

# COMMONWEALTH OF VIRGINIA

## Department of Emergency Management

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**CURTIS C. BROWN**  
State Coordinator of  
Emergency Management

**ERIN SUTTON**  
Chief Deputy State Coordinator  
of Emergency Management

December 3, 2021

Dear Reader,

On behalf of the Virginia Department of Emergency Management, thank you for your patience with the additional time needed for the submission of our annual reports. Since January 2020, our small team of around 150 teammates has been working 24/7/365 serving our citizens and visitors across the Commonwealth through dozens of natural and humanmade disasters and large-scale events. This includes several significant rallies, flooding events, civil unrest, COVID-19 testing and vaccinations, inauguration, the Capitol riot, a cyber attack on critical infrastructure, hundreds of protests, repatriation, winter weather, hurricane season, and numerous other high-profile and impactful incidents. My agency is ready to help, and here to serve. Thank you.

Respectfully,

A handwritten signature in black ink, appearing to read "Curtis C. Brown".

Curtis Brown, State Coordinator



Virginia Department of  
Emergency Management

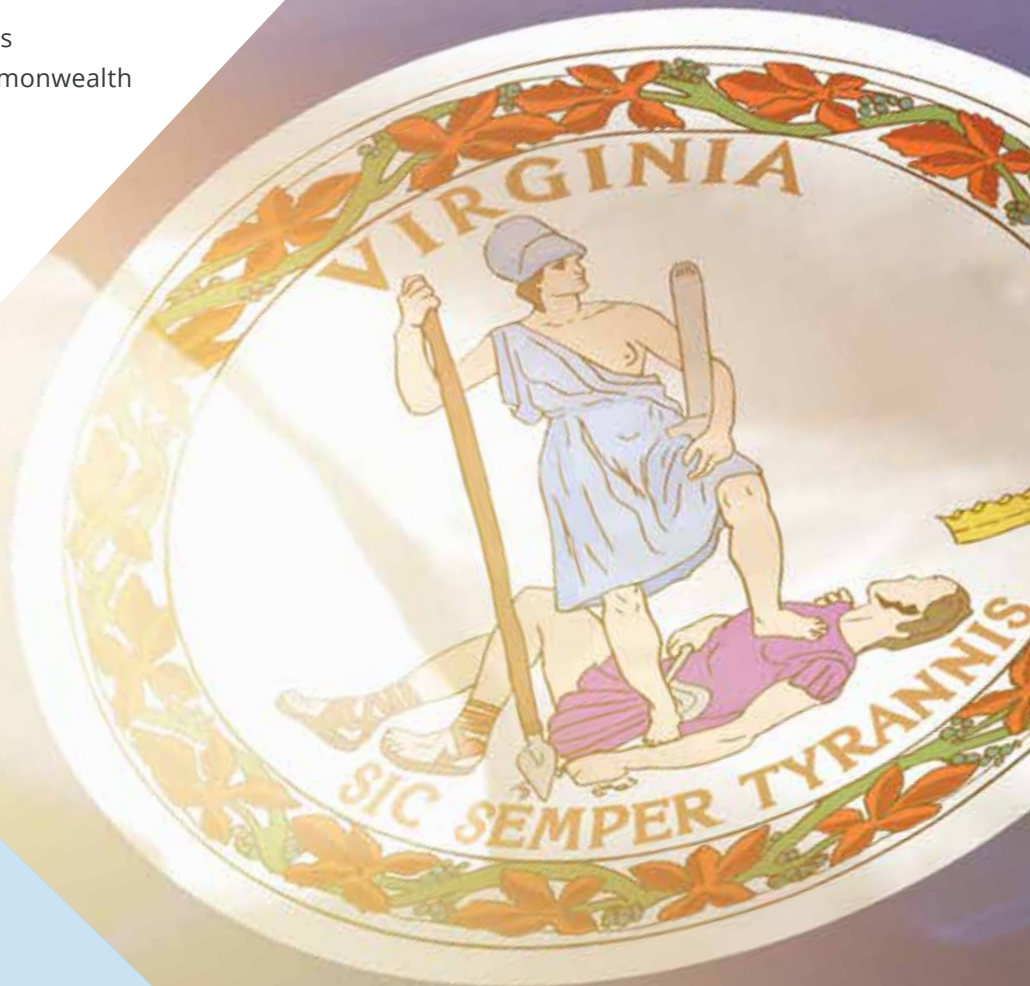


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**Curtis Brown**  
*State Coordinator*

In the past year (and before that as well), the word “resilience” has come to hold many meanings concerning the state of our Commonwealth. The events and experiences described in this report have stretched our capacity to respond to historic crises, which have dramatically altered the space of disaster management. These dynamic and evolving threats forced our agency to evolve, adapt, and pivot again and again, often within the course of an afternoon to meet the needs of this rapidly changing landscape. As this report is written during the 2021 hurricane season, we will undoubtedly see more than a dozen significant storm events, and possibly more. Last year, Hurricane Elsa was the first hurricane of that season and made a direct track through Virginia bringing with it rainfall and tropical storm-force winds to wide swaths of the Commonwealth.

Currently, the Commonwealth is dealing with substantial flash flooding and destruction in western Virginia left in the wake of ten inches of rainfall that fell in less than 90 minutes. There has been a continued push to fight the COVID-19 pandemic with free and accessible vaccination sites that have allowed Virginia to achieve the 70% vaccination rate for adults set by President Biden in the first year of his administration. The Colonial Pipeline cyberattack which disrupted critical infrastructure and caused regional fuel shortages is still fresh in the state’s consciousness, highlighting the diverse and emergent threats we are facing. Our team has also shifted significant resources, literally overnight, to assist with the repatriation of thousands of Americans, and the evacuation of tens of thousands of Afghans for Operation Allies Welcome. The numerous, high-profile incidents in which we have been engaged, validated the force-multiplying effect of a whole-of-government approach. The current disaster management landscape has been shaped in the wake of a global virus and has required us to conceptualize how to leverage the state’s physical and personnel assets to expand capacity in the maintenance of the welfare of our neighbors and our communities — especially those who have been historically and disproportionately impacted by disasters. Unfortunately, the pace and complexity of these incidents has also shown that our agency, and the emergency management enterprise as a whole, is dramatically underfunded and under-resourced.

VDEM works collaboratively, fostering intergovernmental dialogue with local government, state, tribal, and federal agencies, and other private, non-profit, and voluntary organizations. The most apparent example was the effort to combat the rapidly growing virus where under the direction of the Governor, dozens of state agencies and hundreds of state employees laid the foundation for an incident that has tested the resources and resolve of our country and our Commonwealth. This led to the largest Unified Command structure, and the largest Joint Information Center, and the corresponding communications campaign in Virginia’s history.

This year witnessed the concurrent support of five disaster events by the Virginia Emergency Support Team (VEST), which included the COVID-19 pandemic. There were a total of eight events in the past year which required VEST activation or support. In response to the pandemic, the VEST and VDEM regional staff coordinated the acquisition of over 195,000,000 pieces of personal protective equipment, the setup of 12 State Supported Community Vaccination Centers and deployment of 148 Mobile Vaccination Clinics as well as the administration of more than 490,000 vaccinations. Fifteen swiftwater rescue teams were immediately deployed from across the state to assist in disaster rescue and recovery efforts from flash rainfall and mudslides in Buchanan County. Continued responses during protests, cybersecurity threats, and supporting regional response to events beyond the Commonwealth’s borders have required not only sustained operations but also an increase in resources and scalability of operations.


This report reflects the work VDEM has undertaken in the last year. It is not only a summary of current data sets and information but also the dedicated work of the more than 150 members who comprise the Virginia Department of Emergency Management. Although VDEM is a small agency, we stand ready to support our local, state, tribal, and federal partners as we work collaboratively to ensure the safety and well-being of all Virginians. Our efforts continue beyond the scope of one single incident, threat, or disaster to develop the resources that expand our capabilities to meet the ever expanding scope of emergency management. It is a challenge we are proud to meet to push forward development in the creation of a resilient and ready Virginia.

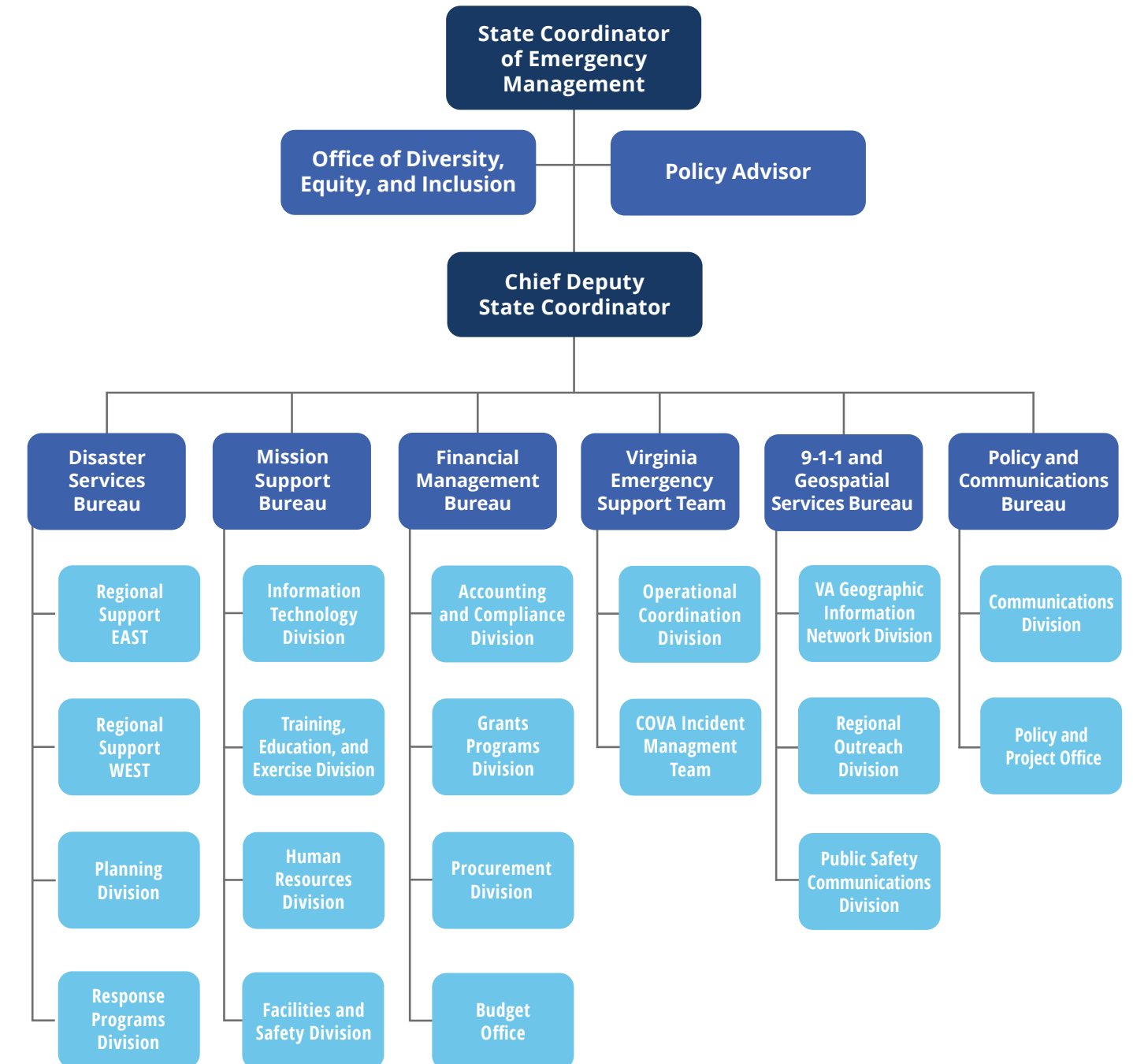
Curtis Brown  
*State Coordinator*





VDEM continues to improve its readiness by planning for all hazards and improving our statewide response system. We accomplish this by providing training, equipping teams with the best technology, and exercising together as a team comprising local, state, and federal governments; private sector partners; and non-governmental organizations. VDEM can now amplify its readiness with the addition of 9-1-1 and geospatial services offered to its stakeholders.

 **Virginia Department of Emergency Management**  
Functional Organizational Chart – October 2021



## Authority

In July 1973, Virginia took measures to ensure that the Commonwealth and its residents would be protected from the effects of disasters, both natural and human-caused. Just 13 months after Hurricane Agnes caused record-breaking flooding, the Virginia Office of Emergency Services was created. The office was renamed the Virginia Department of Emergency Management (VDEM) in 2000 (Va. Code Ann. § 44-146.18). Today, VDEM works with with local, state, tribal, and federal agencies and voluntary organizations to provide crucial resources during all hazard disasters.

VDEM's mission is to lead Virginia's prevention, protection, mitigation, response, and recovery efforts to save lives and protect all Virginians, prioritizing under-resourced communities and embracing equity. It is a call we fulfill to ensure the security and resilience of every community in the state, and to drive equitable mitigation and recovery outcomes.

The agency's newest partners, the 9-1-1 Services and Virginia Geographic Information Network (VGIN) Advisory Boards, offer additional support to VDEM's mission through a variety of 9-1-1 and geospatial services. We continue our partnership with government and private sector parties to coordinate the state's emergency preparedness, mitigation, response, and recovery.

## Responsibility

New threats and vulnerabilities arise constantly in our dynamic risk environment. From threats of terror to hurricanes, from cybersecurity breaches to flooding, today's challenges are the focus at VDEM, in an agency that evolves to address them. While some threats strike with little to no warning, others provide time for VDEM to work jointly with federal and local partners to prepare, mitigate, and respond to the event.

## Leadership



### **Curtis Brown** | *State Coordinator of Emergency Management*

In June of 2020, Virginia Governor Ralph Northam named Curtis Brown the State Coordinator of Emergency Management, calling on this seasoned emergency manager to take on the leadership role at VDEM. Mr. Brown was promoted to this position after serving as VDEM's Chief Deputy State Coordinator for six years. He also served as the Chief Diversity and Inclusion Officer in his prior position.

Curtis Brown has homeland security and emergency management policy experience at the federal, state, and local levels. Within VDEM, he also served as Deputy Secretary of Public Safety and Homeland Security in Virginia, and he was the Chief Deputy State Coordinator at VDEM from 2014 to 2015. Prior to serving in that role, he was Regional Emergency Management Administrator for the Hampton Roads Planning District Commission, was a member of the professional staff on the U.S. House of Representatives Committee on Homeland Security, and was Senior Special Assistant to the Governor in the Office of Commonwealth Preparedness in the Kaine Administration.

Mr. Brown holds a Bachelor of Science in Political Science from Radford University, a Master of Public Administration from Virginia Tech, and a Master of Arts in Homeland Security and Emergency Preparedness from Virginia Commonwealth University. He is a graduate of the Naval Postgraduate School's Executive Leaders Program, Virginia Executive Institute, Commonwealth Management Institute, and FEMA's National Emergency Management Executive Leadership Academy in Virginia. He has also been named a Certified Emergency Manager (CEM) by the International Association of Emergency Managers.



### **Erin Sutton** | *Chief Deputy State Coordinator*

In October 2020, Erin Sutton was appointed by Governor Ralph Northam as Chief Deputy State Coordinator of Virginia Emergency Management to lead the Virginia Department of Emergency Management. She is the second woman to hold this position, and is the first female leader to come from a local government.

Ms. Sutton has worked in the field of emergency management for more than 15 years. Most recently, she served as Director of the City of Virginia Beach Office of Emergency Management, a position she had held since 2014. Prior to that role, she held several positions within the Virginia Beach Department of Public Health, where she helped develop the Virginia Beach Medical Reserve Corps and led the citywide pandemic planning effort as Emergency Planner.

Ms. Sutton holds a master's degree in Microbiology and Immunology from Wright State University in Dayton, Ohio. She also earned a bachelor's degree in Biology at Radford University. Among her credentials, she is a Certified Emergency Manager, Certified Floodplain Manager, and has her Project Management Professional certification.



### **John Northon** | *Deputy State Coordinator, Disaster Services Bureau*

John Northon began working for VDEM in January 2018, as the Training, Education, and Exercise Division Director. In July 2019, he was promoted to and currently serves as the Deputy State Coordinator, Disaster Services Bureau. Mr. Northon served for 20 years in the United States Air Force. Throughout his 20 years, he served multiple deployments to Kenya, Iraq, Afghanistan, and many other countries in the Middle East. He retired from active duty in 2014.

Mr. Northon graduated from the United States Air Force Academy and was commissioned as a Second Lieutenant and assigned to the Security Police (later Security Forces) career field. He holds a master's degree in Emergency and Disaster Management from American Military University.



### **Andres Alvarez** | *Deputy State Coordinator, Mission Support Bureau*

Andres Alvarez serves on the executive leadership team of VDEM, and oversees information technology, human resources, facilities and safety, as well as the training, education, and exercise functions of the agency. Mr. Alvarez joined VDEM after serving as Chief of Administration at the Virginia Department of Forestry. He also served as Director of Consumer Protection at the Virginia Department of Agriculture and Consumer Services, and as Planning Director and Administration Bureau Commander with the Portsmouth, Virginia, Police Department.

Mr. Alvarez is the past president of the North American Gaming Regulators Association, and a former member of the Virginia Motor Vehicle Dealer Board and the Virginia Board for Towing and Recovery Operators. He is a graduate of the Virginia Executive Institute, the Virginia Natural Resources Leadership Institute, and the Executive Education program at Harvard University, John F. Kennedy School of Government. He received a Bachelor of Science degree in Management Information Systems and a Master's of Business Administration, both from Old Dominion University.



### **Dorothy Spears-Dean** | *Deputy State Coordinator, 9-1-1 and Geospatial Services Bureau*

Dr. Spears-Dean joined VDEM on July 1, 2020, as leader of the agency's 9-1-1 and Geospatial Services (NGS) Bureau. This bureau is responsible for providing legislatively mandated services to a wide range of stakeholder and constituency groups, in partnership with the 9-1-1 Services and Virginia Geographic Information Services (VGIN) Advisory Boards.

