective action guidance to the public as appropriate.
- (2) Assist with the preparation/transmission of EAS messages if required. See also Annex B: Communications and Warning.

**ACTION CHECKLIST (Cont.)**

- (3) Disseminate news releases to the public to provide information on the disaster situation and guidance on protective actions.
- (4) Disseminate news releases and daily Situation Reports from the State EOC via the agency's Internet World Wide Web Site.
- (5) Establish and maintain a rumor control telephone number for the general public to call for information.
- (6) Coordinate the release of information with other agencies of the state, federal, and local governments, and volunteer agencies.
- (7) Augment the PIO staff with additional personnel from other VDEM divisions and/or with PIO personnel from other state agencies.

b. Emergency Phase

Disaster strikes or is imminent. An emergency response is required to save lives and protect property.

- (1) Establish a PIO staff on site if required.

b. Emergency Phase (Cont.)

- (2) Arrange for appropriate photographic coverage in the disaster area. Assemble a photographic team composed of media representatives from the affected areas and if, available, members of the major wire services, as well as hired photographic staff. State aircraft from the Department of Aviation or, alternatively, air transport by the Civil Air Patrol may be requested. If air transportation is not available, state-owned and private automobiles will be used by team members.
- (3) Prepare news releases for media representatives who visit the state EOC or briefing site in the disaster area or who telephone requesting disaster-related information.
- (4) Keep the Governor's Press Secretary and the Public Safety Press Secretary informed directly concerning the

emergency/disaster situation. Continue to coordinate the preparation of news releases.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

(1) Establish a PIO staff on site if required.

**ACTION CHECKLIST (Cont.)**

(2) Continue to maintain liaison through the State EOC with the EOCs of impacted localities. Coordinate directly with local PIOs as appropriate.

(3) Continue previous checklist items as necessary.

(4) Provide daily news releases for the public about the extent of damages and ongoing state activities, to include mitigation.

4. Recovery Operations

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

a. Provide PIO staff to the DFO Joint Information Center (JIC) as required.

4. Recovery Operations (Cont.)

b. Provide information to the public about available disaster relief assistance. (See the Disaster Recovery Plan.)

c. Provide information to the public about mitigation programs and activities.

## Functional Annex D:

**LAW ENFORCEMENT**

Contact: Superintendent Gerald Massengill, VSP, (804) 674-2014

**MISSION**

To minimize public confusion and turmoil during disaster or large-scale emergency operations by providing effective law enforcement services, such as the enforcement of laws, traffic control, the investigation of crimes, the security of evacuated areas, and the protection of life and property.

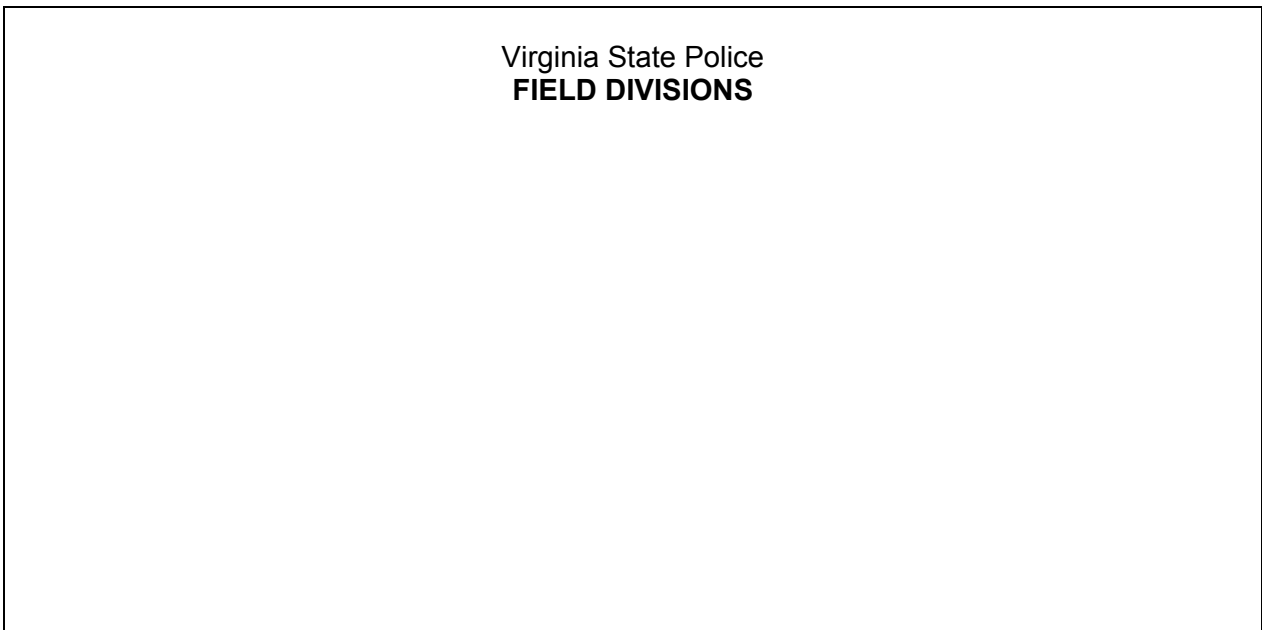
**ORGANIZATION**

- A. Local law enforcement officials are responsible for these services within their jurisdictions. State assistance is provided only when requested by local government officials. The Virginia Department of State Police (VSP) coordinates the provision of state law enforcement assistance to localities. Also, support can be provided by other state agencies as listed below:
1. Department of Game and Inland Fisheries.
  2. Department of Motor Vehicles.
  3. Department of Forestry.
  4. Department of Military Affairs.
  5. Department of Aviation.
  6. Department of Conservation and Recreation, Division of State Parks.
  7. Marine Resources Commission.
  8. Department of Alcoholic Beverage Control.
  9. Law enforcement personnel of other state agencies, when requested, for specific mission assignments.
- B. The Virginia Department of State Police (VSP) is organized geographically into seven Field Divisions. See Figures D-1 and D-2.

**CONCEPT OF OPERATIONS**

- A. In the event of an emergency or disaster, the Virginia State Police will follow the procedures outlined in the Department of State Police Emergency Operations Manual. See Attachment 1. This manual provides step-by-step procedures for effective organization, logistics and tactics used in situations requiring a coordinated effort. The Manual is 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 of more detailed operational plans.
  
- B. There is sufficient latitude to allow the on-site supervisor to tailor the emergency operation to a specific operation. This precludes the publication of numerous plans for every conceivable situation. If needed, other state law enforcement agencies (listed above) 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.

Figure D-1: Virginia State Police Field Divisions

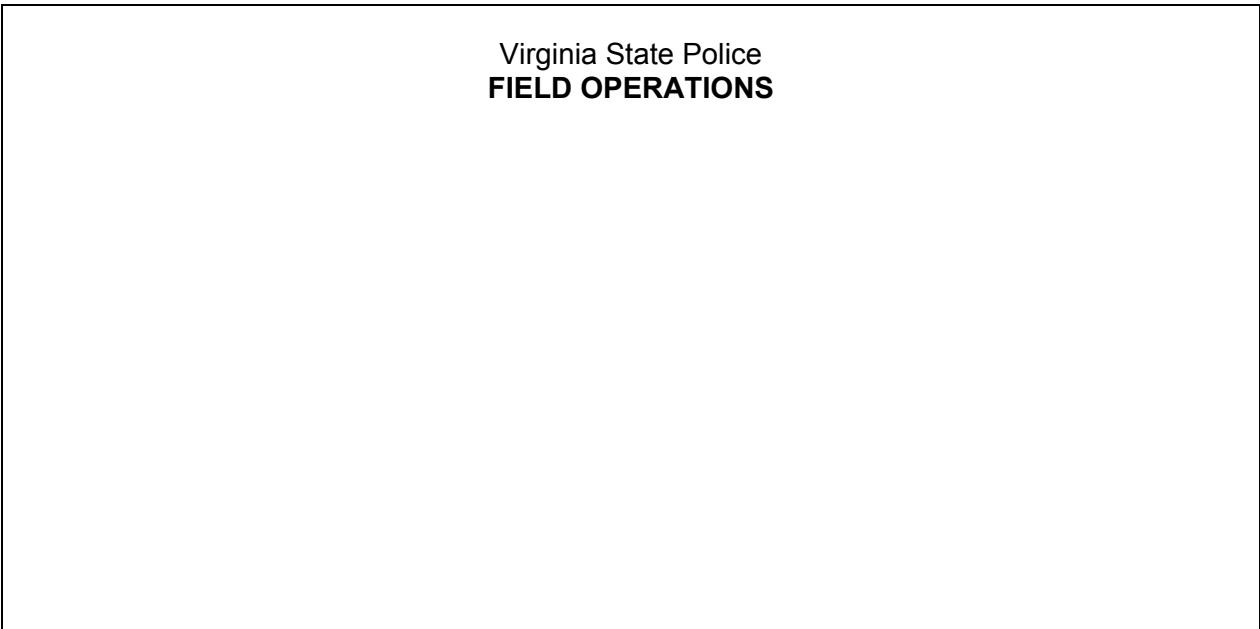


- C. During large-scale evacuations, wherein large numbers of evacuees are traveling on highways from one locality to another, the Department of State Police will assist to facilitate such movement and to minimize traffic congestion. This will require close coordination with the State EOC and the VDOT Traffic Control

Center. A Virginia State Police liaison officer should be dispatched to each upon request, typically beginning with the earliest stages of increased readiness. A VSP liaison officer should also be dispatched to each affected locality where he will typically work directly with the local sheriff or police chief. More detailed procedures are included in the Hurricane Emergency Response Plan and in the VDOT Emergency Operations Plan (both of which are separately-published subplans to the State EOP).

- D. The Governor will authorize the use of National Guard resources to provide law enforcement services should an emergency or disaster situation warrant such action. VaNG units will be given mission-type orders only; they will not be assimilated into state or local law enforcement organizations.
- E. No use will be made of private security agencies or volunteers unless they are sworn and trained special deputies or auxiliary police. Such personnel will be the responsibility of the public safety agency which appoints and utilizes them.

Figure D-2: Virginia State Police Field Operations Organization



- F. Although local civil authorities have primary responsibility for civil disorder and counter-terrorist activities, the situation may quickly exceed their capability requiring them to request state assistance. The procedures to be followed by officials of political subdivisions in requesting state assistance in response to civil disturbances or terrorist activities are essentially the same. See Attachment 2.

