



# COMMONWEALTH of VIRGINIA

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November 1, 2012

### Memorandum:

To: The Honorable Robert F. McDonnell, Governor  
Members of the General Assembly

A handwritten signature in blue ink, appearing to read "Michael M. Cline".

From: Michael M. Cline

Subject: Annual Statewide Drill on Response to Large Scale Disaster Report – FY2012

Attached is the report required by the *Code of Virginia*, §44-146.17:2 - "Annual Statewide Drill." Submitted in the form of an Executive Summary, the report documents the overall operational and program requirements essential to examine or test the Commonwealth's response to major disasters.

The annual Virginia Emergency Response Team Exercise (VERTEX) series is intended to prepare the Commonwealth of Virginia for potential threats by measuring current capabilities, policies, and procedures against the requirements to properly mitigate, respond to, and recover from man-made and natural disasters impacting the Commonwealth.

If you have questions or require additional information, please contact me.

MMC/GOU/bcf

Cc: The Honorable Marla Graff Decker, Secretary of Public Safety  
Jack E. King, Chief Deputy State Coordinator  
Brett A. Burdick, Deputy State Coordinator  
Susan Mongold, Division Director, Office of Training and Exercises  
George Urquhart, Senior Program Project Manager and Legislative Liaison

# 2012 Virginia Emergency Response Team Exercise Series

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Executive Summary  
Prepared for the General Assembly



**Publication Date: October 29, 2012**

Abstract: This document contains an overview of exercise discussions that took place during the 2012 Virginia Emergency Response Team Exercise (VERTEX) series activities, to include scenario details, exercise objectives and agency participation.

# ADMINISTRATIVE HANDLING INSTRUCTIONS

The title of this document is the Virginia Department of Emergency Management (VDEM) 2012 Virginia Emergency Response Team Exercise (VERTEX) After-Action Report.

For more information about this exercise, consult the following points of contact:

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# EXECUTIVE SUMMARY

The annual Virginia Emergency Response Team Exercise (VERTEX) series is intended to Prepare the Commonwealth of Virginia for potential threats by measuring current capabilities, policies, and procedures against the requirements to properly mitigate, respond to, and recover from man-made and natural disasters impacting the Commonwealth. In 2012, VERTEX was a three-part exercise series focusing on State preparedness in the core capabilities areas of critical transportation, operational coordination, planning and public/private services and resources.

The overarching purpose of the 2012 VERTEX series was to develop and test a strategy to respond to and manage a large crowd and traffic incident exercising the traffic control infrastructure, electrical power and communications systems. This was done through definition of the threat, identification of vulnerable sectors and processes, assessment of impacts and evaluation of potential

countermeasures, in accordance with Virginia Code § 44-146.17:2. The purpose of the Recovery and Restoration Workshop was to provide information sharing on the plans and processes in place to direct power and communications restoration after an incident.

MAJOR SERIES STRENGTHS	SERIES AREAS FOR IMPROVEMENT
<i>The major power and communication providers have a defined and rehearsed plan for restoration and recovery from power outages and the coordination of restoration activities between sectors.</i>	<i>Provide opportunities for education and discussion between major power and communication providers and local emergency managers.</i>
<i>Public transportation identified the need to coordinate with local governments to appropriately plan for the care and security of anticipated crowds.</i>	<i>Create a crowd control plan that focuses on use of Metro stations as gathering points during an incident.</i>
<i>Local, state and federal law enforcement entities have well developed traffic control points with staff trained and practiced in management of the posts; plans for a Unified Command during an evacuation are in place.</i>	<i>Develop a plan to update the High Occupancy Vehicle (HOV) gates in order to operate the traffic control infrastructure remotely. .</i>
<i>Federal, State and Local emergency management entities have incident management and transportation/evacuation plans in place which have been trained and exercised.</i>	<i>A Multi-Agency Coordination System (MACS) used to integrate and coordinate multi-agency emergency response and management should be developed for large scale event planning involving mass transportation and possible evacuation activities.</i>

## SCENARIO DEVELOPMENT

The scenario for the 2012 VERTEX series was drawn from the lesson learned following the 2009 Presidential Inauguration. As a regional event, the Presidential Inauguration has become a record setting event drawing enormous crowds. For the 2009 Presidential Inauguration an estimated 1.8 million people were present on the National Mall and along the Inaugural parade route for the swearing-in ceremony. The 2009 Inauguration constituted the largest event in the history of the nation's capital.