Prior to joining VDEM, Dr. Spears-Dean was employed by the Virginia Information Technologies Agency

(VITA) as the Public Safety Communications Coordinator for the Commonwealth of Virginia. She holds a Ph.D. in Public Policy from Virginia Commonwealth University, an MBA from the University of Richmond, and a Bachelor of Arts from The College of William and Mary.

As a public safety practitioner and administrator, Dr. Spears-Dean has served in a variety of capacities. Currently, she is an appointee to the Federal Communications Commission's Communications Security, Reliability, and Interoperability Council (CSRIC). She has also served as a National Association of State 9-1-1 Administrators (NASNA) Board Member, and she is a subject matter expert for several United States Department of Homeland Security work groups. Dr. Spears-Dean is an accomplished author, presenter, and the recipient of the 2017 "Outstanding Government Leader" award, a national recognition presented by the NG9-1-1 Institute.

### **Cheryl Adkins** | *Deputy State Coordinator, Financial Management Bureau*

Cheryl Adkins is the Chief Financial Officer of VDEM. Before being named CFO in 2017, she served as VDEM's Grants Director, a position she held since 2003.

Ms. Adkins is responsible for all of the agency's financial operations, including budgeting, purchasing, grants management, and accounting functions. She also heads up the Commonwealth's disaster financing and plays a key role in the continued development of FEMA programs.



### **Michelle Oblinsky** | *VEST Bureau Chief*

As VEST Bureau Chief, Michelle Oblinsky works with VDEM and other state agencies to ensure the readiness of the VEST and the Virginia Emergency Operation Center systems. She previously served as the Deputy Coordinator of Emergency Management for Chesterfield County, and as Emergency Management Planner for the City of Chesapeake.

She is recognized as both a Certified Emergency Manager with the International Association of Emergency Managers, and as a Professional Emergency Manager in Virginia. Ms. Oblinsky has completed the National Emergency Management Advanced Academy, as well as the National Emergency Management Executive Academy. She has been active on the board for the Virginia Emergency Management Association (VEMA) since 2010 and currently serves as the VDEM Representative to the VEMA Board of Directors. Ms. Oblinsky holds a master's degree in Geography Planning from UNC Charlotte, as well as a bachelor's degree in planning from Virginia Tech.



### **Dillon Taylor** | *Chief of Staff*

Dillon Taylor serves as the Chief of Staff and Senior Counsel at the Virginia Department of Emergency Management. Prior to this role, he served as the Assistant Director of External Affairs, where he was responsible for coordinating VDEM's legislative efforts and communication with elected officials at the local, state, and federal levels.

Before joining VDEM in early 2018, Dillon worked as an honors attorney with the U.S. Department of Transportation and the National Transportation Safety Board, where he worked on rulemaking, enforcement, litigation, arbitration, and aviation accident investigations. Dillon obtained his law degree from the University of Richmond School of Law, and he is currently an adjunct professor of law at the University of Richmond. Prior to law school, Dillon spent nine years as a professional firefighter and engineer with the Northwest Fire District in Pima County, Arizona. He was assigned to the special operations team as a dual-trained hazardous materials and technical rescue technician specializing in multi-agency response and project management.



### **Lauren Opett** | *Communications and Chief Agency Spokesperson*

Lauren Opett has been with VDEM since 2013. In her current role, she directs and implements communications strategies that support the Commonwealth's emergency management mission, coordinates the release of statewide emergency/disaster public information messages, and leads the Virginia Joint Information Center during emergencies. During her tenure with VDEM, she has served as JIC Manager for several state activations in the Virginia Emergency Operations Center for situations including hurricanes, tropical storms, tornado outbreaks, winter storms, first amendment events, and the most recently, the pandemic.

Ms. Opett has worked in the fields of homeland security and emergency management both at the federal and state level for more than 15 years. She is certified as a Professional Emergency Manager in Virginia and a Master Exercise Practitioner. Lauren is an adjunct instructor for FEMA and a member of the International Association of Emergency Managers. She previously served on the board of the Virginia Emergency Management Association.

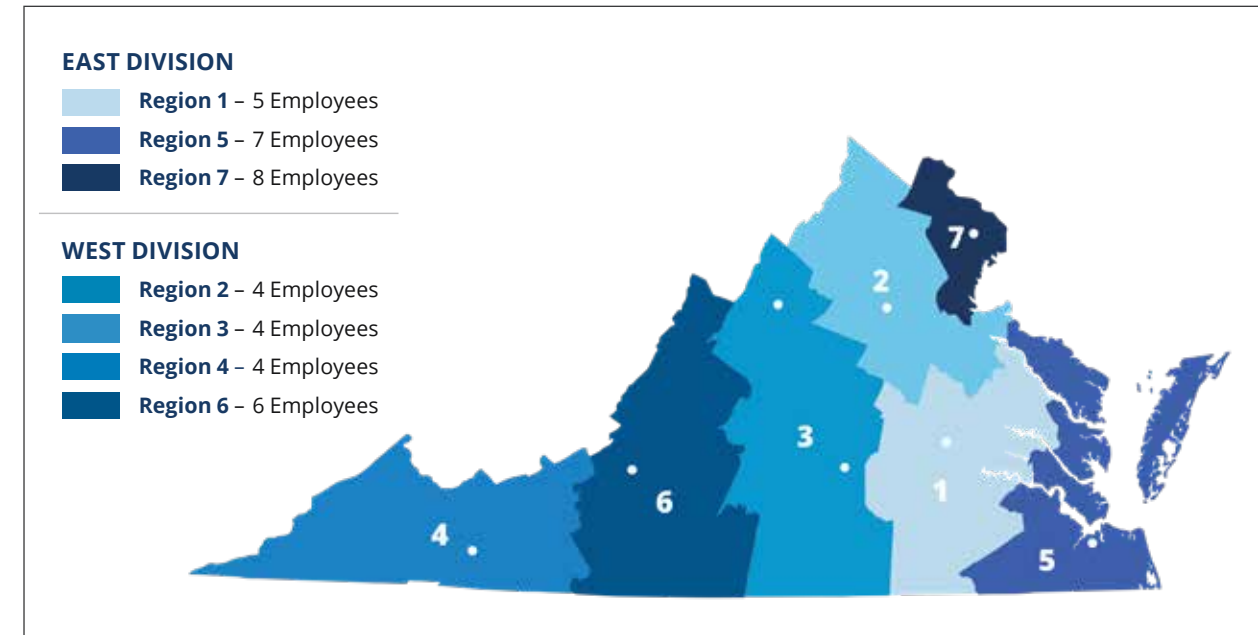
Ms. Opett holds a master's degree in Emergency and Disaster Management from American Military University and a bachelor's degree from Virginia Tech.



### **Desiré Branch-Ellis** | *Policy Advisor*

Desiré Branch-Ellis serves as the Policy Advisor at the Virginia Department of Emergency Management. In this role, she is primarily responsible for the integration of public health and emergency management. Prior to joining the VDEM team, she worked in Governor Ralph Northam's administration as the Executive Assistant to the Secretary of Agriculture and Forestry and Restoration of Rights Specialist. Ms. Ellis graduated from the Rollins School of Public Health at Emory University with a Master of Public Health and a certificate in the Socio-Contextual Determinants of Health.





## The Disaster Services Bureau: Ready to Respond

VDEM's Disaster Services Bureau is designed for effective planning and quick response to support Virginia's local governments. This year marked a particularly active period for all involved. The bureau has four divisions: Regional Support East, Regional Support West, Response Programs, and Planning.

### Regional Support Divisions (East and West)

VDEM has seven regional offices, which are split into East and West Divisions. Each regional office is led by a Chief Regional Coordinator and a team of professional emergency managers who work with local partners to help ensure a fast, agile, and integrated approach to disaster response and recovery. Members of VDEM's Training, Education, and Exercise Division (TEED) and Search and Rescue (SAR) programs are also embedded in each division.

The divisions are divided into seven regional offices that opened in 2016, from where over 25 percent of our staff stands ready to serve across the state. Increasing the department's regional capacity has put VDEM in a better position to support local and regional planning, response, and recovery operations.

Of note this past year were the continued responses to COVID-19 and the first and second amendment protests. Regional Support assisted with securing locations, setup, and operation of 12 State Supported Community Vaccination Centers, as well as 148 Mobile Vaccination Clinics throughout the Commonwealth. These efforts resulted in over 490,000 vaccinations being administered. Regional Support staff continued working in virtual support to localities and built or strengthened many partnerships, especially with the health community. A significant effort was given to the distribution of requested personal protective equipment, which is continuing throughout the Commonwealth.

The January 6 Capitol Invasion saw regional staff activated to support the requirements of Virginia State Police (VSP) and Northern Virginia Law Enforcement agencies deploying into D.C. Regional staff were part of the Virginia portion of the incident and consequence management plan for the 59th Presidential Inauguration, and supported the Unified Command for the Lee Monument Removal Project. Regional staff routinely deploy to assist localities and tribes in their response to incidents or events when assistance was needed in person. In the past year, staff served in Incident Management Team roles, supported supply efforts, and facilitated communications needs as requested.

### Response Programs Division

The Response Programs Division oversees VDEM's Special Operations Branch and Disaster Logistics Branch.

### Special Operations Branch

**Search and Rescue:** The Search and Rescue (SAR) program began in 1985 with agency support of a statewide training event organized by a small handful of volunteers. Currently, there are 20 volunteer SAR teams in Virginia, with nearly 500 volunteers who are supervised and trained VDEM personnel. These teams are on call 24/7, and their capabilities include ground search and rescue, wilderness technical rescue, cave rescue, K9 live-find and human remains detection, human tracking, and equine search. In FY21, VDEM-led SAR teams conducted 118 separate missions in both urban and rural settings.

VDEM's SAR program is routinely called upon nationwide for their expertise, and is considered one of the premier SAR organizations in the country.

**Unmanned Aerial Systems (UAS):** In close coordination with the Department of Aviation and the FAA, VDEM recently established one of the nation's first public safety drone programs. This program includes special training for public safety UAS operators, deployment of UAS in each VDEM region, the hosting of a joint international conference on Public Safety UAS with Piedmont Virginia Community College, and coordination of the York County and City of Harrisonburg UAS programs. Last year, VDEM's UAS teams were deployed 18 times.

**HazMat:** VDEM's hazardous materials program provides assistance and support to local jurisdictions and other state agencies and act as the State On-Scene Coordinator during emergency and non-emergency situations involving hazardous materials and weapons of mass destruction. The VDEM Hazardous Materials staff, comprised of a Program Manager, eight Hazardous Materials Officers (HMOs), and a Radiological Officer, are trained and equipped to assist with the identification of chemical, biological, radiological, and nuclear materials and provide subject matter expertise, guidance, and access to other response assets. Technical assistance or on-scene response from one or more agency HAZMAT responders is available on a 24/7 basis. VDEM also coordinates 12 state hazardous materials teams consisting of trained hazardous materials technicians and specialists across the Commonwealth.



Last year, VDEM received 1,523 hazardous materials notifications, responded to 164 hazardous materials incidents, and activated the regional hazardous materials response teams 35 times.

The VDEM Hazardous Materials Program also supported 10 advanced hazardous materials classes, both virtual and in-person, during the reporting period which resulted in 12,176 student contact hours. Two major projects accomplished during the reporting period included the acquisition of new chemical detection equipment to upgrade VDEM HAZMAT Program field response capabilities and the implementation of regional equipment caches to purchase highly-specialized response equipment for use by the hazardous materials teams and other responders during large-scale events.

**Technical Rescue:** Statewide, VDEM works with seven urban search and rescue teams who are responsible for the extrication and medical stabilization of victims trapped in collapsed structures. Last year, these teams responded to 14 missions in Virginia.

**Communications Cache:** VDEM coordinates five local fire department-based radio communications caches that are strategically located around the state to support first responder communications during large-scale events. Last year, there were 34 communication cache deployments for planned events and emergencies.

**Incident Management Teams:** VDEM coordinates four regional incident management teams that provide expert staff from law enforcement, fire, EMS, emergency management, and GIS. Each team is specially trained and experienced in coordinating operations and planning for complex incidents and disasters. Last year, there were 2 IMT deployments to support incidents in the Commonwealth.

**Swiftwater Rescue:** Since 2019, VDEM has leveraged grant funds to develop a statewide swiftwater rescue program. Currently, 28 teams from across the state are working together to establish training, equipment, and deployment standards. This added capability will better prepare the Commonwealth for statewide flooding events.

**Air Operations:** Over the past year, the VDEM Search and Rescue program has codified a statewide air operations manual that incorporates all aspects of aerial capability incumbent to a disaster (SAR, vertical hoist, damage assessment, logistics movement, etc.) This VDEM-led effort was coordinated with all entities providing air assets during a disaster, including the US Coast Guard, Army National Guard, Life-Flight,

Civil Air Patrol and numerous drone operators. Knowing that disasters know no borders, contiguous states were also included to allow for seamless response across state lines and air deconfliction around political borders.

**Integrated Flood Observation and Warning System (IFLOWS):** IFLOWS is an Automated Flood Warning System (AFWS) consisting of 282 rain gauges and 72 stream gauges located in 40 Virginia localities. VDEM owns, operates and maintains the system. IFLOWS measures and transmits hydrological data to local emergency managers, weather forecasters, floodplain planners, and engineers to improve community flood resilience. IFLOWS is deployed in flash-flood prone areas (mostly in vulnerable western communities of the Commonwealth) and provides continuous, real-time data to enable emergency decision making. IFLOWS is a primary tool to define flood risk in the Commonwealth and directly supports the goals set out in Governor Northam's Executive Order 24 on Resilience.

**Radiological Emergency Preparedness:** VDEM coordinates emergency response and notification to radiological events at either resident nuclear power station (North Anna and Surry) through the Radiological Emergency Preparedness (REP) program. These include yearly drills evaluated by FEMA that encompass all localities surrounding the plants and all locality and state response organizations with radiological response responsibilities including the Virginia Department of Health's Office of Radiological Health, the Virginia Department of Transportation, the Virginia Department of Environmental Quality, the Virginia State Police and others.

### Disaster Logistics Branch

The Disaster Logistics Branch is the central resource management component of VDEM. During both "blue-sky" days and disasters, the Disaster Logistics Branch coordinates resource requests from localities and tribal nations, manages receipt and distribution of disaster supplies, and assists state agencies in resource demands relative to disaster response and recovery. These activities often include the establishment, management, and staging of disaster relief points of distribution (PODs); fulfillment of resource requests from state Emergency Support Functions in the Virginia Emergency Support Team; the coordination of logistics for regional and state Incident Management Teams; the request and deployment of capabilities from other states through the Emergency Management Assistance Compact (EMAC); and the maintenance of equipment pods that can be set up to support incidents across the Commonwealth.

- The first activation of the COVIMT (March – July 2020) improved communications and situational awareness throughout the Commonwealth by supporting the Unified Command directives via the production and distribution of 62 Incident Support Plans (ISPs). The ISPs ranged from 14 to 41 pages at its peak. The COVIMT brought together 123 people representing eight state agencies and one contracting firm.
- The second activation provided Planning Section support to VDEM Chief Regional Coordinator and their local counterparts with the buildout and sustainment of 12 fixed Community Vaccination Centers (CVC) and 106 mobile CVCs. This was accomplished by facilitating and documenting 95 multi-agency coordination calls and creating 26 Incident Action Plans. The team ultimately consisted of 59 people representing 12 state agencies.







### EMAC Missions in 2020-2021

The Commonwealth of Virginia is a member of the Emergency Management Assistance Compact (EMAC), which allows states to request resources from other states following a governor's declaration of emergency. Virginia is scheduled to be the National Coordinating State for EMAC in 2021, and is currently a member of the Executive Task Force as the Task Force Chair Elect.

In May 2020, Virginia supported an EMAC deployment to the State of New York (on behalf of New York City) with a Fatality Manager. This single resource deployment supported New York City's Office of the Medical Examiner. The Virginia Fatality Manager assisted with mortuary affairs and management of the Body Collection Point Task Force. This included the coordination of recovering and transferring remains to next of kin, funeral homes, or long-term storage facilities. The strain on hospitals and morgues has been immense, as more than 34,072 people have died from COVID-19 in New York City.

In January 2021, Virginia supported an EMAC deployment to the District of Columbia with the Virginia National Guard and Virginia State Police (VSP). This deployment provided assistance to Capitol Police and the D.C. law enforcement.



### Planning Division

The Planning Division provides both strategic and operational planning as well as intelligence and information sharing for VDEM. Planning provides a methodical manner to engage the whole community in preparedness efforts through the lifecycle of emergency and disaster preparedness. It helps determine required capabilities; identify gaps in capabilities; and establishes a framework for operationalizing roles and responsibilities to all hazards protection, prevention, response, recovery, and mitigation activities. The division is comprised of the Strategic Planning Branch, Operational Planning Branch, the Situational Awareness Unit, the Geographic Information Systems (GIS) Unit, Critical Infrastructure and Private Sector Branch, and the Virginia Fusion Center.

### The Virginia Fusion Center

The Planning Division also supports the Virginia Fusion Center (VFC), which is the state's multi-disciplinary Intelligence Center. The VFC is a collaborative effort between the Virginia State Police and the Virginia Department of Emergency Management. It was created to provide operational and strategic counter terrorism/criminal information and intelligence to law enforcement, military, public safety, governmental, and private sector decision-makers, as well as to the public. VDEM provides personnel to the VFC who assist with intelligence gathering and product development on existing and emerging threats that may affect prevention, protection, response, recovery, and mitigation efforts before, during, and after events and emergencies.