- G. The Virginia Department of State Police VCIN (Virginia Criminal Information NETWORK) is used by the State EOC for emergency notification and warning. Local law enforcement usually serves as the 24-hour warning point and provides other communications services as well. Reference Annex B: Communications and Warning.
- H. Another law enforcement responsibility which is treated separately in this plan is search and rescue. See Annex K.

## Functional Annex E:

**MASS CARE**

Contact: Barbara Moore-Scruggs, VDEM, 804-897-6500 ext.6524

**MISSION**

## A. In time of emergency:

1. Coordinate the provision of sheltering, feeding, emergency first aid, emergency relief supplies and other basic human services provided by state and state-level voluntary agencies.
2. Assist affected localities in the provision of human services.
3. Provide state government assistance with federal repatriation operations.

## B. During normal operations:

1. Assist localities to develop and maintain a capability to care for displaced persons in public shelters.
2. Assist localities to develop and maintain a capability to deliver relief supplies and services to disaster victims.
3. Assist localities in preparing to care for the disabled, the elderly, and other special needs populations in time of emergency, primarily by encouraging and facilitating self-sufficiency.
4. Develop and maintain procedures for the state's role in repatriation.

**ORGANIZATION**

- A. The Department of Social Services (DSS) is designated the lead agency for mass care. The American Red Cross (ARC) assists in the coordination of sheltering and feeding operations, and coordinates the Disaster Welfare Information system to collect, receive and report information about the status of victims and assist with family reunification. State policies and guidance to local governments are developed with the concurrence of DSS, ARC, and VDEM. A mass care function or coordinating office will be established within the State EOC by DSS and/or VDEM during emergency operations.
- B. Local governments are responsible for providing sheltering and feeding services for persons displaced by emergency situations. Localities are encouraged to develop agreements with the local chapters of the American Red Cross to cooperatively develop the capability to operate shelters, and to provide feeding and emergency first aid within those shelters. DSS and VDEM coordinate with the ARC Disaster Services Lead Chapter in assisting localities to develop the capability of operating safe and secure public shelters.
- C. Medical care facilities are responsible for developing and implementing plans to care for their patients if their facilities need to be evacuated. See Annex G.

- D. Local governments will develop plans to provide for animals displaced by emergency situations, including pets and livestock.
- E. State agencies that operate statewide facilities and/or stock food and comfort supplies have support roles in Mass Care. Agencies that provide mass care resources include:
  - 1. State Agencies
    - a. Department of Agriculture and Consumer Services (VDACS).
    - b. Department of Corrections (DOC).
    - c. Department of Education (DOE).
    - d. Department of General Services (DGS).
    - e. Department of Health (VDH).
    - f. Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS).
    - g. Department of Military Affairs (DMA).
    - h. Department of Social Services (DSS).

- 2. Non-State Agencies

All local, regional and state human services organizations may be requested to assist in the provision of mass care. The following organizations provide specific disaster-related services:

- a. American Red Cross (ARC).
- b. The Salvation Army (SA).
- c. Virginia Voluntary Organizations Active in Disasters (VVOAD).

All of the major voluntary disaster relief organizations that have active disaster response resources in Virginia are members of the Virginia VOAD (see Attachment 3). The VVOAD has a designated representative in the State EOC during emergency situations to coordinate the provision of resources from the VVOAD member organizations.

## CONCEPT OF OPERATIONS

- A. Shelter operations is a local government function to be provided in accordance with local Emergency Operations Plans (EOPs) which assign duties and responsibilities, identify public shelter facilities, and set forth procedures for operating each public shelter. The local Department of Social Services is usually responsible for shelter operations, although these responsibilities are often, by official agreement, delegated to the local Red Cross chapter. Public school buildings are typically used when large public shelters are needed.

- B. Shelter managers must provide a daily status report to the local EOC about operations at their facility. This information is included in the local situation report which must be provided to the State EOC at the end of each day.
- C. An official memorandum of understanding must be consummated between local government and the local chapter of the American Red Cross if the local chapter is to have a primary shelter operations role.
- D. Local government EOPs must provide for the following services at each public shelter: mass feeding, overnight sleeping accommodations, back-up power, augmented communications to include radio backup, a medical aid station, security, traffic control, and fire inspections.
- E. Local shelters should make reasonable accommodations for segments of the population with communication or mobility limitations (deaf, blind, non-English speaking, wheelchair-bound). People who need skilled medical care should be cared for in facilities through arrangements made by their medical caretakers.
- F. The American Red Cross is authorized by Congress to provide shelter to disaster victims as part of a broad program of disaster relief. Under agreement with state and local governments, the American Red Cross can provide mass care support. The efforts of local government and local social service agencies to provide mass care should, to the maximum extent possible, be in cooperation and coordination with local chapters of the American Red Cross. This will allow local government to maintain legal overall responsibility while having the resources of the American Red Cross to assist with staffing and shelter operations-related costs.
- G. Training will be provided for shelter managers and other personnel through the American Red Cross. The Department of Social Services and the American Red Cross will work with local governments to develop plans and procedures and to provide periodic tests and exercises as needed to maintain the capability to operate public shelters. The State Department of Social Services will work with local departments to ensure that adequate facilities and resources are predesignated, the needs of the handicapped and elderly are considered, and that the public is adequately informed. They will need to know where shelters are located and what personal items to bring.
- H. In the event of an emergency that requires sheltering of citizens, the Department of Social Services, in conjunction with the American Red Cross, will coordinate with local government, local social services agencies, and Red Cross chapters to ensure that adequate shelters are opened. The Department of Social Services and the American Red Cross will work with their local counterparts to ensure that food, clothing, and shelter are provided.
- I. The Department of Social Services, in conjunction with the American Red Cross, will provide information on the number and location of shelters opened and the numbers of evacuees. Shelter information for evacuees will be provided to the media through the State PIO. The Department of Social Services and the American Red Cross will establish and maintain liaison with the State EOC before and during an emergency and provide representation to the State EOC if requested. If other state assistance is needed for shelter operations, the Department of Social Services will coordinate that assistance through the State EOC.
- J. The State EOC will notify the Department of Social Services (DSS) designee when sheltering operations have been initiated in any locality. If there is advance warning (as in an approaching

hurricane) the notification will be prior to the initiation of shelter operations. The DSS designee assumes responsibility for coordinating Mass Care assistance provided by the state. The American Red Cross designee is also notified and coordinates appropriate response.

- K. Localities will request assistance and the Mass Care staff in the State EOC will identify and locate the resources to meet the need.
- L. Mass Care staff will coordinate the delivery of the resources through the appropriate state or federal emergency support services.
- M. Mass Care staff will collect and compile information for reports as needed. Information will include data on sheltering, feeding and the provisions of mass care resources.
- N. Mass Care staff will coordinate with all support agencies and organizations to provide the resources needed in the affected localities. As tasked below, the Mass Care support agencies and organizations will provide resources and expertise as needed:
  - 1. Safe and secure shelter facilities
    - DSS
    - ARC
    - DGS
    - DOE
    - DMHMRSAS
    - VVOAD
  - 2. Comfort supplies in shelters (blankets, cots, etc.)
    - ARC
    - DOC
    - DGS
    - DMA
    - VVOAD
  - 3. Meals in shelters
    - ARC
    - VDACS
    - VVOAD
    - DOC
    - DMA
  - 4. Emergency medical services in shelters
    - ARC
    - VDH
    - DMHMRSAS
  - 5. Welfare Information Services
    - ARC
  - 6. Meals for disaster workers and victims in the field
    - VDACS
    - ARC
    - SA
    - VVOAD
    - DMA
  - 7. Immediate Disaster Relief Supplies (clothes, hygiene items, etc.,)
    - ARC

DOC  
SA  
VVOAD

8. Bulk distribution of food, water, ice and other necessities

ARC  
VDACS  
VVOAD  
DMA

## **ACTION CHECKLIST - MASS CARE**

### **1. Routine Operations**

- a. Develop and maintain support agreements with disaster relief organizations - primarily the American Red Cross, the Salvation Army and the Virginia Voluntary Organizations Active in Disasters (VVOAD).
- b. Coordinate among the state-level agencies (Department of Social Services, American Red Cross, Department of Emergency Management) to develop guidance for local emergency managers, social services agencies and chapters of the American Red Cross on mass care.
- c. Assist local governments and local chapters of the American Red Cross in developing plans for mass care and assure that adequate facilities and resources are identified. Encourage local governments to develop plans for sheltering travelers as well as their own residents.
- d. Encourage local governments to develop plans to address the needs of animals, both pets and livestock.
- e. Assure that local mass care plans address the needs of all segments of the population, including those with communication or mobility limitations (deaf, blind, non-English speaking, wheelchair-bound) and those with medical needs or power-dependencies.
- f. Assist local governments and local chapters of the American Red Cross in providing training in shelter operations and mass care organization.
- g. Assure that sheltering and mass care components are included in local, regional and statewide exercises to assist with the development of local and state mass care capability.
- h. Assist with the development of mutual aid and regional cooperative agreements that increase mass care capabilities.

### **2. Increased Readiness**

A natural or man-made disaster is threatening some part of the state.

#### **a. Communication Watch Level**

- (1) State EOC sends all situation reports, weather briefings and other communiques to the Department of Social Services designee and the American Red Cross designee.
- (2) EOC Human Services Coordinator communicates with designated personnel at DSS and ARC to confirm availability for response.

b. Initial Alert Level

- (1) Review emergency plans and procedures and update if necessary.
- (2) Test data systems and communications equipment and update if necessary.
- (3) Alert personnel in DSS and ARC and coordinate activities and information for State EOC and field sites.
- (4) Establish and maintain liaison among the State EOC Human Services Coordinator, DSS and ARC. Report to State EOC if requested.

c. Advanced Alert Level

- (1) Anticipate development of situation. (i.e. movement of hurricane, drift of toxic cloud, approach of darkness, etc.) and prepare plans and procedures.
- (2) Prepare to provide emergency information to the public through the State PIO to meet the anticipated event.
- (3) Alert potential "host" localities of possible evacuation of threatened sites. Offer assistance in preparing for host sheltering.
- (4) Coordinate with evacuation support services in the State EOC to prepare for evacuation and mass care for evacuated populations. (i.e. transportation, law enforcement, communication, public information, etc.)

3. **Response Operations**

a. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- (1) Provide emergency information on sheltering to the public.
- (2) Notify potential "host" localities of decisions made in the affected localities, including the timing of evacuation orders and/or current traffic information.
- (3) Alert evacuation support agencies of host shelter planning.
- (4) Alert affected localities of host shelter readiness.

b. Emergency Phase

Disaster is imminent or has struck. An emergency response is required to save lives and protect property.

b. Emergency Phase (Cont.)