The Inauguration presented federal, state, regional, local, and non-governmental organizations with unique and complex challenges. The foremost challenge was how to balance the strict security requirements of the Inauguration with the desire to make the event as open and accessible to the public as possible. The Inauguration demanded numerous, additional emergency planning and response operations beyond those related to security. National Capital Region (NCR) partners had to prepare for millions of visitors, crowds at outdoor Inaugural events, cold weather, and other variables and contingencies.

These factors required that NCR partners coordinate their emergency planning, support, and response efforts to an unprecedented degree. Regional collaboration spanned a range of institutions and activities, including communications, emergency management, external affairs, mass care, medical care, public health, and transportation. Further, NCR partners had to be prepared to meet Inauguration contingencies while still providing day-to-day services to the region's residents.

Since the 2009 Presidential Inauguration the NCR including Virginia's northern localities and transportation infrastructure, has developed evacuation and transportation plans enhancing operational communications and coordination. However the ability to test these plans and make adjustments prior to a pending Presidential Inauguration was considered a critical element as well as an opportunity to activate and expand the Virginia Emergency Response Team to include private sector and federal partners.

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# SECTION 1: EXERCISE OVERVIEW

## Exercise Details

### Exercise Name

Virginia Department of Emergency Management (VDEM) 2012 Virginia Emergency Response Team Exercise (VERTEX) Series

### Type of Exercise(s)

Workshop and Drill

### Exercise Location and Date(s)

Power Restoration and Recover Workshop - Richmond – May 17, 2012  
Northern Virginia Evacuation Drill – Arlington - July 24, 2012  
Presidential Inauguration Workshop – Fairfax - September 10, 2012

### Duration

Power Restoration and Recover workshop – 4 hours  
Northern Virginia Evacuation Drill – 6 hours  
Presidential Inauguration Workshop – 7 hours

### Sponsor

VDEM

### Program

Fiscal Year 2011 State Homeland Security Grant Program

### Mission

Prepare, Respond, Recover

### Core Capabilities

Critical Transportation  
Operational Communications  
Operational Coordination  
Planning  
Public and Private Services and Resources

### Scenario Type

Large scale event requiring traffic management and evacuation exercising the traffic control infrastructure, electrical power and communications systems. (Inauguration and Evacuation) (Communications & Power Failure)

## Number of Attendees

Power & Communications Restoration and Recovery Workshop – 40  
Northern Virginia Evacuation Drill – 100  
Presidential Inauguration Workshop – 67



## Participating Organizations

The following Federal, State, and local agencies attended the 2012 VERTEX Exercise Series:

Federal Agencies/Private Non-Profits	State Agencies	Localities
<ul style="list-style-type: none"> <li>• EWA Phoenix</li> <li>• Homeland Security and Emergency Management Agency (Washington, DC)</li> <li>• Iteris, Inc.</li> <li>• Metropolitan Area Transportation Operations Coordination program</li> <li>• National Capital Region Radio Cache</li> <li>• American Red Cross</li> <li>• Appalachian Power</li> <li>• Cox Communication</li> <li>• Dominion Virginia Power</li> <li>• US Department of Defense</li> <li>• US Department of Health</li> <li>• US Government Accountability Office</li> <li>• US Office of Personnel Management</li> <li>• US Park Police</li> <li>• US Marine Corps</li> <li>• Washington Metropolitan Area Transit Authority</li> <li>• National Capitol Region Incident Management Team</li> <li>• Metropolitan Washington Airports Authority</li> <li>• National Capitol Police</li> <li>• Metro Transit Police</li> <li>• Military District of Washington (MCW)</li> <li>• Verizon</li> </ul>	<ul style="list-style-type: none"> <li>• Virginia Department of Emergency Management</li> <li>• Commonwealth of Virginia Office of the Governor</li> <li>• George Mason University</li> <li>• Northern Virginia Community College</li> <li>• Virginia Army National Guard</li> <li>• Virginia Fusion Center</li> <li>• Virginia State Police</li> <li>• Virginia Department of Transportation</li> <li>• Virginia Department of Military Affairs</li> <li>• Virginia Department of Health</li> <li>• Virginia Department of Social Services</li> <li>• Department of Rail and Public Transportation</li> <li>• Virginia Rail Express–AMTRAK</li> </ul>	<ul style="list-style-type: none"> <li>• Arlington County</li> <li>• City of Alexandria</li> <li>• City of Fairfax</li> <li>• City of Falls Church</li> <li>• City of Manassas</li> <li>• City of Manassas Park</li> <li>• Fairfax County</li> <li>• Loudoun County</li> <li>• Prince William County</li> <li>• Stafford County</li> </ul>

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## SECTION 2: EXERCISE DESIGN SUMMARY

### Exercise Purpose and Design

The overarching purpose of the 2012 Virginia Emergency Response Team Exercise (VERTEX) series was to develop and test a strategy to respond to and manage a large crowd and traffic incident testing the traffic control infrastructure, electrical power and communications systems. This was done through definition of the threat, identification of vulnerable sectors and processes, assessment of impacts and evaluation of potential countermeasures, in accordance with Virginia Code § 44-146.17:2. The purpose of the Recovery and Restoration Workshop was to provide information sharing on the plans and processes in place to direct power and communications restoration after an incident.

### Exercise Objectives

Exercise	Objectives
Recovery and Restoration Workshop	<ul style="list-style-type: none"> <li>• To promote dialogue between stakeholders in state and local government with key infrastructure sectors through briefings and open forum discussion.</li> </ul>
Northern Virginia Evacuation Drill	<ul style="list-style-type: none"> <li>• Conduct a facilitated staff-ride/on-site reconnaissance for key leaders and operators of the jurisdictions and agencies listed within the Northern Virginia Evacuation Technical Support Plan.</li> <li>• Review the current Northern Virginia Evacuation Technical Support Plan; identify gaps within the plan.</li> <li>• Evaluate the feasibility to execute the Northern Virginia Evacuation Technical Support Plan in a real-world setting, ensuring routes, transfer points, and interoperable communications sufficiently meets the intent of Virginia Code § 44-146.14.</li> </ul>
Presidential Inauguration Workshop	<ul style="list-style-type: none"> <li>• Develop a Commonwealth of Virginia Presidential Inauguration plan that incorporates all facets of jurisdictional response.</li> <li>• Strengthen the existing interaction, planning, and communication between state and local emergency management, law enforcement, military, emergency response, and public safety agencies.</li> <li>• Identify gaps and needs.</li> </ul>

## **Exercise Summaries**

### **Recovery and Restoration Workshop**

The Virginia Department of Emergency Management (VDEM) conducted the VERTEX 2012 Recovery and Restoration Workshop on May 17, 2012. The purpose of the VERTEX 2012 Northern Virginia Evacuation Drill was to promote dialogue between stakeholders in state and local government with key infrastructure sectors through briefings and open forum discussion. With 40 representatives of the Virginia Emergency Response Team (VERT) state agencies and private sector power and communication companies in attendance, the discussion focused on the key elements of information sharing for the coordination of restoration activities between sectors. Cox Communications, Appalachian Power, Dominion Virginia Power and Verizon used their respective company's Hurricane Irene timeline and statistics to show the actual after action report and improvement plan.

Through this workshop the VERT was able to identify business process improvement needs and to develop education and information sharing opportunities for the sectors to work closer with local emergency management. One area that was discussed were the business resiliency elements (employee, customer and business partners, training, tools) and what information is still needed in the coordination between the private sector and emergency management.