### The Critical Infrastructure and Private Sector Branch

The Critical Infrastructure and Private Sector Branch (CIPSB) works with both public and private sector partners to develop a comprehensive program through collaborative partnerships that address the security and resilience of critical infrastructure in the Commonwealth of Virginia. This branch works to ascertain risk by identifying threats, assessing vulnerabilities, and determining critical infrastructure consequences to enhance preparedness through protection, prevention, mitigation, response, and recovery efforts. As part of this effort, the branch manages the State Critical Infrastructure Working Group and serves as co-chair on the National Capital Region Critical Infrastructure Working group.

CIPSB is responsible for all Department of Homeland Security (DHS) Preparedness data calls to include the State and Metropolitan Statistical Area (MSA) Risk Profile review, Critical Infrastructure nominations, Special Events Data Call, and others. The branch chief serves as the IP Gateway Administrator and the Protected Critical Infrastructure Information (PCII) Officer for the Commonwealth. During emergency activations, the branch chief manages the Business Emergency Operations Center (BEOC) for the VEST and serves as a liaison for the private sector.

The CIPSB also supports the Virginia Fusion Center (VFC), which is the state's multi-disciplinary Intelligence Center. The VFC is a collaborative effort between the Virginia State Police and the Virginia Department of Emergency Management to provide operational and strategic counter-terrorism/criminal information and intelligence to law enforcement, military, public safety, governmental, and private sector decision-makers, as well as to the public. VDEM provides personnel to the VFC who assist with intelligence gathering and product development on existing and emerging threats that may affect the prevention, protection, response, recovery, and mitigation efforts before, during, and after events and emergencies.

### The Geographic Information Systems Unit

The Geographic Information Systems (GIS) unit of the Planning Division supports steady state and disaster operations with geographic information system products for situational awareness, response operations, grants projects distribution, and recovery efforts for individual assistance. The GIS unit uses geospatial technology to collect, manage, analyze, and display information geospatially to provide a visual understanding of data. This GIS data provides VDEM, the VEST, state agency partners, and the public with real-time information using dynamically updated applications that identify operational readiness,

resource status, and deployment of personnel; perform forecasting; and make data-driven decisions for the more effective management of disasters and events. Specific products provided by GIS include:

1. Know Your Zone Evacuation state routes
2. Visualization of flood-prone geographies
3. Operational dashboards for response and recovery data
4. Geographic distribution of disaster assistance
5. Location and density of vulnerable populations and
6. Daily tracking of VDEM-engaged incidents to include hazardous materials, medical flights, and search and rescue missions

### The Situational Awareness Unit

Products provided by the GIS drive data-driven decision-making for the Situational Awareness Unit (SAU), the Regional Staff, Response Programs, policymakers, and other state and local agencies. The SAU serves as the 24/7 central point for situational awareness and notification of events occurring across the Commonwealth. The Center coordinates the receipt and dissemination of relevant information to promote coordination among VDEM personnel; the State Fusion Center; state, local, and federal agencies; state emergency operations centers (EOC) nationwide; and federal homeland security and emergency response agencies. The SAU also serves as the state warning point for Virginia's two nuclear power stations and is the link to the federal government for the Nationwide Emergency Alert System (EAS). Information shared by the SAU to its partner agencies includes:

- Situational awareness of ongoing events and incidents
- Operational planning for imminent emergencies
- Status reporting of events and resource requests
- Public safety personnel tracking
- Off-hour notification for state agencies
- Government alerts and warnings
- External emergency communications

SAU analysts must assess threats; monitor emerging events and emergency incidents; coordinate medical flights, search and rescue missions, hazardous materials responses, and technical rescue teams in order to assist local response personnel and agencies across the state; and provide a continuous stream of information to agency response personnel, state agencies, and decision-makers. To coordinate this information sharing, the SAU staff monitors social and traditional media information feeds; telephone hotlines; and direct communications with first responders, local governments, emergency managers, Virginia State Police and other state agencies, as well as the private sector. The SAU is the around-the clock entity at VDEM that links local, state, federal, non-governmental, and private sector partners through regular communication to enhance preparedness, response, and recovery coordination.

The Strategic Planning Branch's responsibilities include the development and maintenance of the Commonwealth of Virginia Emergency Operations Plan (COVEOP), its Hazard Specific Annexes and Support Annexes, the Commonwealth's Continuity of Government Plan, the State Hazard Mitigation Plan, the Commonwealth's Recovery Plan, and VDEM's Continuity of Operations Plan. Strategic Planning also leads the Commonwealth's emergency management accreditation, the annual Threat and Hazard Identification

and Risk Assessment (THIRA), the State Preparedness Report (SPR), and the Local Capabilities and Readiness Assessment. Updates on these efforts include:

- **Stakeholder Preparedness Review (SPR):** This report is currently being prepared and will be complete by the end of 2021.
- **Threat and Hazard Identification and Risk Assessment (THIRA):** This report is currently being prepared and will be completed by the end of 2021.
- **Local Capability Assessment for Readiness (LCAR):** The LCAR is an annual survey conducted in the spring. The 2021 LCAR surveys were completed August of 2021 and analysis will be completed by late fall of 2021.

## Mission Support Bureau: The engine under the hood

The Mission Support Bureau provides administrative and operational services that enable the agency to fulfill our mission, meet legislative mandates, and deliver essential services to internal and external partners.

### Training, Education, and Exercise Division

VDEM's Training, Education, and Exercise Division (TEED) coordinates and manages the Virginia Emergency Management and Homeland Security Training and Exercise program for state and local emergency management professionals, first responders, volunteer organizations, and private-sector partners.

### Human Resources Division

The Human Resources Division (HR) provides value-added resources and expert consultation to managers and colleagues to ensure optimum program effectiveness. Specific functional areas include talent acquisition, employee relations, performance management, classification and compensation, policy development, and workforce planning.

In consultation with the office of the State Coordinator and agency executive leadership, HR provided staffing information that was critical to ensure VDEM continued to provide essential services while striving to maintain the maximum staffing level possible given budget appropriation and available grant funding.



During FY2021, HR staff conducted recruitment, selection, and onboarding processes for new hires and out-processed employees. Due to the logistical challenges resulting from COVID-19, the staff transitioned to a completely virtual interview and onboarding processes that is now the norm.

In FY2021, HR staff reviewed and updated 22 agency HR policies and procedures, adding measures to ensure a safe workplace and to protect our state employees and those they serve from exposure to COVID-19 while in the workplace.

HR staff also spent a considerable portion of their time testing and training activities in preparation for the implementation of Cardinal, the Commonwealth's future Human Resources Information and timekeeping system. Cardinal's go live date is October 2, 2021.

### **Information Technology Division**

VDEM's Information Technology (IT) Division oversees support for all VDEM-hosted and externally hosted applications. This team leads the implementation of new applications, identifies new technologies for use within the VDEM environment, and ensures compliance with all governance under the Commonwealth's information technology security, project management, and procurement standards. IT supports the majority of the applications utilized by the agency, including WebEOC crisis management software, ArcGIS mapping applications, planning software, Crisis Track damage assessment software, multiple grants management applications, and the migration of applications and data from legacy devices to the cloud. During activations of the Virginia Emergency Support Team, IT provides extensive application, audio-visual, video-teleconferencing, and end user support to ensure that the members of the VEST are able to support the agency's mission effectively in times of crisis. Throughout the COVID-19 pandemic, IT staff has ensured that VDEM staff have access to equipment to fully support operations in a virtual environment.

Staff are seeking to complete the transformation of VDEM's IT resources by bringing all essential systems under the Commonwealth's technology umbrella, which will lead to greater system stability, data integrity and security, and enhanced service capabilities. The IT team also supported the implementation of the agency's modern SharePoint site and the deployment of MS Teams as the primary collaboration tool for both VDEM and non-VDEM users.

### **Facilities and Safety Division**

VDEM's Facility and Safety Division is tasked with overseeing the operation and management of all agency facilities to maximize readiness and responsiveness while ensuring the continued safety and well-being of our employees and visitors. The agency is headquartered in North Chesterfield, Virginia, and it has seven regional offices. The agency operates the Emergency Operations Center (EOC), also in North Chesterfield, and it operates a hazmat training program on property owned by York County. During FY2021, this division helped oversee the construction and delivery of a new warehouse adjoining our headquarters that serves to garage our primary communications support vehicle and also to store equipment and supplies related to our radiological emergency response program.

Staff are responsible for ensuring that our buildings and their services meet the needs of our workforce and comply with all applicable health and safety standards, including the continued oversight of best practices related to the prevention of COVID-19 infections. Staff also ensure that all agency leases and memoranda of agreement involving real estate, temporary storage units, and so forth, comply with all applicable mandates and regulations of the Division of Real Estate and Facilities Management in the Department of General Services.

### **Fleet Management Branch**

The Fleet Management Branch is responsible for the maintenance and coordination of 78 vehicles. The VDEM fleet is comprised of emergency response vehicles that include hazardous materials and search and rescue vehicles, communications/command vehicles (COM 1 & TSU), and a regional office fleet, as well as administrative vehicles.

During FY2021, the fleet management function transferred to the Facilities and Safety Division. The agency operates a fleet of approximately 80 vehicles, the service of which is managed under a centralized maintenance program that is administered by the Office of Fleet Management in the Department of General Services. In addition to ensuring the readiness of the fleet, the Fleet Manager oversees the procurement and up fitting of new or replacement vehicles. At the direction of the agency head, Fleet Management is currently evaluating the feasibility of incorporating alternative fuel and hybrid vehicles into our fleet for the purpose of increasing agency resilience and mitigating the impact of disruptions in the availability of motor fuels. To the extent practical, the Fleet Manager seeks to standardize the features and capabilities of our vehicles in order to better support response to emergencies anywhere in the Commonwealth.



## 9-1-1 and Geospatial Services Bureau: Saving lives with data and information

The 9-1-1 & Geospatial Services (NGS) Bureau provides a variety of data and information services to local, state, and federal stakeholders. The bureau is organized into three service units:

- Public Safety Communications (PSC) Division
- Virginia Geographic Information Network (VGIN) Division
- Regional Outreach Division

Collectively, the NGS divisions are prepared to assist any local 9-1-1 or GIS program as well as state agencies' GIS programs, bringing their essential services to the citizens of the Commonwealth of Virginia. The PSC Division supports local 9-1-1 programs through funding and technical assistance and provides staff support to the 9-1-1 Services Board. The VGIN Division supports local and state agency GIS programs through technical and data assistance and provides staff support to the VGIN Advisory Board. Both divisions utilize a common outreach effort through the bureau's Regional Outreach Division.

### Public Safety Communications Division

The Code of Virginia (44-146.18:5) establishes that the PSC Division "shall provide staff support to the 9-1-1 Services Board and encourage, promote, and assist in the development and deployment of statewide enhanced emergency telecommunications systems."

The 9-1-1 Services Board is leading Virginia's efforts to transform an outdated 9-1-1 system into a digital network that is faster and more efficient, and has greater Public Safety Answering Point (PSAP) capabilities to better serve its citizens and visitors for years to come. Overall, the 9-1-1 system relies on decades-old technology tied to voice-centric communications. It relies on an analog network that is being replaced by newer technologies. The Commonwealth is moving forward in its evolution of enhanced 9-1-1 technology in order to ensure high-quality, state-of-the-art services to its citizens and visitors.

To accomplish these goals, the 9-1-1 Services Board, supported by the NGS Bureau, has planned for and initiated the processes for moving Virginia PSAPs to a Next Generation 9-1-1 (NG9-1-1) system. NG9-1-1 is based on a modern internet protocol (IP) network that has the ability to deliver calls to the appropriate 9-1-1 center faster, transfer 9-1-1 calls and associated data anywhere as needed, interconnect with other public safety systems and databases, and to receive multimedia communications like text, photos and videos securely and in an efficient and timely manner. As service providers begin abandoning legacy circuit-switched technology, there is an urgency to update the 9-1-1 infrastructure to NG9-1-1. Actions have begun to transform the outdated system to a new digitally based network that is faster, more efficient, and has greater capabilities to serve Virginia's citizens. The Code of Virginia §56-484.16 requires full implementation of NG9-1-1 by July 1, 2023.

FUNDING AND CONTRACT	i3 PRECONDITIONS	i3 DEPLOYMENT WITH GEOSPATIAL ROUTING
<b>MITIGATION PROPOSAL</b> Outlines GIS, CHE, diversity, and other PSAP and GIS Specific Requirements	<b>DIVERSE CONNECTIVITY PROJECT</b>	<b>ARCHITECTURE PHASE</b>
Funding Request Submitted by PSAP	Construction Contract with PSAP	PSAP Site Remediation
Funding Request Recommended by 9-1-1 Services Board Funding Committee	LEC Survey and Work List	CPE Network Design
Funding Approved by 9-1-1 Services Board	PSAP Contracts with Vendor for Needed Work	Architecture Review
Contract Executed by: PSAP, NG9-1-1, Service Provider	Diversity Constructed	Order AVPN Circuits for Integration Phase
<b>NOTES:</b> <ul style="list-style-type: none"> <li>• Blue and orange steps must be completed in order from top to bottom</li> <li>• All green column items must be completed before proceeding with orange Deployment Phase for i3 deployment. They may be completed in any order and can be done simultaneously.</li> <li>• Green "Mutual Decision" column items should be complete about 90 days before the planned cut-over date.</li> <li>• If not all Green column items are met, steps in orange may be altered to deploy PSAP on the ESnet without complete i3 functionality PSAP would move to i3 functionality as green preconditions are met.</li> </ul>	<b>GIS PROJECT</b>	<b>INTEGRATION PHASE</b>
	Provisioning and PSAP Boundaries Developed	POI to Aggregation Site Network for Region
	GIS Kickoff Meeting i3 Coach Assignment	PSAP Equipment Installation
	EGDMS Critical Errors Resolved	Circuits and Network Testing & Turn Up
	ALI to RCL Issues Resolved	GIS Date Provisioning
	Mutual Decision that GIS Supports Geospatial Call Routing	<b>DEPLOYMENT PHASE</b>
	<b>CALL HANDLING EQUIPMENT</b>	Pre-Cutover Planning & Testing
	CHE Supports i3 (PSAP Responsibility)	Planned PSAP Cut-Over Date:
	PSAP Cut-Over	

Figure 1: Statewide NG9-1-1 Deployment Blueprint

Throughout FY 2021, the Board has had a number of accomplishments, the majority of which directly support the implementation of NG9-1-1. Below is a partial list of these accomplishments:

- Expanded 9-1-1 governance structure to include two additional committees of the Board: Finance and Legislative
- Total amount awarded to 124 PSAPs for NG9-1-1 deployment projects reached \$62.1 million
- Cut-over nine PSAPs to i3 NG9-1-1 using geospatial routing
- Completed all Virginia Next Generation 9-1-1 provisioning and PSAP boundaries
- Virginia continues to be a nationally recognized leader in 9-1-1 and the Board is well positioned to address any emerging challenges to the 9-1-1 ecosystem in the Commonwealth of Virginia.



## Virginia Geographic Information Network Division

VGIN is established in Code of Virginia (§ 44-146.18:6) to “foster the creative utilization of geographic information and oversee the development of a catalog of GIS data available in the Commonwealth.” These enterprise GIS responsibilities encompass federal agencies, Commonwealth agencies, local and regional governments, academia, the private sector and Commonwealth citizens. Specific responsibilities include:

- VGIN provides staff support for the VGIN Advisory Board (§ 2.2-2423) composed of members of nineteen (19) members from the General Assembly, executive branch agency leads, and appointments from the Governor.
- VGIN staff provide support to local government GIS offices and public safety answering points (PSAPs) to support GIS readiness for Next Generation 9-1-1 deployment. Over the past year, 20% of localities have completed GIS migration for Next Generation 9-1-1 deployment, and 50% are partially completed as of July 2021.
- Readiness for Next Generation 9-1-1 supports improved GIS data accuracy for key datasets such as road centerlines (637,000+ features) and address points (3.7M+ features) as distributed through the Virginia GIS Clearinghouse to enterprise GIS stakeholders.
- The Virginia GIS Clearinghouse was transitioned to a cloud-based production environment in January 2021. For the 12-month period ending June 2021, the clearinghouse provided 469 million hits and serving 45.5 terabytes of data for the Commonwealth’s enterprise GIS services.
- The Virginia Base Mapping Program (VBMP) procured a new statewide IT contract for aerial imagery services. The revised sourcing provides a 9% cost savings for the base image products collected from 2021-2023 seasonal acquisition. The VBMP was established in 2002, and will begin its third decade of aerial imagery collection for the spring 2022 flying season. VBMP imagery products are another key base layer disseminated by the Virginia GIS Clearinghouse.

## Regional Outreach Division

The Regional Outreach Division serves as the bureau’s connection to local governments in the areas of 9-1-1 and GIS. The division consists of seven regional coordinators, one for each of the VDEM’s regions. The regional coordinator positions were developed in early 2006 in response to the desire of the 9-1-1 community across the Commonwealth to have guidance, assistance and support in maintaining and optimizing operations.

Since that time the division has grown and currently educates and supports local PSAPs and GIS staff on the policies, plans and processes of the NGS Bureau, the 9-1-1 Services Board, the VGIN Advisory Board, and all related committees. The regional coordinators provide effective outreach for 9-1-1 and geospatial coordination and technical assistance through the development and maintenance of collaborative relationships with local governments and regional organizations.

Regional outreach improves the efficiency of the NGS Bureau by being the first point of contact for correspondence, questions, and feedback. It also improves the bureau’s efficiency since most of its efforts impact both 9-1-1 and GIS throughout the Commonwealth.