- (1) Monitor the status of sheltering in threatened localities. Compile mass care information as needed to provide situation reports to State EOC.
- (2) Respond to requests for assistance from localities as appropriate.
- (3) Provide continuous information about evacuating populations to host localities. Respond to requests for assistance from host localities as appropriate.
- (4) Monitor the status of sheltering in host localities. Compile mass care information as needed to provide situation reports to State EOC.
- (5) Anticipate needs. Plan to provide assistance for the duration of sheltering operation. Plan State EOC staffing, notification of resource agencies, development of a recovery plan.

c. Emergency Relief Phase

Preliminary damage assessment surveys are conducted. Assistance is provided to affected individuals and communities. Temporary mass care measures, such as tent cities, potable water trucks, meal-serving stations, distribution centers for bulk food and essential items, may be implemented. This phase may continue for several weeks. It ends when the locality is no longer in an official state of emergency.

- (1) Continue to support mass care operations in affected localities.
- (2) Determine damage to residential structures. Identify uninhabitable areas. Determine damage to access routes to habitable areas. Estimate number of people who will need temporary housing and meals and determine the capacity of the affected community to meet those needs.
- (3) If continued mass care is needed, determine where post-disaster shelters or large-scale housing units (tent cities) will operate. Determine resources needed.
- (4) Notify hosts whether continued mass care will be needed in their localities (based on damage assessment, road conditions and re-entry procedures.)
- (5) Coordinate with voluntary immediate relief agencies (ARC, SA, VVOAD) to determine their assessment of damage and their planning for implementation of relief operations.
- (6) Expand mass care operations as needed. Anticipate needs at 24 hour intervals.
- (7) Continue to support mass care operations throughout the emergency relief phase.

4. Recovery Operations

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

- a. Continue to support mass care operations as long as the need exists.
- b. Coordinate with the federal response team in the implementation of federal disaster assistance programs that provide temporary housing, provide food, water and other essentials, and replace basic personal and housing items.
- c. Participate in the recovery effort as indicated in State EOP, Volume II, State Disaster Recovery Plan.
- d. Coordinate an evaluation of mass care plans and procedures; involve all organizations that participated in the response and relief operations; revise plans and procedures as needed.

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Functional Annex F:  
**FIREFIGHTING**

**MISSION**

To provide assistance to local governments in preventing and controlling large urban fires and rural wildfires, to coordinate mutual aid among fire/EMS departments as needed, and to assist with State EOC operations as appropriate.

**ORGANIZATION**

The Department of Fire Programs (DFP) is responsible for the Urban Fire Service; see Attachment 1. The Department of Forestry (DOF) is responsible for the Rural Fire Service; see Attachment 2.

**CONCEPT OF OPERATIONS**

- A. The Urban Fire Service will be responsible for all structural fires occurring in urban, suburban, and rural areas. In fulfilling this responsibility, it is assumed that situations will arise where some natural cover fire fighting will be necessary to supplement the operation of the Rural Fire Service. The Urban Fire Service representative will direct all activities in controlling structural fires.
- B. The Department of Forestry will be responsible for all natural cover fires occurring in forest and grasslands in rural areas. In fulfilling this responsibility, it is assumed that some structural fire fighting will be necessary in rural areas as a supplement to the operations of the Urban Fire Service. The Rural Fire Service representative will direct activities in controlling natural cover fires.
- C. Since it is inevitable that these services will overlap at the operational level in suburban and rural areas, it is imperative that cooperation and understanding exist at all operational levels. As a minimum step to accomplish this, the Urban and Rural Fire Service Chiefs shall annually exchange lists of key personnel, to include regional operating level personnel, showing name, address, assignment, telephone number, and if available, radio call sign and net.
- D. At the regional level, the chief of each organization will name a liaison representative to the other organization and establish a positive working relationship between organizations.
- E. The Urban Fire Service will be directed at the state level by the Executive Director, Department of Fire Programs who shall be designated as Chief, Urban Fire Service. The Rural Fire Service will be directed at the state level by the State Forester who shall be designated as Chief, Rural Fire Service. The Chiefs of the Urban and Rural Fire Services shall cooperate with and assist each other to effectively discharge their respective responsibilities. Disagreements which may arise between the two services will be referred to the State Coordinator, Department of Emergency Management.
- F. The Department of Fire Programs (DFP) has helped with State EOC operations during recent disasters. Because of their knowledge of local government and working relationships with local emergency services, DFP personnel have proven to be an excellent resource to staff the Local Liaison function.

- G. The Department of Forestry (DOF) has emergency operations experience and training because of its role in assisting other states with fighting large forest fires (usually in the western U. S. during dry summer months). Because of this expertise and its willingness to help, DOF personnel have also become an integral and valuable part of State EOC operations. During recent disasters, they helped with the Information and Planning function.

Functional Annex G:  
**HEALTH AND MEDICAL SERVICES**  
Contact: Everette Vaughan, VDH (OEMS), (804) 371-3500 ext. 3578

**MISSION**

The disaster mission of Health and Medical Services is to coordinate the provision of critical support to local governments to reduce mortality, morbidity, and detrimental long term health effects to the citizens and to facilitate the earliest practical recovery to normalcy.

**ORGANIZATION**

- A. The Department of Health (VDH) is designated as the lead agency for Health and Medical Services. Within the Department of Health, the Office of Emergency Medical Services (OEMS/VDH) is designated as Coordinator for the management of operations, planning, and training for the Health and Medical Services function. Primary participating agencies include:
1. State Agencies:
    - a. Department of Agriculture and Consumer Services (VDACS)
    - b. Department of General Services (DGS)
    - c. Department of Health (VDH)
    - d. Department of Health Professions (DHP)
    - e. Department of Mental Health, Mental Retardation, and Substance Abuse Services (DMHMRSAS)
    - f. Department of Military Affairs (DMA)
  2. Professional Societies and Private Organizations:

All health and medical related professional societies and organizations, through their Virginia chapters where appropriate, and commercial health services may be requested to assist in a variety of disaster related services. The following organizations provide specific response team or coordination capabilities:

    - a. American Red Cross.
    - b. Virginia Association of Volunteer Rescue Squads.
    - c. Virginia Funeral Directors Association.
    - d. Virginia Veterinary Medical Association.
- B. Field operations of the Health and Medical Services are performed by the Health Districts of the Department of Health and specialized personnel and teams of the Department of Health and other

participating agencies. These teams include volunteer Emergency Medical Services Task Forces and the Health and Medical Emergency Response Team. The Program Representatives of the Office of Emergency Medical Services are designated as field coordinators to assist in on scene coordination of state agency efforts and to support local jurisdictions and agencies.

- C. Management of Health and Medical Services operations are coordinated by duty staff at two facilities.
  - 1. Virginia Emergency Operations Center (State EOC): The Office of Emergency Medical Services will staff the Health and Medical Services function with its Director, Deputy Director, or Program Managers to coordinate policy and determine response strategy.
  - 2. Health and Medical Emergency Support Center (ESF-8 ESC): In major emergencies the Office of Emergency Medical Services will staff an ESC with augmentation from other Health and Medical Services agencies as appropriate. This facility will coordinate resource availability, gather and provide situation information, and work specific staff actions to carry out response strategy. An alternate ESC will be designated if needed for sustained operations.
  - 3. Staging Areas: When regional and out-of-state resources are employed, staging areas will be established in pre-designated locations to support deployed teams.
- D. Under the Federal Response Plan, health and medical response is coordinated by Emergency Support Function 8 (ESF-8). This includes the US Public Health Service and the National Disaster Medical System. Virginia Health and Medical agencies will fully integrate response and recovery actions with Federal ESF-8 response actions.

## **CONCEPT OF OPERATIONS**

- A. Health and medical response to disasters will employ regional, out-of-region, state, other state, donated, and when appropriate, federal resources to assist localities in meeting their emergency health needs.
  - 1. Localities may request support to meet current or projected needs. The Health and Medical staff will identify and request the necessary resources to meet identified specific needs.
  - 2. Where possible the first response to a disaster should employ existing mutual aid agreements and regional plans.
  - 3. Mobilization of out-of-region and state level resources will be primarily to respond to situations which exceed local resources, that cannot be addressed through existing mechanisms, or for unique resources.
  - 4. Resources from other states may be requested under the Emergency Management Assistance Compact. Federal resources may be requested either under existing agency authorities or as provided by the Federal Response Plan. All such requests will be fully coordinated through the Department of Emergency Management.
  - 5. Based on potential event characteristics, regional, state, and out-of-state resources may be staged to ensure access and a rapid response.

- B. Health and Medical Services agencies will perform their disaster response mission by coordinating the provision of the following critical support services to local governments as needed:
1. Assessment of medical and health needs.....OEMS, VDH
  2. Emergency medical services in the disaster area..... Director of Public Nursing, VDH
  3. Evacuation of patients and medical facilities, including inter-regional and out of state as required..... OEMS, VDH
  4. Medical support to shelters..... OEMS, VDH
  5. In-hospital care, including the provision of care by temporary, expedient, or deployed medical facilities..... OEMS, VDH
  6. Augmentation of resources in the disaster area to include personnel, complete disaster response medical and health units, equipment, supplies, pharmaceuticals, blood, and blood products..... OEMS, VDH  
..... Office of the Chief Medical Examiner, VDH  
..... DHP  
..... State Veterinarian, VDACS  
..... DMHMRSAS
  7. Assurance of potable water and wastewater and sewage disposal..... Office of Water Programs, VDH  
..... Office of Environmental Health Services, VDH
  8. Radiological hazard monitoring and control..... Bureau of Radiological Health, VDH
  9. Supporting chemical hazard monitoring and control..... Bureau of Toxic Substances, VDH
  10. Biological hazard monitoring and control..... Bureau of Toxic Substances, VDH
  11. Vector control..... Division of Health Hazards Control, VDH
  12. Emergency veterinary services..... State Veterinarian, VDACS
  13. Mental health services to include a Critical Incident Stress Debriefing for responders..... DMHMRSAS  
..... OEMS, VDH

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- 14. Worker health and safety.....Dept. of Labor and Industry, (DOLI)
- 15. Public health information dissemination..... OEMS, VDH
- 16. Food, drug, and medical device safety..... VDH
- 17. Victim identification and mortuary services. ....  
..... Office of the Chief Medical Examiner, VDH  
..... Division of Forensic Science, DCJS

C. Integration for response planning and resource management with Federal resources as Emergency Support Function-8 will proceed as follows:

- 1. Prior to Presidential Disaster Declaration, Virginia ESF-8 agency planning, preparation, and response will be coordinated by the Office of Emergency Medical Services (OEMS). OEMS will coordinate planning and preparatory actions with US Public Health Service (USPHS) and National Disaster Medical System (NDMS) points of contact. OEMS will allocate any outside volunteer resources to best meet local needs.
- 2. On request of specialized US Public Health Service and National Disaster Medical Services resources by the Governor, OEMS coordinates with USPHS and NDMS points of contact to ensure these resources are employed in unified response strategy.
- 3. On Presidential declaration of disaster, OEMS coordinates Virginia ESF-8 agency response with Federal ESF-8 agency response to ensure best use of Federal, State, and volunteer resources in a unified strategy.