### **Northern Virginia Evacuation Drill**

The Virginia Department of Emergency Management (VDEM) conducted the VERTEX 2012 Northern Virginia Evacuation Drill on Tuesday, July 24, 2012. The purpose of the VERTEX 2012 Northern Virginia Evacuation Drill was to provide a rehearsal of concept of the Northern Virginia Evacuation Technical Support Plan through a ground-level view of routes, facilities, and agency portions of the plan in response to an intentional event. This exercise provided the opportunity for Federal, State, local, and private sector entities to obtain a visual overview and physical experience of an evacuation from the NCR area.

The following objectives were evaluated during the evacuation drill:

- Conduct a facilitated staff-ride/on-site reconnaissance for key leaders and operators of the jurisdictions and agencies listed within the Northern Virginia Evacuation Technical Support Plan.
- Review the current Northern Virginia Evacuation Technical Support Plan; identify gaps within the plan.
- Evaluate the feasibility to execute the Northern Virginia Evacuation Technical Support Plan in a real-world setting, ensuring routes, transfer points, and interoperable communications sufficiently meets the intent of Virginia Code § 44-146.14.

There were approximately 100 participants, facilitators, and note takers in attendance at the drill. The group gathered at the Northern Virginia Community College to learn about:

- Lessons Learned from the Northern Virginia Evacuation and Winter Storm
- Regional Mass Transportation Evacuation Preparedness Plans (including plans for area's

- traffic management, mass care, and sheltering)
- Northern Virginia Evacuation Technical Support Plan

Upon completion of the informative portion of the exercise, drill participants were divided into three groups, consisting of representatives from Federal, State, and local agencies, for the ground-level tour. The tour began with attendees being transported via bus from the Northern Virginia Community College–Woodbridge Campus to Arlington for a series of three distinct presentations conducted by evacuation plan subject-matter experts (SMEs). The presentations were delivered by officials from Arlington County Office of Emergency Management (OEM), Virginia State Police (VSP), Virginia Department of Transportation (VDOT), U.S. Park Police, and the Washington Metropolitan Area Transportation Authority (WMATA).

During the return trip to the Woodbridge Campus, the buses stopped to observe a traffic control point (TCP) located at Shirlington Circle. This TCP allowed participants to visualize how VSP and VDOT would manage the process of closing, reversing, or otherwise diverting traffic to support evacuation needs. Finally the participants reconvened on the Woodbridge Campus and participated in a facilitated discussion. This discussion was used to develop the exercises' After Action Report.

## **Presidential Inauguration Workshop**

On Monday, September 10, 2012 the Virginia Department of Emergency Management (VDEM) conducted a seven hour Workshop focusing on the 2012 Presidential Inauguration Plan. The purpose of the VERTEX 2012: Inauguration Planning Workshop is to coordinate contingency plans for the January 21, 2013, Presidential Inauguration.

Designed as a workshop, the program included an overview of the 2009 Presidential Inauguration After Action Report. By examining the coordination from 2009, statistics, modifications and enhancements to the EVAC plan, the inauguration timeline of key events, and considerations for the upcoming inauguration the assembled 67 participants were able to develop a plan for the 2013 Presidential Inauguration. Subject matter experts continued the discussion by providing an overview for areas of interest including: Situational Awareness, Communications & Logistics, Concept of Operations, and Anticipated Positioning of Assets.

Lunch was provided, and the participants were given an opportunity to network and discuss the questions that arose during the presentations. One new planning element was the concept of a regional Multi-Agency Coordination (MAC) system. A multi-agency coordination system incorporates facilities, information systems, internal and external communication systems, interagency reciprocal, and mutual aid agreements, common procedures, terminology, training and qualifications, all integrated into a common operating system that ensures effective interagency and inter-jurisdictional coordination. The participants discussed the benefit of forming a MAC and established a follow-up meeting schedule.