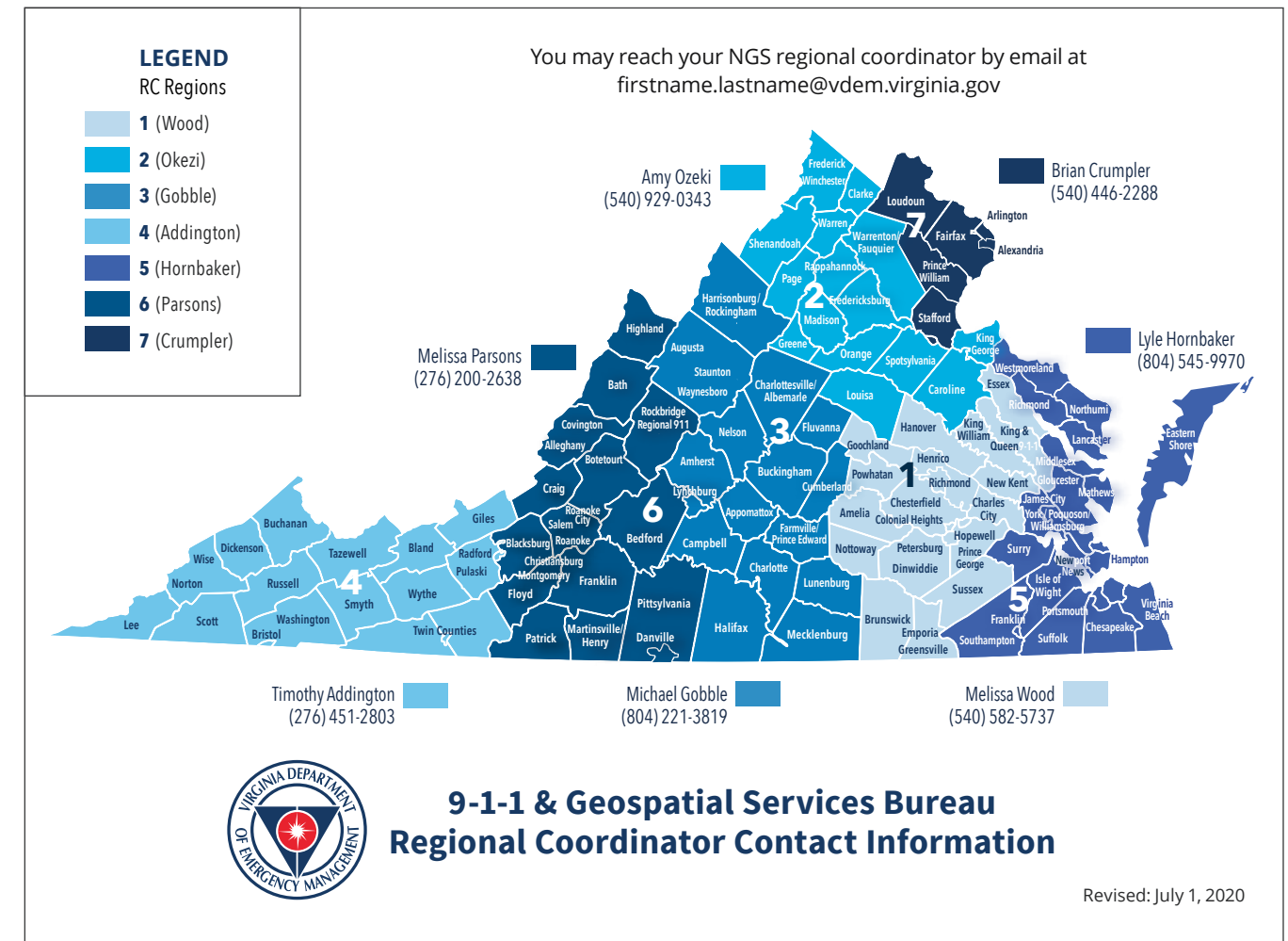


Figure 2: NGS Bureau Regions and Coordinators

Currently, the Regional Outreach Division is primarily focused on assisting 115 PSAPs in the Commonwealth with their transition to NG9-1-1. The regional coordinators (RCs) are key in assuring that each PSAP meets the July 1, 2023 legislative requirement for deployment. A significant amount of work in the areas of education, collaboration among stakeholders, and task management is being done by each RC while assisting the PSAPs in their region to meet their mandated requirements. This will ensure that deployments are accomplished in an efficient and cost effective manner.



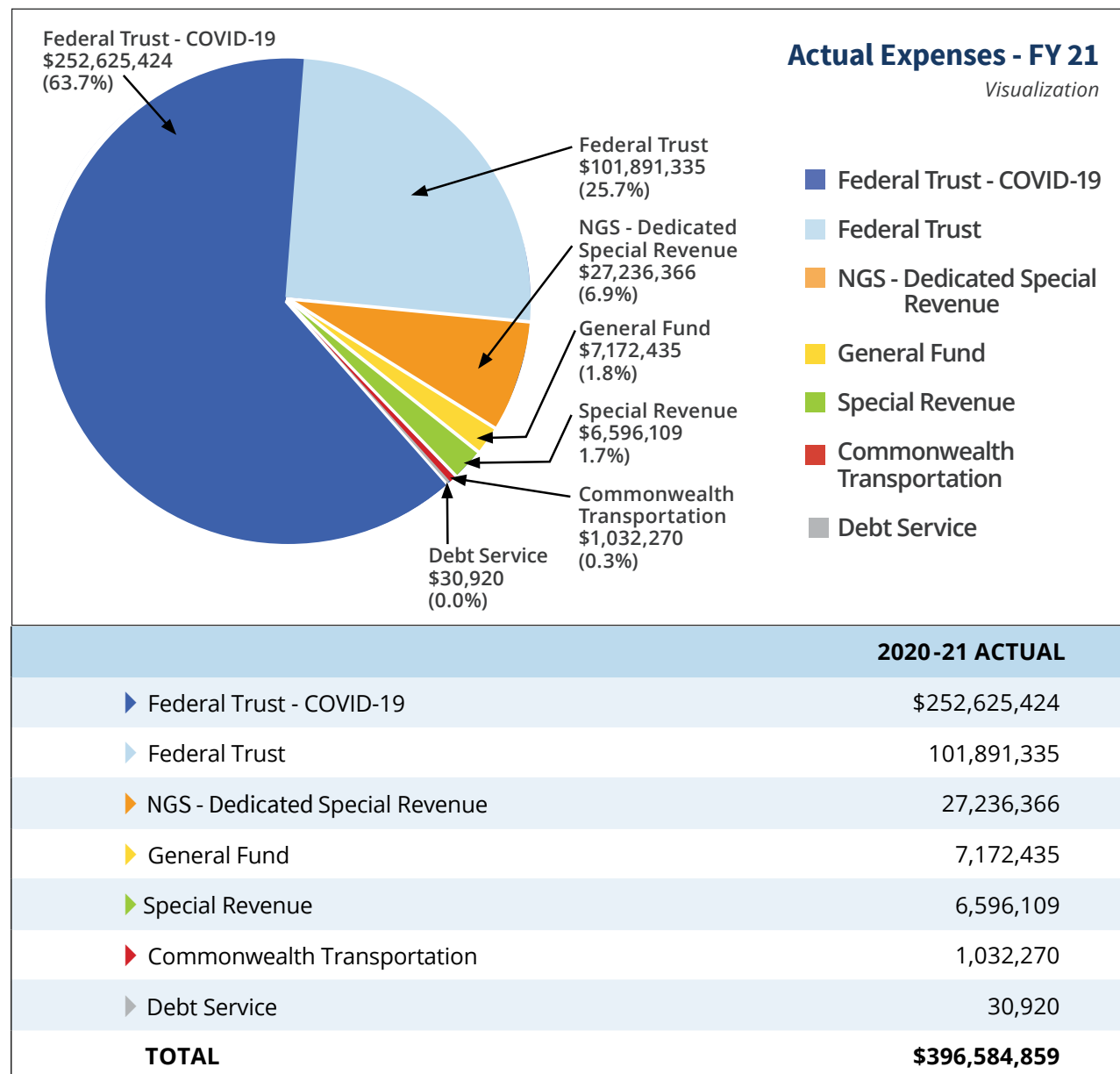
## Financial Management Bureau: Supporting State and Local Responders

Emergency management in the Commonwealth is a shared responsibility between the state and localities, and federal grant funding is essential to maintaining and building capacity in our ever-evolving threat environment. VDEM's Financial Management Bureau strategically manages the agency's grant programs, as well as its revenue and expenditures.

Operating under the direction of the Chief Financial Officer, the bureau coordinates state and federal grants, accounting, procurement, business compliance, and budget and financial management and planning.

### The Budget Office

The VDEM Budget Office plans, formulates, justifies, analyzes, and executes the agency's operating budget. This office also determines multi-year financial requirements utilizing general funds, special funds, and federal grant funds to plan for organizational growth and preparedness.



Data filtered by Fund, Expenses and exported on September 17, 2021. Created with OpenGov

### The Grants Division

The VDEM Grants Division is a one-stop-shop for credible programmatic and financial grant leadership, transparent data processes, and collaborative partnerships with stakeholders. The division manages federal assistance to measurably improve capability and reduce the risks the Commonwealth faces in times of man-made and natural disasters in a measurable manner.

Federal grants are essential for state and local emergency management efforts. At VDEM, we rely on grants including the Urban Area Security Initiative Grant Program, the State Homeland Security Program, the Emergency Management Grant Program, the Hazard Mitigation Grant Program, the Flood Mitigation Assistance Grant Program, and the Building Resilient Infrastructure and Communities Grant Program.

VDEM also administers and/or coordinates federal assistance as a result of a major disaster declaration by the President. These include the Public Assistance Grant Program to reimburse local governments, state agencies, tribal governments, and certain private non-profit organizations for eligible disaster-related damages and expenditures. Individual Assistance Grant Programs may be available to offer help to individuals and households through crisis counseling, disaster unemployment, disaster legal services, and other programs.

### The Procurement Division

The VDEM Procurement Division's goal is to deliver the best solutions by providing a full range of acquisitions services to disaster and non-disaster programs. To accomplish this, the division considers the state and federal laws, rules, and regulations that govern the acquisition process in a manner that is directly focused on the mission for VDEM.

The Procurement Division provides pre- and post-award contracting and acquisitions support to all divisions in the agency to ensure stewardship of public funds by following the state and federal (where applicable) acquisition regulations and best practices. The Procurement Director is the Co-Chair of the Commonwealth's Disaster Procurement Working Group. This group, which is composed of key state agency procurement professionals, addresses disaster contracting to ensure the Commonwealth has the contracts in place (where practicable) to respond to disasters.

### The Accounting & Compliance Division

The VDEM Accounting & Compliance Division is committed to providing integrated technology management for all financial system-related matters, and to operating and maintaining the agency's financial systems. The division also manages financial controls, operations, and policy; prepares, reviews and consolidates agency financial statements; and implements the agency's internal controls program. This division is committed to providing solutions to enable our core mission.

## The Virginia Emergency Support Team (VEST): Coordinating the System of Whole Community and Whole of Government Support

**VEST Bureau Mission** – to work collaboratively with all VDEM bureaus, Executive Branch state agencies, volunteer organizations and private sector organizations to prepare and coordinate the VEST response to and recovery from disasters and emergencies faced in the Commonwealth in an effort to best support all local, state, tribal, and territorial governments protect the lives and property of the citizens of Virginia.

The Virginia Emergency Support Team (VEST) coordinates statewide response and recovery efforts for incidents, events, crises, emergencies, and disasters of all types when an event the capacity of local governments or state agency. The VEST has more than 300 trained members from Executive Branch state agencies, private sector, and volunteer organizations. The VEST works out of the Virginia Emergency Operations Center, a secure facility co-located with the Virginia State Police Administrative Headquarters at 7700 Midlothian Turnpike in North Chesterfield, Virginia.

The VEST was activated for or supported eight times this past year for the following events:

- COVID-19 – 356 days
- First Amendment Events – 62 days
- Hurricane Isaias – 4 days
- Election Day – 1 day
- US Capitol Invasion/DC Emergency Management Assistance Compact (EMAC) - 1 day
- US Inauguration – 4 days
- February Severe Weather (snow and ice) – 16 days
- Colonial Pipeline Disruption – 5 days

Several of these events were concurrent and, for the first time in Commonwealth history, the VEST supported three events at the same time (COVID-19, First Amendment Events, and Hurricane Isaias in June / July 2020). A full VEST activation can draw more than 200 response professionals to the Virginia Emergency Operations Center from state agencies, FEMA, the US military, the Army Corps of Engineers, and multiple private-sector partners. The COVID-19 environment is actively changing the way the VEST operates requiring more flexibility and virtual operations.

### When does the VEST step into action?

The VEST can be activated when:

- A Declaration of Emergency is made by the Governor;
- Local and regional capabilities can't sufficiently address the impact of an event; or
- The State Coordinator or VEST Bureau Chief orders activation to support a high-profile emergency or non-emergency event, or an event that demonstrates the need for a state-level request for assistance.

The Virginia Emergency Operations Center operates 24 hours a day, 7 days a week, 365 days a year at one of four status levels:

**Condition GREEN:** Steady state

**Condition YELLOW:** Activated/monitoring/  
Supporting VDEM Regional

**Condition ORANGE:** Partially activated,  
Emergency Support Functions Support

**Condition RED:** Fully activated



**Condition:**  
**GREEN**  
Steady state



**Condition:**  
**YELLOW**  
Activated/monitoring



**Condition:**  
**ORANGE**  
Partially activated



**Condition:**  
**RED**  
Fully activated

### Who is part of the VEST?

The VEST uses an Incident Command System (ICS) to manage incidents and events. Under the ICS system, the VEST is divided into functional sections to coordinate response:

**Planning Section:** During a disaster, critical information on actions, plans, and responder decisions comes in at all times. The Planning Section funnels this information into situation reports, spot reports, and briefings for the Governor and other decision-makers.

**Operations Section:** Each emergency response effort is categorized into an Emergency Support Function (ESF). In the Operations Section, these ESFs work together to track status updates, actions, and resource requests. VDEM Regional Staff fall under the Operations Section to serve as the conduit between local governments and the VEST.

**Logistics Section:** Requests for assistance involve the flow of personnel, equipment, and services from place to place. The Logistics Section fulfills requests for help with technology, information, transportation, inventory, warehousing material, and packaging.

**Finance and Administration Section:** This section provides overall financial management and administration support to help with incident management activities. This includes monitoring costs associated with an incident, analyzing disaster costs for funding requests, and providing financial status reports to leadership on a daily basis. Human resource functions also fall under this section.

**Recovery Section:** The Recovery Section is responsible for collecting and analyzing damage documentation submissions, making recommendations for potential disaster declarations, and collaborating with leadership to develop short- and long-term recovery strategies.

**The Joint Information Center:** Public Information Officers from all Executive Branch state agencies work together to ensure the most accurate, up-to-date information is available to the public. They disseminate this information through social media messages, news releases, and media interviews.

**The Commonwealth of Virginia Incident Management Team:** The COVIMT is an inclusive and collaborative partnership of state agencies serving the people of Virginia through a framework of all-hazards emergency response. The team was twice activated between March 16, 2020 and June 30, 2021 to support COVID-19 operations. The program continues to build capacity, order equipment, plan for future responses, and refine team policies, procedures, and protocols.

- The first activation of the COVIMT (March – July 2020) improved communications and situational awareness throughout the Commonwealth by supporting the Unified Command directives via the

production and distribution of 62 Incident Support Plans (ISPs). The ISPs ranged from 14 to 41 pages at its peak. The COVIMT brought together 123 people representing eight state agencies and one contracting firm.

- The second activation provided Planning Section support to VDEM Chief Regional Coordinator and their local counterparts with the buildout and sustainment of 12 fixed Community Vaccination Centers (CVC) and 106 mobile CVCs. This was accomplished by facilitating and documenting 95 multi-agency coordination calls and creating 26 Incident Action Plans. The team ultimately consisted of 59 people representing 12 state agencies.



## Policy and Communications

Emergency management is all about working together — and that is the focus of the Policy and analytics, strategic and organizational planning, legislative relations and intergovernmental affairs, policy development, project management, master calendar creation and maintenance, ethics, FOIA, legal reviews, risk and compliance, and stakeholder engagement.

### Communications

The External Affairs (EA) division works to educate the public about emergency preparedness, and spreads awareness of VDEM’s activities to prepare for, respond to, and recover from all hazards. The division heads up comprehensive public outreach programs, preparedness marketing efforts, social media, news releases, the VDEM website, media relations, and outreach to elected officials. Communications works to ensure that messaging from the agency is looked at from a diversity, equity, and inclusion lens to promote accessibility of information for all Virginians and visitors. The division is also responsible for managing the agency’s Freedom of Information Act request responses and stakeholder engagement.

### Policy and Project Office

The Policy and Project Office (PPO) oversees cross-bureau and cross-divisional projects to ensure effectiveness and efficiency while coordinating resources and deadlines. The Policy and Project Office also provides guidance and standards in the execution of projects throughout the agency to include those with an IT component to ensure that all our efforts are synchronized and collaborative.



## Integrating Diversity, Equity, and Inclusion

### Agency-wide and COVID-19 Diversity, Equity, and Inclusion efforts

§1. The Department of Emergency Management shall review its emergency services and disaster preparedness programs to determine if changes to those programs are necessary in order to address the needs of individuals with limited English proficiency and individuals with access or functional needs. The Department shall complete its review no later than November 1, 2020, and report its findings to General Laws. Such report shall include any recommendations for legislation that would be required to fully address the needs of individuals with limited English proficiency and individuals with access or functional needs. As used in this section, “individuals with limited English proficiency” means individuals who do not speak English as their primary language and who have limited ability to read, write, speak, or understand English.

### Throughout the Agency

The Virginia Department of Emergency Management (VDEM) is committed to threading diversity, equity, and inclusion (DE&I) principles throughout every function of the agency. As we lead Virginia’s prevention, protection, mitigation, response, and recovery efforts, we strive to save lives and protect all Virginians equally. It is critical that DE&I principles are incorporated throughout the agency; historically, disasters affect specific communities disproportionately, especially the following:

1. Communities of color
2. Women
3. Seniors and the aging population
4. Individuals with disabilities
5. LGBTQIA+ population
6. Historically marginalized
7. Historically under-resourced
8. Non-English speakers
9. Tribal communities

The new Office of Diversity, Equity, and Inclusion (ODEI) will spearhead internal and external agency initiatives to achieve current goals outlined in the strategic roadmap related to diversity, equity, and inclusion. The overall goal of the ODEI will always align with the VDEM’s overall mission to ensure the most vulnerable and under-resourced community members are prioritized and an equity lens is applied to all blue-sky and emergency and disaster activities.