D. Priorities for action will be:

- 1. Support needed for immediate life saving, protection of the public from harm, evacuation of medical facilities, and preservation of emergency medical service capabilities.
- 2. Re-establishment of key facilities needed for the general health and safety of the public.
- 3. Preservation and restoration of critical veterinary services.
- 4. Recovery, identification, and burial or reinterment of the deceased.
- 5. Continuance or restoration of normal public health services.

## **ACTION CHECKLIST - Health and Medical Services**

### **1. Routine Operations**

- a. Develop and maintain operational plans and mutual aid agreements.
- b. Provide ongoing training programs for agencies' staff and response personnel.

### **2. Increased Readiness**

A natural or man made disaster is threatening some part of the state.

#### **a. Communications Watch Level**

On detection of a potential disaster condition that may develop into a threat.

- (1) Start monitoring the developing situation.
- (2) Advise the Office of EMS program representatives, and Regional Emergency Medical Services Councils, the Health and Medical Emergency Response Team, and EMS task forces.
- (3) Ensure operational readiness of the Health and Medical Emergency Support Center (ESF-8 ESC).
- (4) Initiate operational record keeping.

#### **b. Initial Alert Level**

On receipt of an Initial Alert from the Department of Emergency Management.

- (1) Alert the Commissioner of Health, Health District Directors, key Health Department Central Office Offices, and other Health and Medical agencies and response organizations.
- (2) Activate the ESF-8 ESC.
- (3) Develop staffing plan to staff the Health and Medical functional desk in the State EOC.
- (4) Establish contact with Federal ESF-8 agencies.
- (5) Start record of all expenses incurred due to this event.

#### **c. Advanced Alert Level**

On staffing of the State EOC.

- (1) Staff the State EOC in accordance with the staffing plan.

## **ACTION CHECKLIST - Health and Medical Services (Cont.)**

- (2) Gather and provide health and medical information for inclusion in situation reports.
- (3) Initiate situation status reporting to Virginia ESF-8 agencies.
- (4) Coordinate potential resource requirements with Virginia and Federal ESF-8 agencies and initiate planning for evacuation, resource augmentation, and deployment as appropriate.
- (5) Based on expected affected area, establish liaison with health agencies of adjoining states.
- (6) Coordinate planning with affected area Regional Emergency Medical Services Councils and Health Districts.

3. **Response Operations**

a. **Mobilization Phase**

Conditions continue to worsen, requiring full-scale preparedness and initial response actions.

- (1) Determine initial requirements for resources, including pre-hospital, Trauma Center, fatality management, and Health District.
- (2) Deploy Office of Emergency Medical Services program representatives, open staging areas, and deploy EMS Task Forces as required.
- (3) Prepare health damage assessment teams for deployment.
- (4) Coordinate forward staging and deployment of Federal ESF-8 response teams.
- (5) Preposition health disaster recovery educational materials for distribution.
- (6) Establish registration and screening system for volunteer teams and individuals.
- (7) Coordinate with Public Affairs staff in the State EOC to provide information on health hazards.
- (8) Coordinate with other staff in the State EOC to recommend protective procedures for dissemination to local government.

b. **Emergency Phase**

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Identify specialized augmentation teams needed for emergency relief and recovery.
- (2) Receive requests for assistance and coordinate response of state government and out of region resources.

**ACTION CHECKLIST (Cont.)**

b. Emergency Phase (Cont.)

- (3) Compile casualty and damage reports.
- (4) Coordinate deployment and operations of Federal ESF-8 teams.
- (5) Assist affected area agencies in meeting needs for critical item re-supply and augmentation staffing.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures are implemented to provide essential services. This phase ends when the locality is no longer in an official state of emergency.

- (1) On tasking, deploy damage assessment teams.
- (2) Deploy specialized health and medical augmentation teams to affected area Health Districts and Trauma Centers as applicable.
- (3) Expedite re-establishment of critical services.
- (4) Provide supplies of public education materials to health districts to support cleanup and recovery.
- (5) Establish rotation schedule for augmentation and response assets still in the affected area.
- (6) Provide consultative services to affected health districts.
- (7) Initiate recovery planning.

4. Recovery Operations

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. See the Disaster Recovery Plan (State EOP, Vol. 2). Normal conditions are restored. Severely damaged facilities are rebuilt or demolished and replaced. Damaged parts of the medical and public health infrastructure are replaced. This period may extend for two years or more depending on the severity of the disaster.

- a. As required deploy staff to the Disaster Field Office.
- b. Reestablish regular health services provided by the Department of Health, the Department of Agriculture and Consumer Affairs, and the Department of Mental Health, Mental Retardation, and Substance Abuse Services.

**ACTION CHECKLIST - Health and Medical Services (Cont.)**

4. Recovery Operations (Cont.)

- c. Assist in re-establishment of pre-hospital emergency medical services through expedited grants and use of other funding avenues.

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- d. Coordinate health and medical support to long term cleanup and reconstruction actions including by Health Districts, hospitals, long term care facilities, veterinary facilities, mortuary facilities, and water and sewage systems.
- e. Develop complete documentation of disaster response and recovery actions.

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Functional Annex H:  
**ENERGY**

**MISSION**

The purpose of this annex is to set forth the policies and procedures to be used in responding to and recovering from fuel shortages, power outages, and capacity shortages which impact or threaten to impact significant numbers of citizens.

**ORGANIZATION**

- A. The State Corporation Commission (SCC) is the designated commodity manager for natural gas (see Attachment 1) and electric power (see Attachment 2). The Department of Mines, Minerals and Energy (DMME) is the commodity manager for petroleum products (see Attachment 3) and solid fuel--coal (see Attachment 4). In the event of a potential shortage situation, the SCC and DMME will, in coordination with the State EOC, implement voluntary conservation measures as appropriate.
- B. Later, if an emergency is declared and mandatory conservation measures are needed, the State EOC assumes the primary responsibility. VDEM will operate the State EOC. Liaison Officers from the SCC and DMME will also be a part of the State EOC staff.
- C. Following a catastrophic disaster, the State EOC 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 (ESF 12), other state support agencies, and energy suppliers and distributors.

**CONCEPT OF OPERATIONS**

- A. Energy shortage conditions are those in which the supply of electric power to customers could be in jeopardy due to either generation capacity shortages and/or transmission/distribution limitations. It is expected that generation capacity shortfalls would be due to extreme weather conditions. However, they could be the result of a higher-than-projected demand for energy during periods when generating units are normally unavailable due to scheduled maintenance or unplanned generating unit outages.
- B. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum products for transportation and other industrial uses, may result from extreme weather conditions, strikes, or international embargoes.
- C. The suddenness and devastation of a catastrophic disaster or other significant event can sever key energy lifelines, constraining supply in impacted areas, or in areas with supply links to impacted areas, and also can affect transportation, communication, and other lifelines needed for public health and safety. There may be widespread and prolonged electric power failures. Without electric power, communications will be interrupted, traffic signals will not operate, and surface movement will become gridlocked. Such outages will impact on other emergency public health and safety services, including the movement of petroleum products for transportation and emergency power generation. There may be panic hoarding of fuel in some areas served by severed pipelines. This hoarding will

grow if the public perceives prolonged fuel scarcities. Thus a major, prolonged energy systems failure could be costly and disruptive to the state.

- D. In the wake of a major disaster, available energy assets will be used to assist local EOCs with their emergency efforts to provide fuel and power and other resources as needed. The priorities for allocation of these assets will be to:
1. Provide sufficient fuel supplies to state agencies, emergency response organizations, and service stations along evacuation routes.
  2. Help energy suppliers obtain information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
  3. Recommend local and state actions to conserve fuel.
  4. Coordinate with local, state, and federal agencies in providing energy emergency information, education, and conservation guidance to the public.
  5. Coordinate information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance.
  6. Provide technical assistance involving energy systems.
  7. Recommend to the State Coordinating Officer (SCO) and the Federal Coordinating Officer (FCO) priorities to aid in restoration of damaged energy systems.
  8. Process fuel and power assistance requests from local EOCs.

Functional Annex I:  
**PUBLIC WORKS AND ENGINEERING**  
Contact: George Roarty, VDEM, (804) 897-6500 ext.6574 or  
Elzy Williams, DGS, (804) 371-7546

## **MISSION**

To assist with State EOC response and recovery operations as appropriate. To assist local governments with (1) debris clearance; (2) the restoration of water and sewer systems, and (3) the demolition or stabilization of any damaged buildings, dams, or other structures which have become a public safety hazard due to the event. The restoration of airfields, ports, and other essential transportation-related facilities and equipment is addressed in the State EOP, Volume 7: Transportation. The restoration of electric power, fuel pipelines, and other energy-related essential services is addressed in Annex H: Energy. Water supply and wastewater treatment facilities restoration is addressed in Attachment 1.

## **ORGANIZATION**

- A. Each of the following state agencies or departments has a major role in providing public works services to localities affected by a major disaster or emergency situation.
1. Department of Emergency Management (VDEM).
  2. Department of General Services (DGS).
  3. Department of Health, Office of Water Programs (VDH, OWP).
  4. Department of Housing and Community Development (DHCD).
  5. Department of Conservation and Recreation (DCR).
  6. Department of Environmental Quality (DEQ).
  7. Department of Historic Resources (DHR).
  8. Department of Economic Development (DED).
- B. The Department of Emergency Management and the Department of General Services will maintain this annex, and during emergency operations, will coordinate the activities of the above agencies which will constitute the Public Works and Engineering section within the State EOC. VDEM is also responsible for Debris Management; see Attachment 2. The Department of Health, Office of Water Programs is responsible for Water Supply/Wastewater Treatment; see Attachment 1. The Department of Conservation and Recreation is responsible for Dam Safety; see Attachment 3.
- C. The U. S. Army Corps of Engineers is responsible for planning and coordinating the federal part of Public Works and Engineering (ESF 3). Assistance will be provided by other branches of the Department of Defense as needed. VDEM will provide the required interface and coordination with these federal officials.

## CONCEPT OF OPERATIONS

- A. A catastrophic or major emergency will cause severe property damage. Structures will 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 will be damaged and may be partially or fully inoperable. Equipment in the immediate disaster area may be damaged or inaccessible.
- B. 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, the 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 within the State EOC (and later the federal DFO, when activated) must be able to identify and deploy significant numbers of personnel with public works, engineering, and construction skills along with construction equipment and materials from outside the affected area in order to provide these services.
- C. The State EOC will organize and deploy Needs Assessment Teams within hours of the event to any localities which have been devastated and cannot adequately assess their own critical needs. Public Works and Engineering agencies may be asked to provide qualified persons to serve on these teams and to be responsible for the Public Works and Engineering part of the assessment. See Annex A, Attachment 3.
- D. During normal operations, the State EOC is prepared to provide assistance to localities on-the-scene for such emergencies as hazardous materials incidents, oil spills, and missing aircraft searches. Emergency response teams have been organized and trained for these specific functions and an appropriate level of readiness is maintained. This same concept may also be used immediately following a major disaster for other functions. Emergency response teams may be needed for the following public works related functions. Time permitting, they can be organized and readied for deployment during the Increased Readiness or crisis buildup period. The task for developing such teams should be assigned in advance. Resource listings of professional engineers, contractors, and equipment should be maintained as needed.
  - 1. Restoration of water supply systems.
  - 2. Provision of water for firefighting.
  - 3. Emergency demolition or stabilization of buildings.
  - 4. Emergency demolition or stabilization of dams.
  - 5. Contract services for the repair of public works facilities.
- E. The Departments of General Services, Housing and Community Development, Conservation and Recreation, Health (Office of Water Programs), and Environmental Quality will provide the following water-related services as appropriate. They will perform tasks as requested by the State EOC and under their own initiative and authorities as applicable.

1. Support Damage Assessment and Needs Assessment surveys in the disaster area as requested by the State EOC.
  2. Direct and coordinate all water and sewer mitigation, response, and recovery strategies leading up to, during, and following a disaster situation.
  3. Identify and address essential water needs (potable water.) (Also see Annex N: Resource Support.)
  4. Implement appropriate measures regarding the efficient utilization and distribution of limited water resources (conservation measures).
  5. Provide guidelines for the restoration and operation of water and sewage treatment facilities.
  6. Maintain and enforce regulatory standards for the treatment and disposal of waste, as necessary.
  7. Assess and restore flood protection and control facilities.
  8. Protect public safety in the event of an impending dam failure. (See Attachment 3.)
- F. The Departments of General Services, Housing and Community Development, Health, and Historic Resources will provide the following construction-related services as appropriate. They, too, will perform tasks as requested by the State EOC and under their own initiative and authorities as applicable.
1. Provide technical assistance in the identification, evaluation, stabilization, rehabilitation, and/or demolition of buildings and facilities.
  2. Assess and develop strategies to protect, stabilize, and restore buildings and facilities of historic significance.
  3. Assist in the management and coordination of emergency contracting services.
  4. Ensure that all construction and redevelopment complies with the appropriate building codes, zoning and land use regulations, as well as local and regional comprehensive plans.
  5. Assess existing building codes and standards and recommend revisions to mitigate future damage.
  6. Develop procedures to effectively license and monitor the work of building contractors. Many are likely to come to the disaster area to provide their services as a part of the recovery effort.
  7. Develop procedures to effectively assist localities to process the large number of building permits which may be required.
- G. The Department of Economic Development will identify, request, and coordinate available economic aid to assist localities to rebuild their public works infrastructure.
- H. Professional engineering, architectural, and preservation organizations may also be available to assist. Their expertise and knowledge of treatment plants, roads, bridges, pipelines, dams, airports,

reservoirs, buildings, etc. would be invaluable in augmenting government recovery efforts in a timely matter. Memorandums of understanding between local governments and private contractors to expedite such assistance in time of emergency should be developed in advance.

- I. Close coordination will be required with the U. S. Army Corps of Engineers, the coordinating federal agency. In fact, there are likely to be more federal manpower and equipment resources available for this function than state and local resources. If federal resources are to be used, prior agreements would again provide for a more timely response.
- J. Access to the disaster area will be dependent upon the re-establishment of ground routes. Debris clearance and emergency road repairs will be given top priority. The Department of General Services will develop and maintain Attachment 4: Debris Management. Resource support and assistance may be requested from other Public Works and Engineering agencies. VDOT will also have a major role; see the State EOP, Volume 7: Transportation.
- K. Agencies should continue to monitor the activities of their personnel when they have an emergency assignment. Time sheets and other administrative activities will continue to be administered by the parent agency. Accurate records must be maintained of all disaster related expenses in order to receive federal disaster aid. See Annex O: Financial Management.

## **ACTION CHECKLIST**

### **1. Routine Operations**

- a. Develop and maintain this annex in coordination with all primary and support agencies. Designate individuals to be responsible for: debris clearance, water and sewer systems, building structural safety, dam safety, airfields, and ports. Prepare and maintain resource listings.
- b. Designate individuals with the needed public works expertise to serve on Needs Assessment Teams and Damage Assessment Teams. See Annex A: Direction and Control. Have them participate in the ongoing VDEM training program.
- c. Designate individuals to be responsible for organizing and maintaining an emergency response team(s) for each of the following functions: debris management, water and sewer systems, building structural safety, dam safety, airfields, ports and coastline structures, and contract management.
- d. Pre-identify critical public works facilities in coordination with local governments.
- e. Encourage and assist local governments to develop mutual aid agreements with U. S. military bases, private contractors, and other potential resource providers.
- f. Develop procedures about how to effectively manage and coordinate emergency contracting services.

### **2. Increased Readiness**

A natural or man-made disaster is threatening some part of the state.

- a. Review plans, resource listings, and procedures. Update as needed. Review applicable codes and regulations.
- b. Establish liaison with the State EOC (Chief, Infrastructure and Support Branch), and when they arrive, with federal ESF-3 officials.
- c. When requested, provide persons with public works expertise to staff Needs Assessment Teams and Damage Assessment Teams.
- d. Identify and staff an emergency response team(s) for each of the functions listed above. Assure that personnel and equipment are operationally ready and available.

### **ACTION CHECKLIST (Cont.)**

#### **3. Response Operations**

##### **a. Mobilization Phase**

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- (1) Assemble emergency response teams and prepare for deployment. Procure needed supplies and arrange for logistical support. Designate potential staging areas.
- (2) Encourage mitigation efforts such as the movement of essential equipment to high ground and the sandbagging of public works facilities.
- (3) Begin to keep an official record of all disaster-related expenditures and continue to do so for the duration of the event.

##### **b. Emergency Phase**

Disaster strikes or is imminent. An emergency response is required to save lives and protect property.

- (1) Dispatch emergency response teams to the disaster area as needed and as requested by the State EOC. Maintain communications and operational control.
- (2) Review recovery procedures and resources listings. Update as needed.

##### **c. Emergency Relief Phase**

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Analyze Needs Assessment and Local Situation Reports to determine the extent of damage to public works facilities and equipment in each affected locality.
- (2) Clear debris from highways and other essential facilities. See Attachment 1.
- (3) Upon request, dispatch emergency response teams to assist local governments to inspect public works facilities and to restore essential services as soon as possible.

**ACTION CHECKLIST (Cont.)**

c. Emergency Relief Phase

- (4) Coordinate with federal (ESF 3) officials to provide additional federal manpower and equipment as needed to bring essential public works facilities back on line.

4. **Recovery Operations**

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

- a. Assist local governments to clear debris and to restore public works facilities and equipment. Facilitate contract arrangements. Assure the implementation of codes and regulations as required.
- b. Continue to maintain a record of all disaster-related expenditures.

Functional Annex J:  
**MILITARY SUPPORT**

This annex is divided into two parts: Attachment 1 - State Military Support, and Attachment 2 - Federal Military Support.

## Annex J, Attachment 1

**STATE MILITARY SUPPORT**

Contact: Lt. Col. Michael Coleman, DMA, (804) 775-9268

**MISSION**

The Department of Military Affairs will plan for, coordinate, and control military assistance to civil authorities in accordance with regulations (see References).

**ORGANIZATION**

- A. The Department of Military Affairs (DMA) will determine the resources necessary to support emergency requests, organize a task force or task forces that are best capable of accomplishing the support mission, and order the necessary units to the area of operations. Command and control will remain within military channels.
- B. For emergency military support to civil authorities, the state has been divided into two major sub-areas with a principal National Guard unit designated as the sub-area command (SAC) (See Tab 1). For civil disturbances, the SAC may or may not be used.
- C. The DMA Command Center is located at 600 East Broad Street, Richmond, Virginia. A duty officer is always available through the State Emergency Operations Center (EOC) toll free number: 1-800-468-8892.

**CONCEPT OF OPERATIONS**

- A. The primary responsibility for disaster relief will be with local and/or state government and those federal agencies designated by statute. When the situation is so severe and widespread that effective response and support is beyond the capacity of local and state government and all civil resources have been exhausted, National Guard assistance may be provided.
- B. A second requirement is that National Guard support will be furnished only if it is not in competition with private enterprise or the civilian labor force; therefore, the required resources must not be available from commercial sources when National Guard assets are used.
- C. The following is a list of types of assistance the DMA could provide: back-up communications, transportation (air and ground), emergency feeding, area security, emergency equipment, medical care and water supply, search and rescue, radiological monitoring and reporting, decontamination assistance, limited fire fighting assistance, initial damage assessment, and engineering support.
- D. To activate the National Guard and the Virginia Defense Force (VDF), the Governor must sign an executive order, putting the Guard and VDF on state active duty. All requests for DMA assistance will be coordinated through the State EOC.
- E. The DMA will support state agencies in emergency operations by allocating available resources to "mission-type" requests submitted to the National Guard Command Center from the State EOC.

Military commanders will retain the authority to determine necessity, amount, types, and duration of support to be rendered.