### Equity Accomplishments

In preparation for an established Office of Diversity, Equity, and Inclusion, VDEM has already made significant strides to confront historical inequities and use an equity framework to guide all disaster mitigation and recovery activities.



Below is a list of the agency's accomplishments to date.

## Programs and Initiatives

- **Statewide Analysis:** In December 2020, the Health360 tool was used to conduct a statewide population vulnerability analysis to inform equity-related decision making. Localities identified as having the most vulnerable populations will receive proportional resources to assist with emergency management operations and activities. This analysis has informed ongoing COVID-19 response and recovery efforts, specifically vaccine distribution and resource allocation.
- **Redlining Analysis:** In December 2020, a redlining analysis was conducted on four previously redlined cities in Virginia using Deloitte's Health360 tool. Richmond, Roanoke, Lynchburg, and the Greater Norfolk area were analyzed to determine the lasting impacts of redlining in these cities in terms of segregation, income inequality, health outcomes, and environmental hazard risks. The analysis identified specific areas within these cities that could be prioritized in the future investment.
- **Communications and Public Messaging:** Efforts included:
  - ◆ Training for state employees
  - ◆ Press conference and written guidance
  - ◆ Social media and community engagement
  - ◆ Websites
  - ◆ Greene Street DE&I Regional Support staff

## COVID-19 Equity Accomplishments

- **Health Equity Pilot Program (HEPP):** In May 2020, VDEM began to manage HEPP, a state-local partnership focused on providing local governments with health equity and public safety training and up to 20,000 cloth masks, bottles of hand sanitizer, and culturally tailored public health information. To date, 67 local governments have participated in the program and have distributed more than one million cloth masks and more than 830,000 bottles of hand sanitizer to vulnerable populations.
- **School Mask Distribution Analysis:** VDEM, in partnership with the Virginia Department of Education, equitably distributed two million masks from the U.S. Department of Health and Human Services to all 133 school divisions in the Commonwealth. VDEM used weekly COVID-19 trends, student-vulnerability data, overall population-vulnerability factors, and school-reopening status for K-12, colleges, and universities to inform decision making and resource allocation.
- **COVID-19 Testing and Contact Tracing Guidebook:** During the first phase of the pandemic, there was an apparent need to provide a comprehensive resource for planning and executing inclusive and accessible COVID-19 testing and contact tracing. In collaboration with the Health Equity Working Group, the Virginia Department of Health, and the Equity Leadership Task Force, a testing and contact tracing guidebook was developed.
- **Health District and Testing Analysis:** As part of VDEM's ongoing COVID-19 response efforts, a Health District and Testing Analysis was completed for six health districts (Norfolk, Prince William, Crater, Central Shenandoah, Fairfax, and Pittsylvania-Danville). Health district directors, chief regional coordinators, and local emergency managers were provided with data-informed guidance

for communities most in need based on several health and socioeconomic factors to inform community outreach, education, and contact tracing. The data provided to each key stakeholder included a health district profile with an overview of the population, current testing locations, county-level communities in need analysis, an analysis of potential testing sites, and more. This resource, in conjunction with the Testing and Contact Tracing Guidebook, serves as a tool for decision-makers, promoting equitable outcomes to the COVID-19 pandemic.

- **Community Vaccination Centers and Mobile Vaccination Units:** In support of VDH in the Commonwealth's vaccination efforts, VDEM utilized emergency contracting mechanisms allowed under a Governor's Executive Order to stand up 9 Community Vaccination Centers in local governments that were prioritized through the Health Equity Working Group's Health 360 tool. VDEM also supported the contracting of mobile vaccination units to reach more vulnerable areas. Throughout the Commonwealth, 12 state supported CVCs were established and 148 Mobile Vaccination Clinics were deployed. Over 400,000 Virginians were vaccinated through these centers.
- **Targeted Hyper-local Community Engagement/FEMA Outreach Personnel:** In March 2021, VDEM procured Elite Business Strategies to provide hyper-local community outreach and vaccine education support to the Commonwealth's most vulnerable localities. Working collaboratively with the local health district and local emergency managers, several tactics were used, including door-to-door canvassing, tabling at popular community landmarks, participating at community town halls, and hosting community vaccination events. In total, over 1 million Virginians were reached through outreach efforts and over 500 new partnerships with community organizations were created.

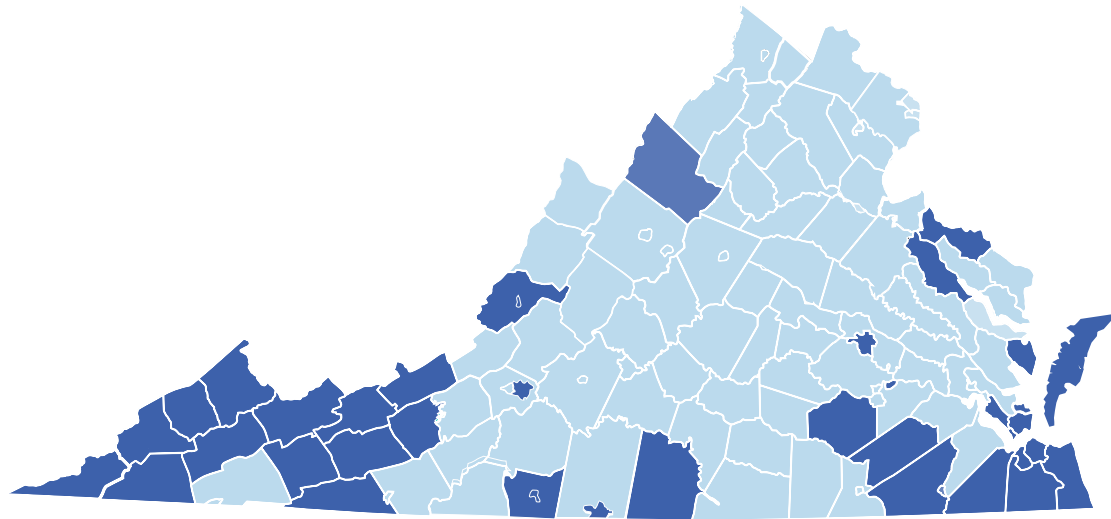
In May 2021, 30 FEMA Outreach personnel were tasked to assist local health districts with hyper-local community outreach and vaccine education. The purpose of this engagement was to supplement the work Elite was already doing. Six teams were deployed to local health districts that requested hyper-local outreach assistance.

## Equity Accomplishments in Grants

- **BRIC and Hazard Mitigation Equity Workshops:** The Building Resilient Infrastructure and Communities (BRIC) Grant is FEMA's newest pre-disaster hazard mitigation grant. VDEM is providing resources and specific locality reports to local governments to target vulnerable populations for mitigation funding to lessen the impact, human suffering, and cost of future disasters.

VDEM partnered with the Virginia Modeling and Simulation Center (VMASC) at Old Dominion University, Virginia Department of Conservation and Recreation, and the Virginia Department of Housing and Community Development to host 13 sub-regional workshops focused on 41 localities that were identified as having the highest population vulnerability and flood risk. The focus of these workshops was to identify highest priority hazard mitigation projects in these vulnerable census tracts, and discuss challenges and technical assistance needs with regard to applying for and administering FEMA hazard mitigation grants.

- **Emergency Management Performance Grant—Supplemental (EMPG-S):** Thirty-seven localities were eligible to receive EMPG-S funds, representing localities with more than half of the Commonwealth's population and with the highest incidences of COVID-19 cases, hospitalizations, and deaths. All of the eligible localities participated in HEPP. Localities were grouped into cohorts based on population size and received between \$25,000 and \$75,000 to mitigate the impacts of COVID-19 on communities most disproportionately affected by disasters. Local governments granted these funds will be provided with technical assistance from the ODEI.



## Capacity Building and Resiliency throughout the Agency

During emergencies and disasters, VDEM seeks to aid communities through the prevention, preparation, mitigation, and recovery of a disaster. This mission objective has grown to include supporting communities through capability and capacity building, with the goal of providing equitable assistance to localities through increased staff and efficient, integrated response. The American Rescue Plan Act of 2021 has provided an avenue to move from a response-oriented posture, broadening our capacity to train, educate, plan, and mitigate in preparation for future disasters. This funding allows the agency a unique opportunity to build better resiliency and correct post-incident inequities that exacerbate preexisting underlying gaps in how funding is prioritized and allocated.

The Commonwealth recognizes the importance of giving every Virginian greater access to equitable services – regardless of present disparities. VDEM is committed to long-term efforts to improve communities and strengthen their resistance to future shocks and stressors. For this reason, several key initiatives to ensure the resiliency of the Commonwealth have been implemented.

### Localities and Emergency Management

VDEM has made significant progress at the state level to address capability in regional operations and administration. Several programs rooted in equity focus on increasing vulnerable localities' ability to prepare for and withstand disasters. The BRIC grant is a new FEMA pre-disaster hazard mitigation program that fosters capability and capacity building by encouraging innovation, promoting partnerships, and enabling large projects through public-private partnerships. This grant provides an excellent opportunity for critical infrastructure and private sector partners to work with Hampton Roads to build resilience through mitigation.

Another hazard mitigation assistance grant, the Flood Mitigation Assistance (FMA) grant, provides funding to states, localities, and federally recognized tribes and territories to reduce or eliminate the risk of repetitive flood damage to buildings insured by the National Flood Insurance Program. Virginia was one of eight states to submit over \$10 million in project applications. Through the application process, the Commonwealth submitted 17 project applications. This includes 13 applications to support local governments and quasi-government agencies and four applications on behalf of state agencies.

Additional tools, such as the LCAR survey, are used to evaluate programs and strategic planning. The findings produced from the various work groups result from input from stakeholders and subject matter experts at the local and regional levels. Developed assessments allow localities to present data to justify budget requests, grant proposals, demonstrate a program need or deficiency and compare local programs in a program area.

### Emergency Management Program

Another initiative to broaden capacity is the push encouraging localities to invest in full-time local emergency managers. Statewide, 88% of emergency management programs are managed by a full-time employee. However, only 34% of those managing the day-to-day emergency management program operations do so 75%-100% of their time.

Every disaster and incident begins and ends at the local level. 20% of the jurisdictions that participated in the LCAR survey reported needing assistance in the area of administration, with a majority choosing staffing for the Emergency Management Program as the most pressing need. The responsibilities of local emergency managers expand well beyond the response, mitigation, and recovery phases of a disaster. Local emergency managers also coordinate all hazard planning efforts and preparedness grant projects to build the necessary capability and capacity within the locality to withstand the impacts from disasters. They are critical as liaisons between VDEM and the locality and in requesting aid for jurisdictions.

**Standard Operating Procedure:** Building a resilient Commonwealth begins at the foundation. In order to set up an efficient, consistent procedure that supports the expanding capabilities of the agency, VDEM has invested in streamlined and transparent systems that will aid workflows, approvals, staffing, and documentation.

The Policy and Process Office within the PPO has provided a central hub where newly created policies and processes ensure taxonomy and efficiency. The rollout process began in August 2021. VDEM forms, policies, procedures, and document management from all divisions are now tracked and reviewed for compliance with present agency policy.





## Our Annual Reports: A call for consolidation

In 2019, the Virginia General Assembly passed House Bill 2133, which directed VDEM to consolidate the following 11 reports into one document to be called the Virginia Comprehensive Emergency Management Report. Each report can be found under its corresponding tab. These reports can also be found at Code of Virginia 44-146.18:4. They include separate reports on:

1. The current readiness of Virginia's search and rescue efforts;
2. The jurisdictions that received financial assistance during the prior fiscal year because they were located in an area declared to be in a state of emergency, but not declared to be a major disaster area for which federal assistance was provided, and the amount each such jurisdiction received;
3. The status of the Commonwealth's emergency shelter capabilities and readiness;
4. All assets received during the prior fiscal year as a result of a law-enforcement seizure and subsequent forfeiture by either a state or federal court and their estimated net worth;
5. The forfeiture of federal grant funding by any state agency that is required to return such funding as a result of not fulfilling the specifications of a grant;
6. The results of the annual statewide drill conducted by the Governor in accordance with § 44-146.17:2 in preparation for a potential large-scale disaster;
7. The number and types of training and exercises related to man-made and natural disaster preparedness that were conducted by the department, the costs associated with such training and exercises, and the challenges and barriers to ensuring that state and local agencies are able and ready to respond to emergencies and natural disasters;
8. The mandates administered by state agencies and imposed on local governments, an estimate of the fiscal impact of the mandates on the affected local governments, and a written justification as to why the mandate should or should not be eliminated;
9. The status of continuity of operations programs, plans and systems of the Commonwealth's executive branch agencies. Such plans shall include a description of how the agency or institution of higher education will continue to provide essential services or perform mission essential functions during a disaster or other event that disrupts normal operations;
10. The state of the Commonwealth's emergency prevention, protection, mitigation, response, and recovery efforts, and the resources necessary to implement them; and
11. The status of emergency management response plans throughout the Commonwealth and other measures taken or recommended to prevent, respond to, or recover from disasters, including acts of terrorism.





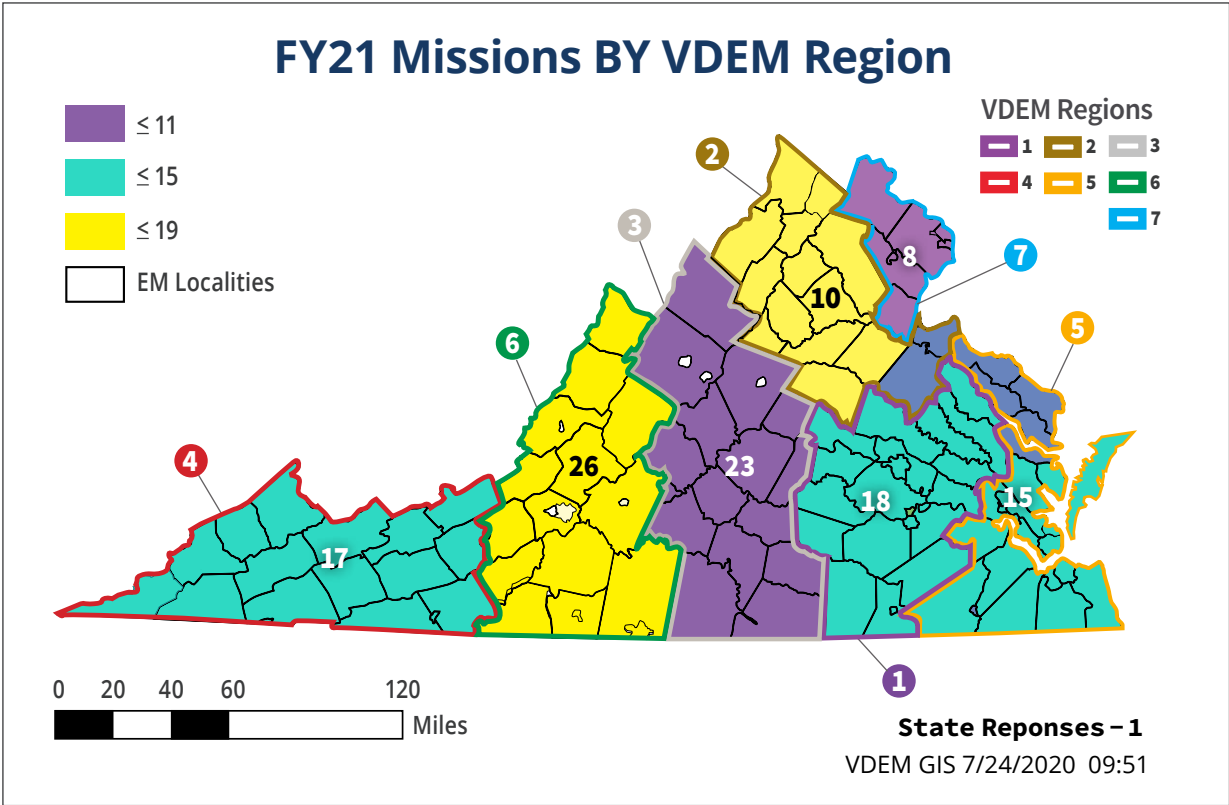
# 1. Search and Rescue

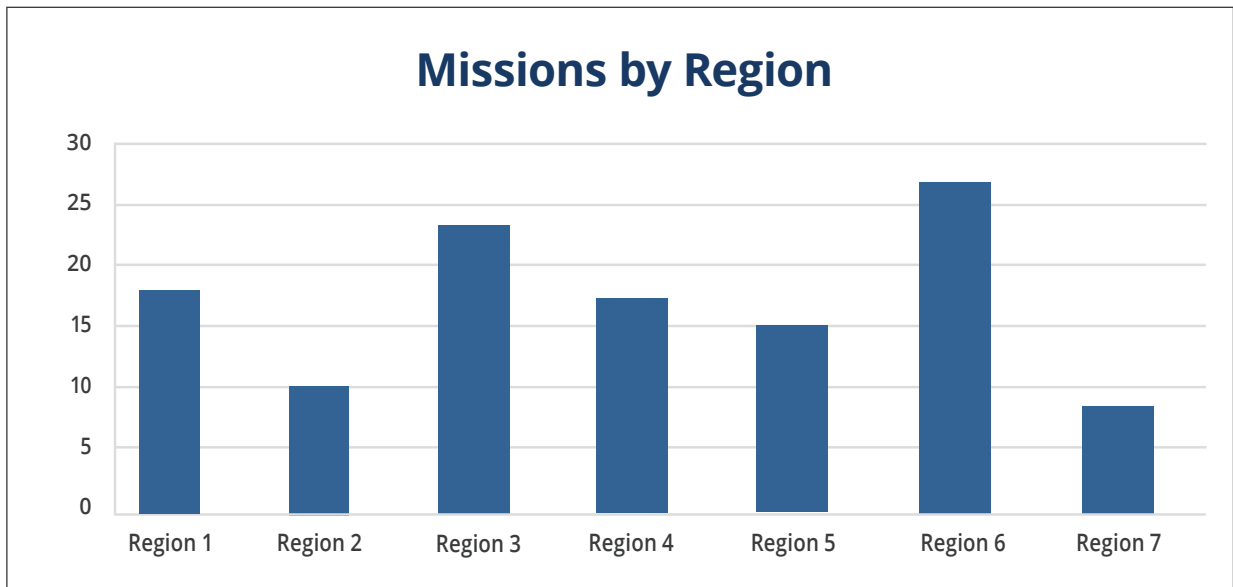
The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.1:

1. The current readiness of Virginia's search and rescue efforts.

VDEM has coordinated with the Virginia Search and Rescue Council (VASARCO) to provide wilderness and lost person search and rescue (SAR) since 1985. The program by VASARCO has 20 recognized volunteer search and rescue teams, with 500 members across the Commonwealth. VDEM supports the program with three professional SAR officers. SAR personnel also assist law enforcement with the search for evidence and missing homicide victims.