- F. When a local government wishes to request National Guard assistance, it usually declares a local emergency and notifies the State EOC/Governor that adequate response is beyond the capability of local government.
- G. Local National Guard or VDF units will not respond to requests for assistance from local officials except to save human life, prevent extreme human suffering, or to prevent great damage to or destruction of property. Therefore, unless a request submitted to a local National Guard or VDF unit is a life or death situation, that local unit will refer such requests to the State EOC. The State EOC will then determine if DMA should respond or if another agency could better accomplish the task. After the National Guard is committed to a mission, the responding National Guard unit will be authorized to coordinate directly with the local officials to accomplish the objectives.
- H. Additional missions or changes in scope to approved missions must be requested through the State EOC.
- I. A liaison team from DMA will be furnished to the State EOC on request of the State Coordinator of Emergency Management.
- J. A liaison team from the Sub-area Command will be provided to VDEM Regional Field Offices on request of the State Coordinator of Emergency Management.

#### **REFERENCES**

- A. National Guard Regulation 500-1.
- B. Current DMA Emergency Operations Plan.

## **ACTION CHECKLIST - STATE MILITARY SUPPORT**

### **1. Routine Operations**

- a. Maintain staff duty roster with the State EOC.
- b. Maintain current information on organization and capabilities of the VaNG and the VDF.
- c. Maintain the DMA EOC, vehicles, and communications equipment.
- d. Maintain all office supplies, blank forms, briefing charts, and SOPs.

### **2. Increased Readiness**

A natural or man-made disaster is threatening some part of the state.

#### **a. Communications Watch Level**

- (1) Verify the potential emergency situation.
- (2) Identify journal operator and open journal.
- (3) Identify and notify potential support personnel's supervisory chain of command.

#### **b. Initial Alert Level**

- (1) Prepare and issue orders as necessary.
- (2) Develop a staffing plan for the DMA Command Center.
- (3) Identify a liaison officer for State EOC staffing.
- (4) Notify major subordinate commands of the emergency situation.

#### **c. Advanced Alert Level**

- (1) Staff the DMA EOC with appropriate staff functions.
- (2) Initiate substance/contracting procedures.
- (3) Initiate/coordinate sustained DMA Command Center staffing plan
- (4) Maintain journal, visual aids, maps, charts, logs, and equipment status reports.

## **ACTION CHECKLIST- STATE MILITARY SUPPORT (Cont.)**

### **3. Response Operations**

#### **a. Mobilization Phase**

Conditions continue to worsen requiring full-scale mitigation and preparedness activities

- (1) Issue warning order to affected units.
- (2) Submit an initial status report to higher headquarters.
- (3) Establish communications with the HQ of each deployed unit. Issue cellular phones as needed.
- (4) Identify periods and personnel for State Active Duty.
- (5) Conduct status briefings as needed with recommendations.
- (6) Implement guidance from The Adjutant General or Chief of Staff.

#### **b. Emergency Phase**

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Receive missions from the State EOC or higher headquarters.
- (2) Prepare orders and issue guidance to units.
- (3) Ensure that reports are submitted/received and recorded.
- (4) Post the status of personnel, equipment, and funding.
- (5) Maintain an ongoing list of lessons learned throughout emergency operations

#### **c. Emergency Relief Phase**

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Upon request, provide support to affected areas.

**ACTION CHECKLIST- STATE MILITARY SUPPORT (Cont.)**

c. Emergency Relief Phase

- (2) Assist in providing communications in affected areas.
- (3) Assist in providing temporary equipment and services such as generators, safety/security manpower augmentation, and portable facilities.
- (4) Assist with debris management.

4. **Recovery Operations**

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

- a. Recover radios, phones, and other equipment signed out.
- b. Review and close out the DMA Command Center journal.
- c. Prepare an after-action report. Submit to higher Headquarters.
- d. Review lessons learned. Modify plans and procedures as needed.
- e. Prepare a report for reimbursement of disaster-related expenses in accordance with the Stafford Act. Submit to the State EOC.
- f. Confirm all emergency service personnel and submit for ESR through the Military Support Branch.

## Annex J, Attachment 2

**FEDERAL MILITARY SUPPORT**

Contact: Jim Dixon, VDEM, (804) 674-2407 and  
Jim Greeling, Readiness Group Lee, (804) 765-2137

**MISSION**

The State EOC will request federal military assistance when required and in accordance with regulations (see References). This includes support from the U. S. Army Corps of Engineers.

**ORGANIZATION**

- A. The Federal Response Plan sets forth policies and concepts for federal disaster response. First U. S. Army (Fort Gillem, Georgia) publishes the Military Support to Civil Authorities Plan. This plan predesignates the Commanding Officer of Readiness Group Lee as the Defense Coordinating Officer (DCO) to serve as the point of contact for DOD support in disaster relief operations in Virginia. Readiness Group Lee is the military organization which will provide this service.
- B. 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**

- A. Federal military assistance will be requested only when state and local resources, to include state National Guard resources, are inadequate or not available.
- B. During emergency operations, the State EOC will normally access federal military assistance in coordination with FEMA and in accordance with the Federal Response Plan. State and local governments may, however request and receive assistance directly from a nearby military base for immediate life-saving operations, especially if mutual aid agreements are in effect. 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.
- C. In an imminent serious condition, 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.
- D. Firefighting support will be provided to communities near military installations in accordance with existing mutual support agreements. In the absence of mutual support agreements, military installations will provide firefighting assistance under conditions of imminent seriousness or on approval of First Army.
- E. The Federal Response Plan provides instructions for planning, use, and coordination of military forces during a federally-declared catastrophic emergency. This plan assumes that all National Guard forces and other state assets have been fully committed to the emergency relief effort before the Governor asks the President of the United States for federal assistance.

F. Corps of Engineers Support

1. Emergency relief work for coastal storm and flood emergencies clearly necessary for the preservation of life and/or property can be performed by the Army Corps of Engineers for a ten-day period.
2. Corps assistance will be supplemental to the maximum state and local capabilities and when it is readily apparent that federal resources are required to meet immediate needs. Public sponsorship and assurances are required.
3. Categories of Corps assistance are:
  - a. Channel clearance - clearance of key drainage channels or structures blocked by debris deposited during the flood event.
  - b. Debris clearance - removal of blockage of critical water supply intakes, sewer outfalls, bridge openings, etc., and minimum debris clearance to reopen critical access routes.
  - c. Temporary construction required to restore critical transportation routes or public services/facilities.
  - d. Other assistance required to prevent imminent loss of life as determined by the district commander.

Corps assistance will terminate following completion of work (not to exceed ten days--no extension) or upon assumption of work by state or local interest.

G. Reimbursement Procedures

1. Normally, the recipient of federal military support, provided in an imminently serious condition, will be billed for reimbursement by the military service which provided the support. However, in a declared major disaster or emergency, the Federal Emergency Management Agency assumes financial responsibility for those categories of support covered by FEMA regulations. Political jurisdictions near federal military installations should execute mutual support agreements covering emergency circumstances resulting from natural disaster or other emergencies.
2. Cost sharing will not be required for support provided by the Corps of Engineers based on the critical nature of their authority under Public Law 84-99.

**REFERENCES**

- A. Department of Defense Directive 3025.1, Military Support to Civil Authorities, January 15, 1993.
- B. Military Support to Civil Authorities Plan, First U. S. Army, January 1996.
- C. U. S. Army Corps of Engineers Flood Emergency Assistance, Public Law 84-99, as amended.

Functional Annex K:  
**SEARCH AND RESCUE**

Contact: Winnie Pennington, VDEM (804) 674-2422

## **MISSION**

The search and rescue (SAR) mission is to use all available resources, including personnel, facilities, and equipment to locate and render necessary assistance to persons, aircraft, and vessels that may be in distress.

## **DEFINITIONS**

- A. Search and Rescue (SAR) - The employment of available personnel, equipment and facilities in rendering aid to persons and property in distress, or potential distress, in the air, water or on land.
  - 1. Search - To identify and locate persons who are or may become distressed or injured and who are unable to return to a place of safety on their own. Search operations may occur in urban, rural, wilderness, or maritime environments.
  - 2. Rescue - To access, stabilize, and evacuate distressed or injured persons by whatever means necessary to ensure their timely transfer to appropriate care or to a familiar environment.
- B. SAR Emergency - Any SAR Incident, whether related to any other type of incident or not, that requires the utilization of resources (local, state, or federal) to resolve, due to a threat or potential threat to life and to a lesser degree, property.
- C. Air Force Rescue Coordination Center (AFRCC) - Located at Langley Air Force Base, Virginia the AFRCC serves as the federal SAR coordination center for the Inland SAR Region. It is operated by the United States Air Force, Air Combat Command (ACC).
- D. Coast Guard District Five Operations Center (CGDFIVE OPCEN) - Located in Portsmouth, Virginia, the Center is the Norfolk Sub-Region Maritime SAR Coordinator for the Fifth Coast Guard District, which includes the maritime areas of the Commonwealth. The Center controls all Coast Guard, Coast Guard Reserve, and Coast Guard Auxiliary assets in Virginia.
- E. Virginia Emergency Operations Center (VEOC) - Operated by the Virginia Department of Emergency Management, the State EOC is the state Rescue Coordination Center (RCC) for the Commonwealth of Virginia for both the inland and maritime SAR regions. Federal, state, and local governments and selected volunteer SAR assets are coordinated through this facility. It is located on the grounds of the Virginia State Police Administrative Headquarters, near Richmond, Virginia.
- F. Coordinator of Emergency Management - The person appointed by the Governor, pursuant to Title 44, Code of Virginia, as the agency head of the Department of Emergency Management, with the responsibility to coordinate and administer emergency management operations in the Commonwealth. Serves as the State Coordinating Officer (SCO) for emergency operations in the Commonwealth.

- G. Deputy State Coordinating Officer (DSCO) - The person designated by the Coordinator of Emergency Management to be the agent of the Coordinator on scene during a specific SAR incident when needed. A DSCO will always be named if State coordinated resources are requested.
- H. State SAR Coordinator - The person designated by the Coordinator of Emergency Management to coordinate the Search and Rescue program of the Department of Emergency Management and to coordinate overall state SAR operations.
- I. Legal Responsible Agent (RA) - The official and/or agency having legal responsibility for the emergency response to a SAR incident. In the case of missing persons it is the local chief law enforcement officer. In other types of SAR (i.e. known crashes, missing/overdue aircraft or boats, ELT, EPIRB, or disaster search) it is usually some combination of state, federal, and local government agencies. Even in this type of incident, local emergency service providers, like local law enforcement, firefighting, and emergency medical services are of the first responders on scene and would operate per their local protocols.
- J. Local SAR Coordinator - The person usually responsible for operational coordination of SAR within a given jurisdiction. This person can be the local chief law enforcement officer or can be delegated to other public safety personnel in emergency management, emergency medical services or firefighting.
- K. SAR Mission Coordinator (SMC) - The person designated by the RA to coordinate and manage on-scene operations during a specific SAR incident. These persons could come from within the jurisdiction or be requested from state resources. Depending upon the management system used and the organizations involved, this person may be called the Mission Coordinator (MC), On-Scene Commander (OSC), or the Incident Commander (IC).