In FY21, the program executed 118 missions at the request of localities, who asked for specialized SAR resources coordinated through VDEM. VDEM's ability to utilize volunteer resources is critical to the success of the SAR program and missions across the Commonwealth. Virginia's SAR program is highly regarded throughout the nation for best-in-class quality in the training and coordination of search and rescue efforts.



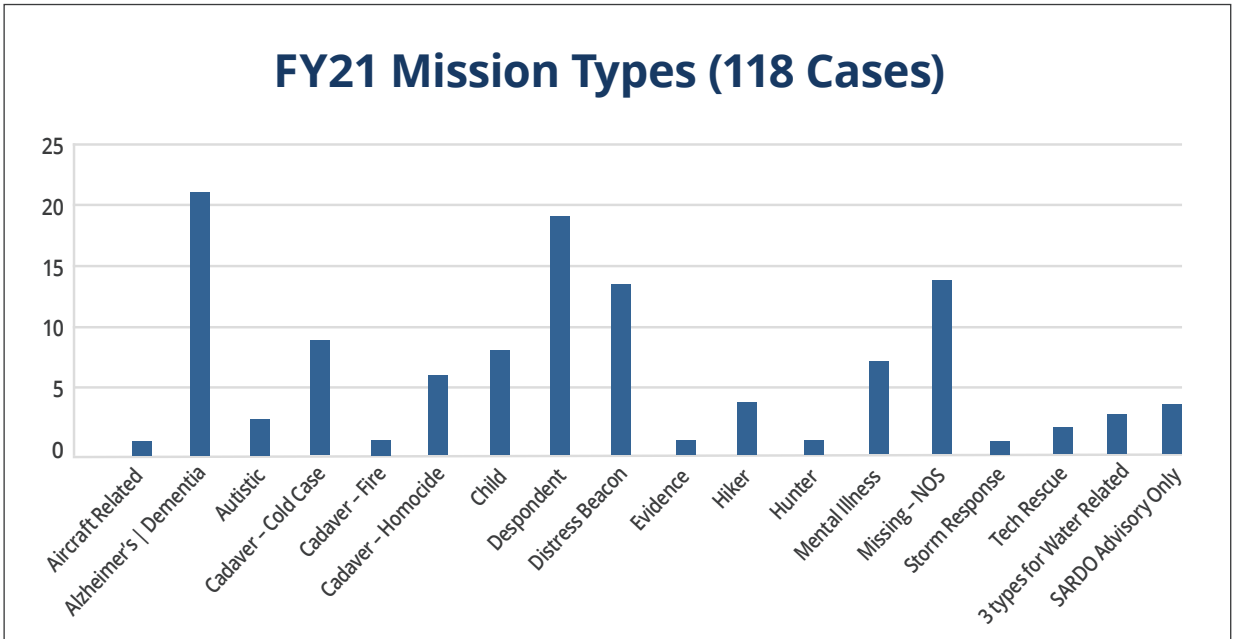


The SAR program provides training, administrative support, and operational coordination to search and rescue efforts statewide.

The SAR program provides specialized expertise in search theory, search management, and specialized resources such as search canines and operations in wilderness and austere environments throughout the Commonwealth. Training is provided to stakeholders by highly experienced SAR practitioners. Administrative support and training content are based on consensus standards aligned with best practices and national standards, and are developed in coordination with the Virginia Search and Rescue Council before being adopted by VDEM. Operational coordination is provided through SAR coordinators and volunteer search mission coordinators on search incidents upon request of the locality.

Search and rescue operations are divided into four mission specialties, according to the conditions and environment of where or how the incident has occurred:

- 1. Aeronautical missions** – include downed or missing/overdue civil aviation aircraft missions, and emergency calls for help broadcast through an emergency distress beacon (EDB). An EDB might originate from aircraft, marine craft, or a personal locator beacon.
- 2. Inland/wilderness missions** – comprise the bulk of the agency’s response in support of local jurisdictions to help locate a lost or missing person. On average, the agency will support 80 to 90 missions per year throughout the Commonwealth. Missing children and wandering Alzheimer’s/ dementia subjects comprise the top two demographics of missing person missions.
- 3. Marine/waterborne missions** – include distressed/sinking vessels, boating incidents, flooding, and swiftwater rescue incidents, which often result in a drowning.
- 4. Urban Search and Rescue/technical rescue** – include major events with significant impact to multiple citizens, which may result in victims being stranded or trapped in collapsed structures or fallen debris. These events may include wide-area searches such as in the aftermath of a hurricane.



**SAR Program Management**

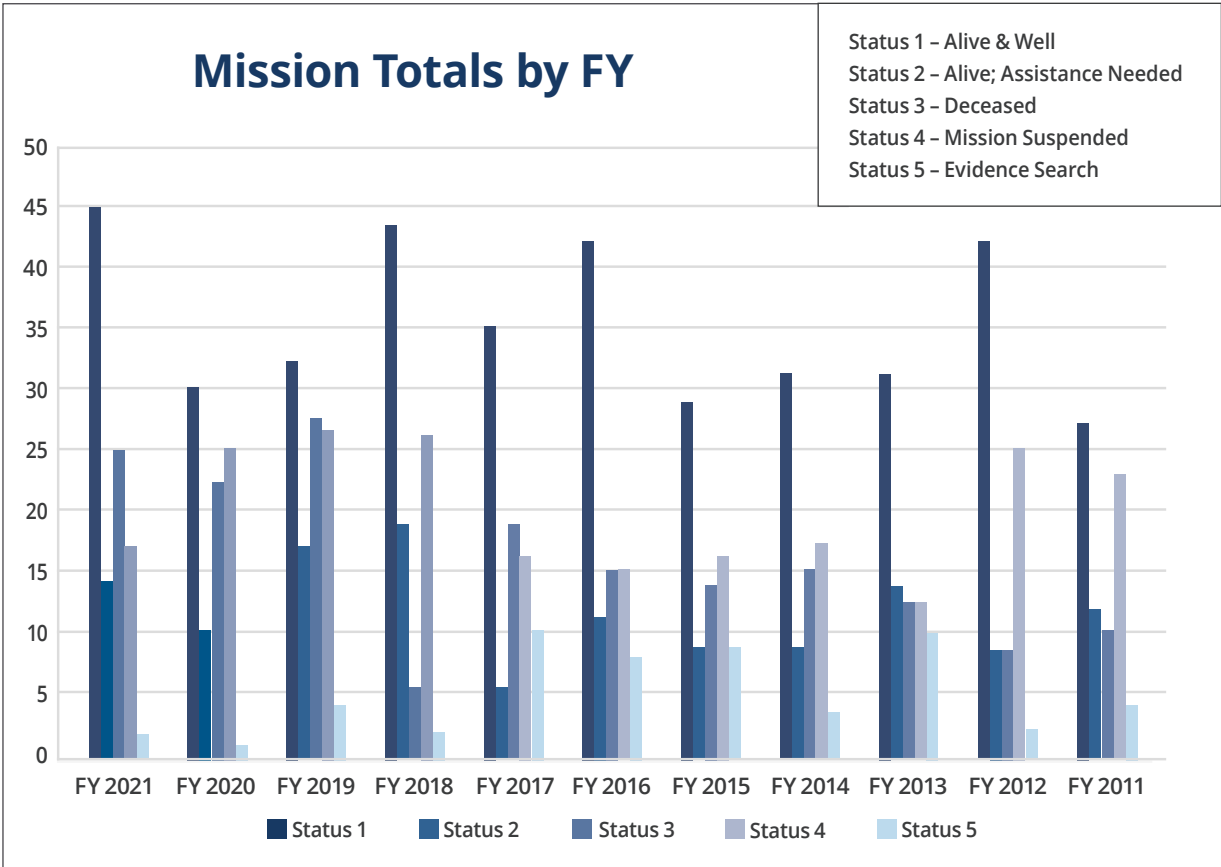
VDEM’s SAR program consists of a Chief of Search and Rescue who serves as the program manager, as well as two regionally based search and rescue officers in the eastern and western parts of the Commonwealth. Additionally, the agency employs 22 highly skilled adjunct instructors who assist in the delivery of training classes statewide.

The SAR Program is organized into 11 program areas:

1. **Program Management:** VDEM ensures that the normal operations of the program, including response to missions, are timely and appropriate to the needs of the localities.
2. **Training:** Supported by the VDEM Training, Education, and Exercise Department, VDEM provides specialized training to police, fire-rescue, EMS, emergency managers, volunteer search and rescue responders, and others who might have a duty to respond to a search and rescue emergency.
3. **VEST Team Emergency Support Function #9 Search and Rescue:** VDEM coordinates with local, state, and federal agencies to form a response to both manmade and natural disasters.
4. **Search and Rescue:** The search and rescue program provides a coordinated response to lost or missing persons throughout the Commonwealth of Virginia, utilizing approximately 500 trained volunteers.
5. **Search Management:** VDEM and its member search and rescue groups provide mission management to search and rescue events as requested.
6. **Search and Rescue Canine:** The search and rescue program provides canine teams for every mission, including live find and human remains detection missions.
7. **Search and Rescue Equine:** The equine search and rescue teams provide a means to search large areas quickly and efficiently and can be used to evacuate a subject if they are able to sit in a saddle.



- 8. **Search and Rescue Tracking:** Trackers, or human-trackers, are used throughout SAR missions to follow a path made by the subject, or to simply age a clue for its appropriateness to the mission.
- 9. **Wilderness Rescue:** Several teams within the search and rescue program provide expertise on technical rescues involving the rescue of rock climbers or an evacuation over technical terrain.
- 10. **Cave Search and Rescue:** The program's cave rescue teams respond to those requests for assistance when subjects are lost underground, or need to be extricated from a cave.
- 11. **Vehicle Based Search:** Vehicle based searches are comprised of UTVs and ATVs to be used during the search for lost or missing persons, and the evacuation of those persons.



**VASARCO, Volunteer Groups and Other Agencies**

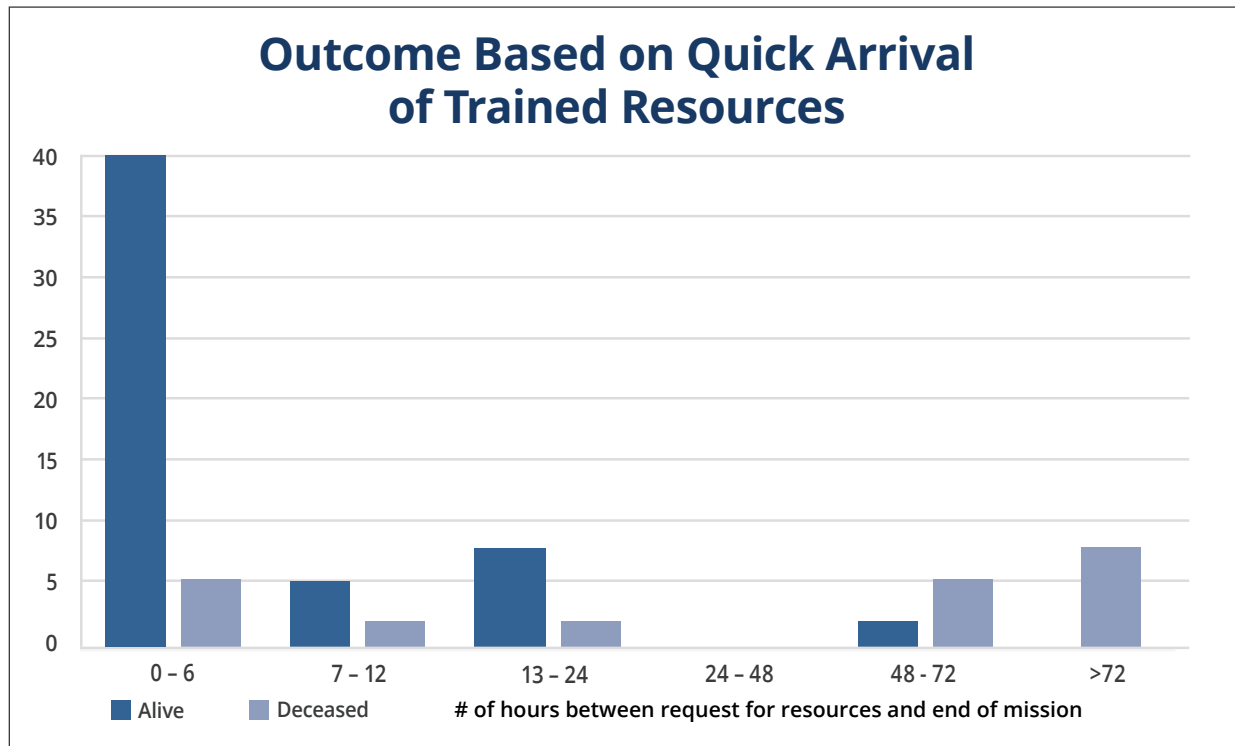
The Virginia SAR Program has an active relationship with Virginia Search and Rescue Council (VASARCO). The Virginia Search and Rescue Council is a non-governmental, non-profit organization that represents the collective voice of the Virginia SAR community. VASARCO fosters communication between its volunteer organizations and VDEM. VASARCO also helps develop and coordinate the SAR system in Virginia by interpreting guidance from VDEM and ensuring compliance within volunteer teams. Membership within VASARCO is mandatory for teams who seek and maintain a memorandum of understanding (MOU) with VDEM. Quarterly VASARCO meetings, regular committee meetings, and monthly VASARCO Board/VDEM SAR program conference calls promote a cooperative environment and provide an avenue for teams to share information and work collaboratively to address and resolve issues that affect the teams. VASARCO membership is diverse and encompasses teams seeking a new MOU, SAR groups that have a long history of service to the Commonwealth, as well as authorities that have jurisdiction over SAR and other response partners.

## State SAR Standards

The Virginia SAR standards outline the process and procedures for achieving and maintaining necessary certifications. As outlined in Code of Virginia § 44-146.18 (G) (4) (7), trained SAR assets must have obtained a minimum level of training in order to respond for a certain function, whether it be ground searcher or a management asset. The standards also detail what is required of teams of practitioners seeking a new MOU.

A major reorganization and revision of the current standards continued in FY21. These changes were enacted to ensure that all standards are current and align with industry standards such as American Society for Testing and Materials (ASTM), the National Fire Protection Association (NFPA), and the standards of response partners within the Commonwealth and national partners such as National Park Service and the National Association for Search and Rescue (NASAR).

The Commonwealth's SAR standards are based on core capabilities that address the functions that each team is expected to perform. Certifications and courses are based on competencies, behaviors, and tasks for individual practitioners.



## Training Programs

Training programs were significantly reduced in FY19 due to agency budget limitations, which were the result of longstanding reductions in federal grant programs. Due to its success, the SAR program often receives requests for Virginia's training materials and practices from other states, localities, other organizations throughout the United States and some international locations. The SAR program employs capable instructors who are respected, highly skilled leaders, and practitioners within the Virginia SAR community. The training program provides a tiered system of classes and certifications for first responders and SAR practitioners, as well as other courses and workshops that support certification. Best practices and lessons learned are implemented into training with recent and relevant training content for all levels.



## 2. Local Financial Assistance

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.2:

2. The jurisdictions that received financial assistance during the prior fiscal year because they were located in an area declared to be in a state of emergency, but not declared to be a major disaster area for which federal assistance was provided, and the amount each such jurisdiction received.

### Summary

The following localities received financial assistance in FY21.