## REFERENCES

- A. The National Search and Rescue Manual. The basic federal reference document governing SAR nationwide.
- B. Search and Rescue Agreement between the Commonwealth of Virginia and the United States Air Force, Executive Agent for Inland SAR in support of the National Search and Rescue Plan.
- C. Statement of Understanding between the Commonwealth of Virginia and the United States Coast Guard in support of the National Boating Safety Programs.
- D. Joint Agreement between the Commonwealth of Virginia and the Commander, Virginia Wing, Civil Air Patrol.
- E. Commonwealth of Virginia Emergency Operations Plan, Volume 1, Basic Plan, Virginia Department of Emergency Management.
- F. Memorandums of Understanding between the Commonwealth of Virginia Department of Emergency Management and Volunteer Search and Rescue Groups operating within Virginia.

## ORGANIZATION

- A. The agency responsible for the state-level coordination of search and rescue activities is the Department of Emergency Management. Requests for federal or state SAR coordination will be made through the State EOC.
- B. Other state agencies provide SAR resources and conduct SAR operations, within their scope of training and expertise, at the federal, state, and local levels and may provide services to supplement the local efforts.
- C. Volunteer SAR organizations provide SAR resources to federal, state, and local agencies in accordance with existing agreements, operational procedures, or statutes, upon request to the State RCC.
- D. Federal agencies participate in SAR operations within the state either because of direct SAR responsibilities or in response to requests from the state to assist.
- E. Each local jurisdiction may designate a Local SAR Coordinator, in the absence of an official designation by the local government through a local SAR plan or other local government plan, it is understood that the chief law enforcement officer of that jurisdiction will become the defacto Local SAR Coordinator. This is due to the fact that SAR incidents, especially missing persons incidents, may be potential crime scenes, which would require law enforcement intervention. The Local SAR Coordinator is responsible for search and rescue operations within his respective political subdivision
- F. All political subdivisions should consider the adoption of a formal SAR Operations Plan. This plan would include standard procedures, division of duties and additional resource location and availability to include information on volunteer resource coordination that can be facilitated by the State EOC.

## **CONCEPT OF OPERATIONS**

- A. VDEM will notify VDEM Regional Coordinators and Virginia State Police (VSP) in all cases where volunteer state resources are requested and utilized. A DSCO may be dispatched to the scene and may be responsible for assisting in logistical coordination of state resources on scene and/or serve as liaison between VDEM and local authorities. The DSCO could be a representative of VSP, VDEM, or any other state agency as warranted. In lieu of an identified SMC and staff, volunteer resources should report to the DSCO before receiving operational instructions from the local SAR Coordinator.
- B. Requests for state SAR assistance originate from several sources, including:
  - 1. Official government sources, such as the Federal Aviation Administration (FAA), AFRCC, the National Park Service, state agencies, or local government emergency communications centers.
  - 2. The general public. (These reports, depending on the circumstance, are usually referred back to local government).

3. Distress signal, such as smoke, flares, lights, flags, radio communications, Emergency Locator Transmitter (ELT), or Emergency Position Indicating Radio Beacon (EPIRB) signals. (This might also be referred back to local government or another responsible agency for verification.)

C. SAR missions are conducted to locate and assist :

1. Overdue, lost, missing, stranded, injured, or trapped persons.
2. Overdue, lost, missing, or downed aircraft.
3. Overdue, lost, missing, disabled, stranded, or sinking vessels.

D. In missing persons incidents, the coordinating agency is usually the local jurisdiction with the following exceptions:

1. For inland SAR region incidents: air, ground and marine search and rescue operations may be coordinated at the federal or state level with local assistance depending on the nature of the incident and any specific jurisdictional responsibilities.
2. For maritime SAR region incidents, the CGDFIVE OPCEN coordinates all federal search and rescue activities within the Maritime Region, for both missing persons and missing/overdue vessels.

This does not preclude local resources operating in support of federal or state resources or in conducting or supporting operations in areas where there is concurrent state, federal and local jurisdictions.

E. In missing aircraft and ELT incidents, the coordinating agency also depends on whether the search is in an inland SAR region or maritime SAR region.

1. In inland SAR operations, the following will apply:
  - a. The AFRCC will notify the State EOC prior to initiating any active search in the Commonwealth of Virginia. A determination will be made at that time as to the assistance or coordination the state may provide. A determination of operational control will also be made at that time.
  - b. The AFRCC will control air search and rescue for incidents involving military aircraft, air carrier aircraft, and aircraft carrying persons of national or international importance. AFRCC coordinates operations among the involved states in search for civil aircraft on interstate flights.
  - c. The State EOC will control air search and rescue for incidents involving civil aircraft within the boundaries of the Commonwealth, including civil aircraft on interstate flights.
  - d. The AFRCC will coordinate all federal assistance requests (including Civil Air Patrol) through the State EOC.

- e. Ground search and rescue operations, in conjunction with the missing aircraft and/or ELT incidents, will be logistically coordinated by the DSCO and operationally coordinated by the SMC while resources are on scene.
  2. In maritime SAR region, the Coast Guard has search and rescue responsibility for the Maritime SAR region and will coordinate search and rescue efforts with State EOC and the efforts of all supporting agencies.
- F. In Urban/Disaster SAR
  1. VDEM is responsible for assisting in the notification of the two (2) Virginia Task Forces for all phases of the alert process.
  2. VDEM with the Federal Emergency Management Agency (FEMA) and the sponsoring jurisdiction will be involved in the decision to activate and deploy a Virginia Task Force in a Federal Deployment.
  3. FEMA is operationally and monetarily responsible for all Task Force activities during a Federal Response.
  4. Virginia Task Forces can be activated by the VDEM for intrastate deployment. In this case, VDEM will assign a state mission number and the Commonwealth will be responsible for overall operational assignment and expenses incurred by the Task Force deployment.
- G. State, federal, and local governments and volunteer agencies have responsibilities in search and rescue operations as follows:
  1. The Department of Emergency Management (VDEM) will:
    - a. Coordinate SAR efforts statewide and the deployment of SAR resources and assist with coordination of national and international SAR incidents.
    - b. Provide training and set performance standards and maintain a data base on SAR resources and incidents coordinated by the State EOC.
    - c. Provide a DSCO, as designated state official to coordinate a specific SAR incident at the scene, when requested by the Coordinator of Emergency Management.
  2. The Department of State Police (VSP) will:
    - a. Provide a DSCO as designated state official to coordinate a specific SAR incident at the scene, when requested by the Coordinator of Emergency Management.
    - b. Provide personnel, facilities, and equipment for SAR operations, within the capabilities of the department, in accordance with existing agreements, operational procedures, or statutes upon request.
  3. The Departments of Military Affairs, Aviation, Game and Inland Fisheries, Conservation and Recreation, Forestry, and the Marine Resources Commission will provide personnel, facilities,

and equipment for SAR operations, within the capabilities of the department, in accordance with existing agreements, operational procedures, or statutes upon request.

4. Local Government will:
    - a. Conduct SAR operations in their jurisdiction, within the scope of local capabilities.
    - b. Support SAR operations in adjacent jurisdictions, when requested, and in accordance with existing agreements, operational procedures, or statutes.
  5. Federal agencies:
    - a. The AFRCC, in accordance with existing plans and agreements, has national control of missions of national concern and missions involving military personnel as the objectives.
    - b. CGDFIVE OPCEN controls search and rescue operations in the Maritime SAR Region of the Commonwealth of Virginia and may assist in other SAR operations, in accordance with existing agreements, upon request. The United States Coast Guard Auxiliary, in accordance with existing agreements, provides personnel and equipment for SAR operations, under the operational control of the Coast Guard, upon request.
    - c. The National Park Service controls search and rescue operations in areas under its jurisdiction and may assist with SAR operations in other areas, upon request.
  6. Volunteer search and rescue organizations (including Civil Air Patrol) will:
    - a. provide SAR resources to the federal, state, local, and volunteer agencies in accordance with existing agreements, operational procedures or statutes, upon request.
    - b. Civil Air Patrol will also provide facilities and equipment for SAR operations, upon request and in accordance with agreements.
- H. In the event that the Federal Response Plan is activated for a large-scale disaster, the Department of Emergency Management will serve as the primary state agency for the Emergency Support Function (ESF 9) for Urban Search and Rescue. The department will coordinate with the Federal Emergency Management Agency (FEMA), the lead federal agency for Urban Search and Rescue, in the federal plan.

#### **OPERATIONAL PROCEDURES**

- A. Requests for federal or state SAR assistance will be made through the State EOC. Requests for federal or state SAR assistance to the locality comes from the Local SAR Coordinator.
- B. The State EOC will allocate requested SAR resources to the incident based on resource availability and the appropriateness of the request.
- C. The State EOC will notify the AFRCC or CGDFIVE OPCEN if federal resources are needed.

- D. State EOC will notify a DSCO from VSP, VDEM, or other state agencies in all cases where state SAR assistance is requested.

Functional Annex L:  
**RESOURCE SUPPORT**

**MISSION**

To provide a basis for the management and provision of designated critical resources and supplies in support of disaster operations. Designated resources are food and water (Attachment 1) and disaster relief donations (Attachment 2). Energy-related resource shortages, such as electric power and gasoline, are addressed in Annex I: Energy. Transportation-related and medical-related resource shortages are also addressed elsewhere.

**ORGANIZATION**

The Department of Agriculture and Consumer Services (VDACS) is responsible for food and bottled water. Potable water in tankers will be provided by VDEM and the Department of Military Affairs. VDEM is responsible for donations management.

**CONCEPT OF OPERATIONS**

- A. The primary responsibility for responding to emergencies and disasters rests with local government. When local resources have been fully committed to an incident and additional assistance is still required, local government will request assistance from the State EOC. The State EOC will coordinate the delivery of additional assistance as appropriate. If the state lacks sufficient resources to deal with the emergency or disaster, assistance is requested from the federal government.
- B. Annex A: Direction and Control explains how the State EOC provides such assistance to local governments. This annex provides additional information for specific resources.

## Functional Annex M:

**MUTUAL AID**

Contact: Bill Edmonson, VDEM, (804) 897-6500 ext. 6527

E-mail: [wedmonson@vdem.state.va.us](mailto:wedmonson@vdem.state.va.us)**MISSION**

The purpose of this annex is to set forth the task assignments and concept of operations for implementing in-state mutual aid under the Statewide Mutual Aid program (SMA) and/or interstate mutual aid in accordance with the Emergency Management Assistance Compact (EMAC).