LOCALITY NAME	DISASTER	AMOUNT	DATE
Accomack County	PA Hurricane Sandy FEMA 4092	\$ 42,571.22	01/03/2021
Alexandria, City of	Hurricane Isaias	\$ 3,956.95	11/16/2020
Arlington County	PA June Derecho FEMA 4072	\$ 610.78	03/01/2021
Bristol City	February 6, 2020 Flooding	\$ 6,159.98	01/11/2021
Bristol City	February 6, 2020 Flooding	\$ 1,177.81	01/14/2021
Chesapeake City	2020 General Assembly Rally	\$ 396.00	10/23/2020
Chesapeake City	Hurricane Dorian	\$ 2,021.72	01/26/2021
Chesterfield County	Hurricane Dorian	\$ 1,287.27	09/11/2020
Chesterfield County	Hurricane Michael	\$ 102,586.53	06/11/2021
Clarke County	Hurricane Florence	\$ 5,271.72	09/30/2020
Covington, City of	PA June Derecho FEMA 4072	\$ 21,890.06	03/01/2021
Danville, City of	Hurricane Michael	\$ 240,261.41	09/30/2020
Dickenson County	Hurricane Dorian	\$ 4,504.85	12/04/2020
Drakes Branch, Town of	Hurricane Michael	\$ 17,946.56	08/17/2020

LOCALITY NAME	DISASTER	AMOUNT	DATE
Fairfax County	2020 General Assembly Rally	\$ 7,315.51	09/24/2020
Fairfax County	2021-01 Civil Unrest	\$ 17,761.72	06/22/2021
Fairfax County	First Amendment Events-May '20	\$ 152,342.02	12/30/2020
Fairfax County	Hurricane Dorian	\$6,706.86	08/17/2020
Fairfax County	Winter Storm, February 2021	\$ 30,562.64	06/24/2021
Fredericksburg, City of	First Amendment Events-May '20	\$ 133,955.00	06/11/2020
Harrisonburg, City of	PA June Derecho FEMA 4072	\$11,358.98	03/01/2021
Henrico County	2020 General Assembly Rally	\$ 4,182.24	09/30/2020
Henrico County	Hurricane Isaias	\$ 9,124.32	01/26/2021
Lynchburg, City of	PA June Derecho FEMA 4072	\$ 1,818.12	03/01/2021
Martinsville, City of	2021-01 Civil Unrest	\$ 3,429.96	04/15/2021
Martinsville, City of	February 6, 2020 Flooding	\$ 6,159.98	12/15/2020
Martinsville, City of	Hurricane Dorian	\$ 389.36	09/18/2020
Martinsville, City of	Storms/Flooding, May-Jun 2018	\$ 292,961.53	03/05/2021
Monterey, Town of	Water Shortage, Monterey, VA	\$ 30,681.00	12/29/2020
Newport News, City of	2020 General Assembly Rally	\$ 4,801.23	09/30/2020
Newport News, City of	Hurricane Isaias	\$ 5,756.74	06/24/2021
Richmond City	First Amendment Events-May '20	\$ 2,157,805.00	06/21/2021
		<b>\$ 3,327,755.07</b>	



## 3. Emergency Sheltering

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.3:

3. The status of the Commonwealth's emergency shelter capabilities and readiness;

### Recent Changes in Responsibility and Reporting

The Sheltering Coordinator position, funding, and responsibilities for state-level sheltering was transferred from VDEM to VDSS during the 2019/2020 fiscal year. Due to COVID-19, VDSS received an extension to submit four shelter-related reports for 2020 and 2021; these are due October 1, 2021. The following VDSS reports replace this tab, since the budget language was adopted after the Comprehensive Annual Report was originally codified.

#### *Appropriation Act - Item 358 A.*

Description: Annual report on the Commonwealth's emergency shelter capabilities and readiness.

#### *Appropriation Act - Item 358 B.1.*

Description: Report on the recommendations and challenges of implementing a model state shelter plan, including, but not limited to, the process of mobilization and demobilization of the shelter; relocation of residents when a state shelter is deactivated; warehousing of pre-positioned supplies; potential use of existing resources and vendors already under contract with institutions of higher education; and cost estimates for resources that would be reimbursed by the Commonwealth.

### Background

Emergency sheltering capabilities and readiness is a shared responsibility across state agencies and localities in the Commonwealth. By code, localities are required to provide emergency sheltering capabilities for their residents. State sheltering capabilities may become necessary if sheltering needs exceed the localities' capacity and capability.

The Virginia Department of Social Services (VDSS) is the lead agency responsible for state managed sheltering in the Commonwealth. Other state agencies supporting VDSS include state universities, the Virginia Department of Health, the Virginia Department of Agriculture and Consumer Services, the Virginia Department of Behavioral Health and Developmental Services, the Virginia State Police, the Virginia Information and Technology Agency, and VDEM in carrying out these responsibilities as designated in the COVEOP. The Department of General Services (DGS) supports both VDEM and VDSS with statewide contracts for site-specific goods and services necessary to operate state shelters. The Virginia Department of Emergency Management (VDEM) is responsible for engaging with and supporting localities in their emergency shelter planning and preparedness efforts.

## **Status of Local Sheltering Capabilities**

All localities are required to provide an annually-updated emergency management assessment and data related to emergency sheltering capabilities to VDEM. Localities are required to update their shelter information, to include location, capacity, capability, and presence of backup power to VDEM.

Since the start of the COVID-19 pandemic, localities have been working to identify solutions and develop non-congregate sheltering plans, as well as adjust congregate sheltering plans to account for reduced capacity due to social distancing. Factors included in these evaluations include availability of suitable facilities and staff and public health precautions requiring significant increases in per-person space allocations. VDEM has supported this effort by surveying hotel/motel resources and providing a list of establishments for local shelter planners to use in their preparedness efforts.





**POLICE LINE**



## 4. Assets from Law Enforcement

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.4:

4. All assets received during the prior fiscal year as a result of a law-enforcement seizure and subsequent forfeiture by either a state or federal court and their estimated net worth.

### **Summary**

In FY21, the Virginia Department of Emergency Management (VDEM) did not receive any assets as a result of a law-enforcement seizure or subsequent forfeiture by either a state or federal court.





## 5. Federal Grant Forfeiture by Agencies

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.5:

5. The forfeiture of federal grant funding by any state agency that is required to return such funding as a result of not fulfilling the specifications of a grant.

### **Summary**

In FY21, the Virginia Department of Emergency Management (VDEM) did not collect any grant funding that was forfeited by a state agency due to not fulfilling the specifications of a grant.



## 6. Annual Statewide Exercise

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to § 44-146.18:4.6 regarding the results of the annual statewide large-scale disaster drill that is required by §44-146.17:2.

### Introduction

VDEM conducted the annual statewide Virginia Emergency Support Team Exercise (VESTEX) virtually this year due to COVID-19 restrictions. VDEM's Training, Education, and Exercise Division (TEED) also conducted two additional statewide exercises: EARTHEX and HURREX/CABEX. These exercises challenged state agencies, non-governmental organizations, and private industry to protect against, respond to, recover from, and implement continuity plans related to a large-scale disaster with long-term blackout conditions. These exercises – combined with the extended statewide operations between the state partners, local partners, federal partners, nongovernmental organizations, and private industry – have developed strong working relationships at all levels while developing new procedures and operations. Additionally, these exercises, along with the response to COVID-19, tested the Commonwealth of Virginia Emergency Operations Plan (COVEOP). Participants included the Virginia Emergency Support Team (VEST), which consists of more than 40 state agencies, seven VDEM regions, 95 counties, and 38 localities.

### VESTEX

On June 9, 2021, VDEM and the VEST, with support from TEED and contract support from the Olson Group, conducted a virtual Tabletop Exercise (TTX) via WebEx. The TTX included approximately 136 registered participants representing numerous Commonwealth agencies, localities, as well as higher education and private sector partners.

Planning for the VESTEX 21 TTX began following the Cyber Security and Energy Assurance Seminar conducted on February 26, 2021. The Exercise Planning Team included representatives from the VEST; State Corporation Commission (SCC); Northern Virginia Electric Cooperative (NOVEC); Department of Mines, Minerals, and Energy (DMME); TEED; and the VDEM Cyber Security Program Manager.

The purpose of the VESTEX 21 TTX was to give participants a forum to:

- Discuss communications and coordination
- Develop relationships
- Discuss the risk to communities during a cybersecurity event and loss of services

### VESTEX 21 TTX Objectives

- Educate participants on public and private cyber incident escalation procedures in response to a cyberattack in accordance with relevant plans and procedures
- Discuss the ability of public and private participants to ensure the continuity and reliability of information flow during response to a cyberattack

- Discuss public-private coordination and public messaging in response to a cyberattack
- Discuss challenges related to a widespread loss of utilities and the restoration of services

## EARTHEX

On October 23, 2020, VDEM and the VEST, with support from TEED and contract support from the Olson Group, conducted EARTHEX 2020. The purpose of this Incident Tabletop Exercise was to discuss the ability of private, nongovernmental, and state partners to identify needs in response to a cyberattack and identify any gaps in the VEST SOGs in accordance with the COVEOP, applicable agency plans and procedures, National Incident Management System (NIMS), and VEST SOGs.

Participants included representatives from the following jurisdictions and agencies: Virginia State Police (VSP); Virginia Department of Transportation (VDOT); Virginia Department of Emergency Management (VDEM); Virginia Department of Health (VDH); Office of Drinking Water (ODW); Virginia Department of Mines, Minerals, and Energy (DMME); Virginia State Corporation Commission (SCC); Virginia Department of Fire Programs (VDFFP); Virginia Department of Social Services (VDSS); Virginia Information Technology Agency (VITA); Virginia Department of Agriculture and Consumer Services (VDACS); Virginia Department of Environmental Quality (DEQ); Virginia Department of Planning and Budget (DPB); Virginia Department of Human Resources Management (DHRM); and Dominion Energy. The participants represented the following Emergency Operations Center sections of Command and General Staff, Regional Support, Plans Section, and Joint Information Center: ESF 1, ESF 2, ESF 3, ESF 4, ESF 6, ESF 7, ESF 8, ESF 12, ESF 13, ESF 15, and ESF 17.

## EARTHEX Objectives

- Discuss the efficacy of the plans and procedures outlined in accordance with the Commonwealth of Virginia Emergency Operations Plan, applicable agency plans and procedures, National Incident Management System (NIMS), and VEST SOGs to enhance the ability of the local, regional, state, and private sector responders to coordinate a response to a cyberattack incident. *(Aligns to Planning.)*
- Discuss the ability of the local, regional, state, and private sector responders to coordinate and share services and resources, and identify any gaps in response capabilities, in response to a cyberattack incident in accordance with the Commonwealth of Virginia Emergency Operations Plan, applicable agency plans and procedures, National Incident Management System (NIMS), and VEST SOGs. *(Aligns to Operational Coordination.)*
- Discuss the ability of the local, regional, state, and private sector responders to stabilize critical infrastructure functions and efficiently restore and revitalize systems and services in response to a cyberattack incident in accordance with the Commonwealth of Virginia Emergency Operations Plan, applicable agency plans and procedures, National Incident Management System (NIMS), and VEST SOGs. *(Aligns to Infrastructure Systems.)*
- Discuss the ability of the state and private sector responders to provide all decision-makers with relevant information regarding the nature and extent of the cyberattack, any cascading effects, and the status of the response, in response to a cyberattack incident in accordance with the Commonwealth of Virginia Emergency Operations Plan, applicable agency plans and procedures, National Incident Management System (NIMS), and VEST SOGs. *(Aligns to Situational Assessment.)*

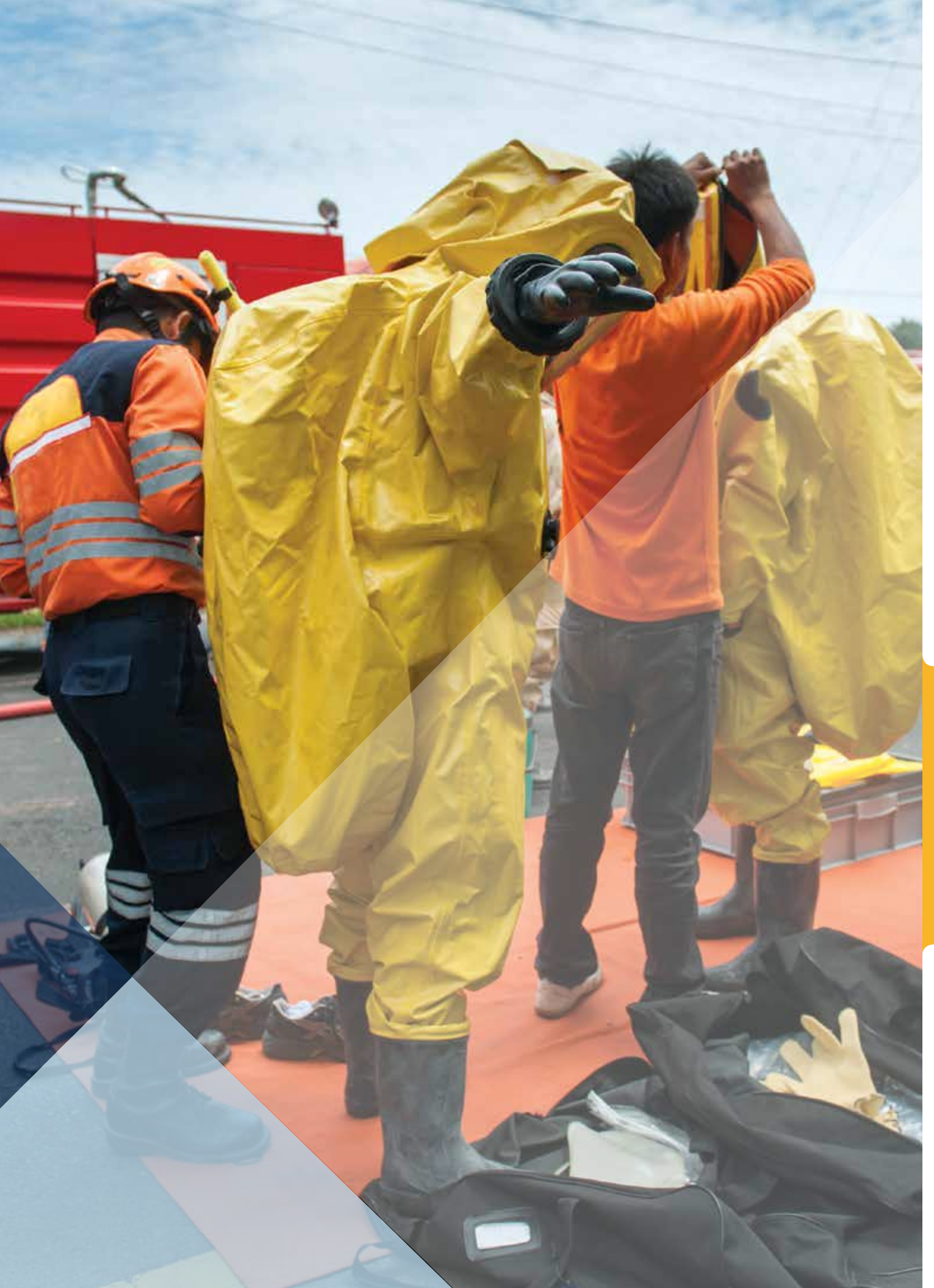
## **HURREX / CABEX**

On July 22, 2020, VDEM, along with contracted support from the McChrystal group, conducted the virtual 2020 Hurricane Exercise (HURREX) which led to the subsequent 2020 Cabinet Exercise (CABEX) on July 27, 2020. These were tabletop exercises which included participants from the VEST, agency heads, cabinet members, and VEST Liaison Officers (VLOs).

The scenario was a Category 3 hurricane which made landfall in the Commonwealth of Virginia. The objective was to use this scenario as a baseline to facilitate inter-agency hurricane preparedness conversations and generate insights. That would then allow the Governor, the cabinet, agency heads, and VEST liaisons to align on the actions and information sharing required for critical decision making during the 2020 hurricane season. This objective remained consistent for all participants, both at the strategic level for the Governor and cabinet, and at the operational level for the agency heads and VEST liaisons. Critical focus areas included the decision to evacuate, the decision to commit sheltering resources, and the prioritization of resources for recovery efforts. All focus areas encouraged participants to consider increased time factors and alternative courses of action required due to the COVID-19 environment, as well as limitations and risks resulting from operating in a more dispersed, virtual environment.

Following the all-day event with the agency heads on July 22nd, on the morning of July 27th, VDEM hosted Governor Northam and his cabinet for a half-day output briefing. The purpose of this session was to generate additional insights pertaining to hurricane preparedness, response, and recovery to enable the cabinet to discuss trade-offs that may be required for critical decision making. The outputs from the July 27th event were used as inputs informing discussions on prioritization of efforts and resources, as well as discovering areas requiring additional focus or conversation amongst the cabinet. These outputs included key takeaways related to evacuation, sheltering, and recovery. Other cabinet considerations related to unanswered questions of strategic importance, including the role equity played in a hurricane event during COVID-19.





## 7. Training and Exercises

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.7 regarding the number and types of training and exercises related to manmade and natural disaster preparedness that were conducted by the Department, the costs associated with such training and exercises, and the challenges and barriers to ensuring that state and local agencies are able and ready to respond to emergencies and natural disasters.

Between 2020 and 2021, TEED staff focused much of their efforts on the conversion of educational and exercise materials to digital form in order to deliver content electronically. Except for coursework and exercises that require physical participation, TEED can now deliver fully online content as needed, a capability that increases flexibility and which could significantly reduce travel and lodging costs typically associated with in-person classes. TEED staff also revamped the Adjunct Instructor Program. This program, which relies on the services of a cadre of more than 60 certified instructors, delivers training and classes for the benefit of local governments and other partners throughout the Commonwealth. TEED is actively seeking to expand participation in the program by qualified minority instructors to reflect the composition of the community we serve.

Since renewing training in January 2021, TEED and its partners in Search and Rescue, Hazardous Materials, and the VEST Bureau have worked to create and put on virtual synchronous courses, asynchronous courses, and hybrid courses to help support training efforts. During this reporting period, TEED coordinated, facilitated, or conducted 39 training sessions (35 virtual, 4 hybrid) across the state, which were attended by 1,040 students. Topics included Incident Management, Hazardous Materials Response, and Virginia Emergency Support Team training. TEED will be forming a Hybrid Learning work group to review other courses for their viability in a virtual or hybrid setting to continue to bring quality emergency management training to the Commonwealth.

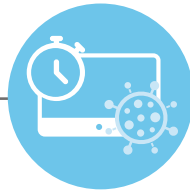
In addition to VEST exercise support, TEED also coordinated and/or conducted, in conjunction with contractor support, 51 disaster-related exercises and workshops with more than 1,900 participants, evaluators, and controllers. The annual FEMA-evaluated Virginia Operations Plan Exercise (VOPEX) and the Ingestion Pathway Exercise (IPX) for 2020, which focus on nuclear power incident response and recovery, were conducted on May 4 and May 5, 2021 after being postponed in 2020 due to the COVID-19 pandemic. COVID-19 caused delays in conducting VOPEX21, which will be conducted in October 2021, and delays in 17 locality and regional exercises which will begin planning in 2022.