**ORGANIZATION**

- A. The Statewide Mutual Aid Committee includes key representatives of the Virginia Association of Counties (VACo), the Virginia Municipal League (VML), and of emergency services member organizations representing emergency responders and emergency management officials statewide. The concept was initiated in 1995 by the State Fire Chiefs Association which continues to provide the Chair for the Committee and to maintains the current list of [SMA Committee Members](#). The Virginia Department of Emergency Management (VDEM) provides program staff support to the Committee and coordinates with participating localities to implement the program as needed, usually when responding to or recovering from a major disaster.
- B. EMAC is a national program developed and administered by the National Emergency Management Association (NEMA). Since 1996 when the program was approved by Congress, thirty-six states and two territories have signed-on by obtaining an official resolution of adoption from their legislative body. Virginia was one of the six original signatory states.
- C. VDEM has one Mutual Aid program manager and an on-call staff of 6-8 persons organized, trained, and ready to implement either SMA or EMAC on short notice. A nationwide network of EMAC points-of-contact and a statewide network of local SMA points-of-contact have been organized, mostly through state and local EOCs, and are prepared to implement either SMA or EMAC quickly.

**CONCEPT OF OPERATIONS**

- A. The Statewide Mutual Aid (SMA) program was developed to assist cities and counties 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. SMA resolves inconsistencies and uncertainties concerning the insurance and liability coverage of emergency workers when deployed from one locality to another and takes full advantage of opportunities for federal/state reimbursement of deployment-related costs.
- B. This program is supplemental to, and does not affect, existing day-to-day mutual aid agreements between adjacent or nearby localities.
- C. The program is in two parts. Under the [Authorizing Resolution](#) cities and counties will sign-on to the concept of statewide mutual aid thereby agreeing to provide assistance when asked and if able

to do so. Then, in time of emergency, an Event Agreement can be quickly developed and consummated whereby the specific manpower and equipment resources to be provided and the terms and conditions of the assistance will be identified and officially agreed to by both Requesting Party and Assisting Party.

- D. Under SMA, any type of assistance may be requested and provided. However, the types of personnel or task forces to be deployed most often will have been pre-identified and expected practices for insurance, liability coverage, and reimbursement will have been established in advance. In other words, form and structure will be provided in advance in order to establish common expectations and procedures for implementation. This guidance is included in the [SMA Implementation Guidebook](#).
- E. The Emergency Management Assistance Compact (EMAC) concept was originally developed following Hurricane Andrew, which devastated south Florida in 1992. Florida's Governor, Lawton Chiles, and several other southern governors wanted to be able to more effectively help each other in response to such a major disaster. Since then, the concept has expanded into what we now know as EMAC with more than half the states signing-on.
- F. EMAC provides form and structure to interstate mutual aid. It establishes procedures whereby a disaster-impacted state can request and receive assistance from other member states quickly and efficiently. It resolves two key issues up front: liability and reimbursement. The Requesting State (1) agrees to assume liability for out-of-state workers deployed under EMAC and (2) agrees to reimburse Assisting States (once proper, EMAC-specific documentation is provided) for all deployment-related costs.
- G. EMAC was implemented on a major scale in response to the Florida Wildfires in 1998, the Hurricane Floyd disaster in North Carolina in 1999, and the Montana Wildfires in 2000. For all events, EMAC has worked very well and provided much-needed assistance. Because of EMAC, member states now have a greater capability to respond to and recover from a major disaster. Within a few years, once other states realize the advantages of participation, EMAC is expected to expand into a truly nationwide program.
- H. To access the EMAC Implementation Guidebook or for additional information about EMAC, go to the [EMAC part of the NEMA web site](#).
- I. These two programs are similar in many ways:
  - 1. Both involve what is essentially an official contract between two parties for the deployment of specified personnel and equipment for a specified period to accomplish a pre-determined task or tasks.
  - 2. Both provide that the Requesting Party will reimburse the Assisting Party for all deployment-related costs.
  - 3. Both address, and to the maximum extent possible, resolve potential problems related to liability and insurance coverage issues.
  - 4. Provide for a pre-authorized agreement which greatly facilitates implementation during a "state of emergency" or "major disaster" declaration.
  - 5. Pre-identifies and "types" the composition of the most commonly-deployed resources or "task forces." For example, when a "Black Hawk helicopter" is requested, there is a common understanding of what personnel and resources are included. In order for such a

task force to be ready for deployment and self-contained, it should include a flight crew, a maintenance crew, and supporting materials and equipment as pre-determined in guidance provided by the National Guard Bureau (NGB). In other words, the resource has been “typed” in advance, prepared to deploy as a self-contained unit, and the composition of just what is being requested and what is being provided is much more easily communicated between requesting and assisting parties. Nevertheless, the detailed make-up of such a task force should be included in the EMAC agreement or contract.

Functional Annex O:  
**FINANCIAL MANAGEMENT**  
Contact: Harry Colestock, VDEM, (804) 897-6500 ext. 6539

## **MISSION**

This annex provides financial management guidance for the Department of Emergency Management and other state agencies which respond to a disaster to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established state and federal policies, regulations and standards.

## **ORGANIZATION**

- A. The Department of Emergency Management' Fiscal Director serves as the senior fiscal official during the emergency response phase and recovery. The Fiscal Director will direct the disposition and accounting of funds expended in accordance the Stafford Act in a presidentially-declared disaster. He/she will be responsible for keeping the State Coordinator informed on the status of all funds and current financial issues. That individual will have sufficient delegated authority to respond quickly to financial problems and coordinate with FEMA on financial issues.
- B. Other state agencies should keep strict accounting of their expenditures during a disaster. They must maintain records, receipts, and documents to support claims, purchases, reimbursements and disbursements and provide such information to the Department of Emergency Management.

## **CONCEPT OF OPERATIONS**

- A. Timely financial support of the extensive response activities will be crucial to success in saving lives and property. Innovative and expeditious means may be employed to achieve the financial operational support objectives, however it is mandatory that generally-accepted financial policies, principles, and regulations be employed in order to ensure against fraud, waste, abuse, and to achieve the proper control and correct use of public funds.
- B. The standard financial management policies and regulations which apply to each state agency and to each city and county should also be used in responding to disasters. VDEM will coordinate financial aspects of an emergency or disaster, however each local government and state agency is responsible for providing its own financial management and support to its response operations in the field. Funds to cover eligible costs for response activities will be provided through reimbursement.
- C. Each locality and each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls. A responsible official of each should be designated to ensure that actions taken and costs incurred are consistent with missions.
- D. Special care must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures in order to provide clear and reasonable accountability and justification for reimbursement. This will be necessary to facilitate the final closeout and support audits of financial records after the emergency phase.

- E. The Virginia Emergency Services and Disaster Law (Section 44-146.20) provides the authority to local government to expend available local funds to combat an emergency or disaster situation without regard to normal time-consuming procurement procedures. The Law (Sections 44-146.18:2. and 44-146.28) also provides a similar authority to agencies of state government. This ensures that the units of local and state government have the necessary financial resources to respond promptly to an emergency or disaster event.
- F. The Law (Section 44-146.28) provides the Governor with the authority to expend a "Sum Sufficient" to assist state agencies and local governments in meeting the financial obligations of an incident. However, it should be noted that use of this funding authority to assist state agencies and local governments with meeting any emergency- and disaster-related costs is discretionary. Each emergency or disaster event will be evaluated by the Governor on a case-by-case basis to determine if the "Sum Sufficient" or other funding sources may be used to reimburse state agencies and local governments for event-related expenses, in part or in full.
- G. In the event that an incident is related to a release of hazardous materials, the Commonwealth may take necessary action against the responsible party to collect reimbursement of costs on behalf of local and state agencies. This action will be based upon the event being classified as a state-level response. Reimbursement of local government of costs will be predicated upon the Commonwealth's collecting these monies as specified in the Law (Section 44-146.37).
- H. Local government should, therefore, be aware that VDEM will continue to assist them in obtaining the necessary resources to mitigate emergency and disaster events when situations exceed local capabilities. The role of VDEM will continue to be one of coordination and will not replace the authority or responsibility of local officials to exercise control over emergency or disaster events. Funding mechanisms exist at both the local the state level to deal with financial requirements of mitigating these events. Typically, financial responsibility for operations in a jurisdiction is the obligation of the impacted local government, unless other arrangements are detailed ahead of time. Operational costs for state agencies involved in a response will be handled by the individual state agencies, again, unless other arrangements are detailed ahead of time. Each emergency and disaster event is different, and thus possible reimbursement of related expenses from state or other funding sources will have to be evaluated on a case-by case basis.
- I. If the state requires federal funding, it will be authorized under the individual FEMA-State Agreement and passed to the state by electronic funds transfer through the Payment Management System (PMS) operated by the Department of Health and Human Services (HHS). After FEMA enters the authorized amount in the HHS PMS, the recipient state requests the funds transfer via computer communications to HHS. This FEMA process of payment advances is commonly referred to as "SmartLink."
- J. After the state agencies begin their initial response operations, it will be necessary for them to make an estimate of their total funding needs for the duration. Each agency should account for its costs and request reimbursement by each mission assignment/fund limitation.
- K. If the Federal Response Plan is activated, it is the responsibility of each primary agency to keep VDEM informed regarding the need for funding to conduct the operations of its ESF. Primary agencies should confer with support agencies on the need for funding for operations, and the primary agency should advise VDEM on the amount and distribution of funding.

- L. Each agency that is operating in a disaster area should identify a single point of contact for financial matters and provide that information to the State Coordinating Officer (SCO) at the Disaster Field Office (DFO). That person will organize and provide for financial support services at the DFO.
- M. When the Federal Response Plan is activated, the responsible financial official of the federal department or agency reviews the reimbursement request from the state to determine that the information is complete and presented in the request accounting format. Expenditures are reviewed to make sure they are relevant to the mission assigned and that claimed costs are reasonable and supported. All reimbursement requests should cite the specific letter of activation or mission assignment (with its respective fund limitation) under which the work was performed, along with the disaster number (supplied by FEMA). Therefore, costs incurred by departments and agencies must be accounted for by state, by ESF, and separate reimbursements requested. In other words, billings must be presented against each separate mission assignment and the associated fund limitation which has been issued to the agency.
- N. Additional guidance and information is provided in the State EOP, Volume 2, Disaster Recovery Plan.