In **2021**, **virtual synchronous courses**, asynchronous courses, and hybrid courses were created to help support training efforts, resulting in **39** training sessions (**35** virtual, **4** hybrid) attended by **1,040** students.



TEED coordinated **51** disaster-related exercises and workshops with more than **1,900** participants, evaluators, and controllers.



**COVID-19** caused delays in **17** locality and regional exercises which will begin planning in **2022**.

## Training Courses

COURSE NUMBER	COURSE DESCRIPTION	# FOR FY21	COST PER COURSE	TOTAL COST FOR FY2021
ICS300	Intermediate ICS for Expanding Incidents: The 21-hour Intermediate Incident Command System (ICS) course is intended for those who could fill supervisory level positions during an incident. The course will permit the student to develop an ICS organizational structure, list staffing requirements, prepare a briefing, lead or participate in a planning meeting, identify resources, develop goals, prepare an action plan and become familiar with the National Incident Management System (NIMS).	Virtual Offerings - 6 Locally Sponsored - 19 Total: 25	\$1,500	\$8,400
ICS400	Advanced Incident Command System: This 16-hour course is designed for a multidiscipline audience of staff who would likely serve as incident commanders in an ICS structure. Topics include command and general staff, unified command, major incident management, area command, and multiagency coordination. The course includes group activities, a tabletop exercise, and a final examination. The target audience for this course is senior personnel who are expected to perform in a decision-making capacity in an Area Command or Multiagency Coordination Entity.	Virtual Offerings - 4 Locally Sponsored - 13 Total: 17	\$1,200	\$4,000
VEST100	Introduction to Emergency Management and the VEST	Virtual		
VEST104	Introduction to WebEOC	Virtual		
	Blood Borne Pathogens	Virtual		
	Chemistry of Hazardous Materials	Virtual Offerings - 2		
	Hazardous Materials Technician	Hybrid - 1		
	Hazardous Materials Advanced Tactical Control	In Person		
VEST200	The VEST 200 class is a variable topic-driven course. The topics and subject matter are after action items from previous events and or exercises the VEST bureau has captured from an After Action Report and put the topic or areas for improvement on the training list. VLOs, EMCs, and PIOs under Executive Order 41 are welcomed and encouraged to attend.	Virtual Offerings - 20 Hybrid - 2		

## Challenges and Barriers to Training and Exercises

### Concurrent FEMA Curricula Updates to NIMS

The Federal Emergency Management Agency's (FEMA) Emergency Management Institute (EMI) establishes the curricula for the National Incident Management System (NIMS). VDEM continues to implement NIMS and ICS changes that EMI develops and publishes on a regular and recurrent schedule, and VDEM works to ensure our instructors have the most up-to-date curriculum.

## Lack of Instructors and Students to Fill Available Classes in Rural Areas

There is an historical challenge of finding enough instructors and enough students to fill classes, especially in rural regions. Small localities have a difficult time being able to break away for a two-day course due to limited staffing. Additionally, training often requires back-fill and overtime costs within respective departments.

## Ongoing Response Operations Result in Cancellations or Postponements

When real-world emergencies occur at the local and state level, VDEM's courses are subject to cancellation. Disaster operations, especially during hurricane season, can result in training staff being reassigned to field operations or to functions within the Virginia Emergency Support Team in the Virginia Emergency Operations Center (VEOC).

## Reduced Federal Grant Support

FEMA has significantly reduced the amount of grant support for state and local governments, resulting in cuts to training and exercise programs in the Commonwealth, particularly during the past two years. Over the last decade, it is estimated that FEMA's grant support has declined by 70%, an average of \$30 million less on a per-year basis.

DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
7/17/20	Floyd K-12 COVID TTX	Floyd County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	25
7/17/20	Pulaski K-12 COVID TTX	Pulaski County	4	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	18
7/22/20	2020 Hurricane Exercise (HurrEx - Day 1)	VEST	VEST	Tabletop	Hurricane	Response and Recovery		57
7/27/20	2020 Cabinet Exercise (CabEx - Day 2)	VEST	VEST	Tabletop	Hurricane	Response and Recovery		50
7/27/20	Giles K-12 COVID TTX	Giles County	4	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	15

DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
7/27/20	Montgomery K-12 COVID TTX	Montgomery County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	60
7/28/20	Montgomery K-12 COVID TTX	Montgomery County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	40
7/29/20	New River Community College COVID TTX	Montgomery County, Pulaski County	4, 6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	25
8/3/20	Radford K-12 COVID TTX	Radford City	4	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	20
8/12/20	Virginia Western CC COVID TTX	Roanoke City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	21
8/12/20	Alleghany K-12 COVID TTX	Alleghany County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	15
8/19/20	Patrick K-12 COVID TTX	Patrick County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	15

DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
8/20/2020	Rockbridge/ Lexington K-12 COVID TTX	Rockbridge County, Lexington City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	13
8/21/2020	Henry K-12 COVID TTX	Henry County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	15
8/24/2020	Bath K-12 COVID TTX	Bath County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	15
8/25/2020	Buena Vista K-12 COVID TTX	Buena Vista City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	18
8/27/2020	Bedford K-12 COVID TTX	Bedford County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	15
9/9/2020	Botetourt K-12 COVID TTX	Botetourt County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	20
9/11/2020	Covington K-12 COVID TTX	Covington City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	12

DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
9/14/2020	Patrick Henry CC COVID TTX	Martinsville City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	30
9/16/2020	Dabney S. Lancaster CC COVID TTX	Alleghany County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	16
9/18/2020	Pittsylvania K-12 COVID TTX	Pittsylvania County	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	9
10/14/2020	VDH Vaccine TTX	State		Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	VDH Support
10/21/2020	COVID Response TTX - AM	Roanoke City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	53
10/21/2020	COVID Response TTX - PM	Roanoke City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	37
10/21/2020	Roanoke Public Schools COVID Response - AM	Roanoke City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	54

DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
10/21/2020	Roanoke Public Schools COVID Response - PM	Roanoke City	6	Tabletop	Pandemic	Response	Planning, Public Information and Warning, Physical Protective Measures, Environmental Response/Health and Safety	38
10/23/2020	EarthEx	VEST	VEST	Tabletop	Cyberattack	Response	Planning, Operational Coordination, Infrastructure Systems, Situational Assessment	52
11/13/2020	Inauguration TTX	Arlington County, Washington, D.C.	7	Tabletop	Mass evacuation	Response	Planning, Operational Coordination, Operational Communication	40
2/4/2021	2021 City of Manassas Cyber Tabletop Exercise	Manassas City	7	Tabletop	Cybersecurity	Response	Planning, Public Information and Warning, Operational Coordination, Operational Communications	
5/4/2021	Virginia Operations Plan Exercise (VOPEX)	5 Localities	1, 2	REPP	REP	Response	REP	120
5/5/2021	Louisa Co. School Interviews	Louisa County	2	REPP	REP	Response	REP	8
5/5/2021	Ingestion Pathway Exercise (IPX)	5 Localities	1, 2	REPP	REP	Recovery	REP	66
5/6/2021	VDSS Local Shelter Readiness Workshop	9 Localities	4	Workshop	Sheltering	Response	Planning	37
5/11/2021	VDSS Local Shelter Readiness Workshop	19 Localities	5	Workshop	Sheltering	Response	Planning	87
5/12/2021	VDSS Local Shelter Readiness Workshop	12 Localities	2	Workshop	Sheltering	Response	Planning	65
5/18/2021	George Washington Regional LEPC TTX	Fredericksburg City, Spotsylvania County, Stafford County	2	Tabletop	Major traffic incident, HazMat, mass casualty	Response, Recovery	Planning, Environmental Response/Health and Safety, Operational Coordination, Public Information and Warning	55



DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
5/18/2021	VDSS Local Shelter Readiness Workshop	6 Localities	3	Workshop	Sheltering	Response	6 Localities	49
5/21/2021	2021 Robert E. Lee Memorial Removal Workshop	Richmond City, Chesterfield County	1	Workshop	Safety and Security	Response, Protection, Prevention	Operational Coordination, On-scene Security, Protection, & Law Enforcement, Public Health, Healthcare & EMS, Public Information and Warning	120
6/8/2021	Spotsylvania Co. School Interviews	Spotsylvania County	2	REPP	REP	Response	REP	8
6/8/2021	Mary Washington Hospital Interviews	Fredericksburg City	1	REPP	REP	Response	REP	10
6/9/2021	VESTEX	VEST	VEST	Tabletop	Cybersecurity	Response	Operational Communication, Operational Coordination	136
6/9/2021	Spotsylvania Co. EAC, Traffic/Access Control, Route Alerting, Transportation Interviews	Spotsylvania County	2	REPP	REP	Response	REP	40
6/9/2021	Caroline Co. Traffic/Access Control, Route Alerting, Transportation Interviews	Caroline County	2	REPP	REP	Response	REP	15
6/10/2021	Louisa Co. EAC, Route Alerting, Traffic/Access Control Interviews	Louisa County	2	REPP	REP	Response	REP	40
6/10/2021	Hanover Co. Traffic/Access Control, Route Alerting, Transportation Interviews	Hanover County	1	REPP	REP	Response	REP	15
6/11/2021	Orange Co. EAC, Traffic/Access Control, Route Alerting, Transportation Interviews	Orange County	2	REPP	REP	Response	REP	15

DATE	EXERCISE NAME	LOCALITY (S) INVOLVED	REGION	TYPE	HAZARD TYPE	MISSION AREA	CORE CAPABILITIES EVALUATED	PERSONNEL ATTENDING
6/14/2021	VDSS Local Shelter Readiness Workshop	7 Localities	7	Workshop	Sheltering	Response	Planning	89
6/15/2021	VDSS Local Shelter Readiness Workshop	16 Localities	6	Workshop	Sheltering	Response	Planning	58
6/22/2021	Manassas City Independence Day TTX	Manassas City	7	Tabletop	Fire Hazard	Response	Situational Assessment, Operational Coordination, Public Information and Warning	15
6/29/2021	VDSS Local Shelter Readiness Workshop	11 Localities	1	Workshop	Sheltering	Response	Planning	62



## 8. State Agency Mandates

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.8:

8. The mandates administered by state agencies and imposed on local governments, an estimate of the fiscal impact of the mandates on the affected local governments, and a written justification as to why the mandate should or should not be eliminated.

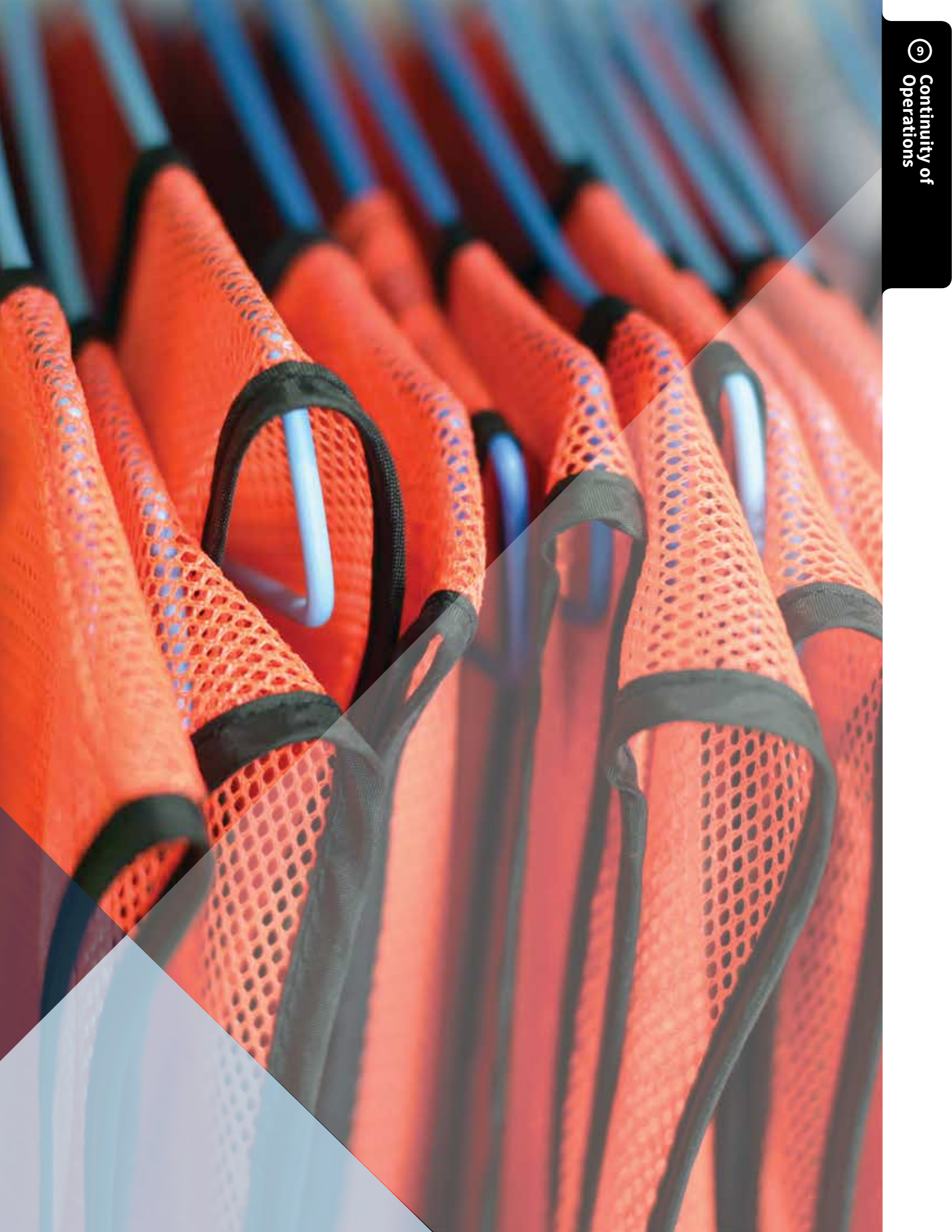
### Summary

In FY21, the Virginia Department of Emergency Management (VDEM) worked with the Virginia Department of Housing and Community Development, Commission on Local Government, to review VDEM-specific mandates on local governments. In FY21, VDEM established one new mandate on local governments, Emergency Services and Disaster Law, local and interjurisdictional emergency operations plans, of which the summary reads:

*“Local governments shall include provisions to ensure that local and interjurisdictional emergency operation plans are applied equitably and meet the needs of minority and vulnerable communities during emergencies.”*

This new mandate was published in the Catalog of State and Federal Mandates on Local Government (Catalog).

The catalog can be found at: <https://dmz1.dhcd.virginia.gov/MandatesSearch/MandatesSearch.aspx>, and contains VDEM-specific mandates on local governments, fiscal impacts, and justifications.



## 9. Continuity of Operations

§44-146.18:4. State Coordinator of Emergency Management responsible for annual Virginia Comprehensive Emergency Management Report.

- A.** The Department of Emergency Management (the Department) shall create a comprehensive tabulated annual report, known as the Virginia Comprehensive Emergency Management Report (the Report), that shall include the annual Threat Hazard Identification Risk and Assessment (THIRA) report that the Department submits to the Federal Emergency Management Agency (FEMA), as well as information on the following:
  - 9.** The status of continuity of operations programs, plans, and systems of the Commonwealth's executive branch agencies. Such plans shall include a description of how the agency or institution of higher education will continue to provide essential services or perform mission essential functions during a disaster or other event that disrupts normal operations.

### Summary

As of September 2019, Executive Order 41 (2109) requires each State Agency to: *include emergency preparedness planning, training, and exercises as basic responsibilities. Additionally, each State Agency shall include emergency preparedness in its strategic planning and performance management process. All state agencies shall support cabinet-level continuity of government efforts, develop and maintain a continuity of operations plan, use all resources and capabilities to support statewide response and recovery efforts, and provide emergency public information resources.*

As a result of the new EO 41 language, agencies and institutions of higher education are required to develop continuity of operations plans, but are no longer required to submit such plans to VDEM for review.

The Planning division is responsible for developing and maintaining the COOP plan and is currently engaged in this process. The Planning Division recently developed training materials, which are under further review and awaiting scheduling.

VDEM leadership and staff recognize the significance that EO 41 places on Continuity of Operations (COOP) as an emergency management initiative. Continuity planning addresses the ability of an organization to maintain its normal business operations during or soon after an emergency that disrupts operations. More importantly, it underlies continuity of government (COG) as a whole and maintains trust, along with many other benefits that reach beyond the operations of a single entity. For these reasons COOP remains a priority within the agency, while undergoing a reorganization of the agency over the past two years, and responding to a plethora of emergencies.

EO 41 and Code of Virginia also charges VDEM with the responsibility to provide support to state agencies in the development and maintenance of COOP Plans, including the provision of templates to develop agency specific Occupant Emergency Action and State Agency Continuity Plans. The Planning Division will provide the training and create a template, which will then be provided to the state agency emergency management coordinators (EMCs). Additional technical support is available from the VDEM continuity of operations coordinator by request.





## 10. Secure and Resilient Commonwealth

The Virginia Department of Emergency Management (VDEM) submits this report pursuant to §44-146.18:4.10

**10.** The state of the Commonwealth's emergency prevention, protection, mitigation, response, and recovery efforts and the resources necessary to implement them.

### Summary

The Commonwealth's evolving risk environment includes pandemics, the opioid crisis, recurrent inland and coastal flooding and sea-level rise, cybersecurity threats, tornado activity, hurricanes, domestic terrorism, civil unrest, election security, severe winter weather, and myriad other challenges. Over the past year, the Commonwealth of Virginia experienced a global pandemic, and large scale protests – both peaceful and violent – that challenged us to evaluate how our state prevents, protects against, mitigates, responds to, and recovers from man-made and natural disasters.

### Prevention

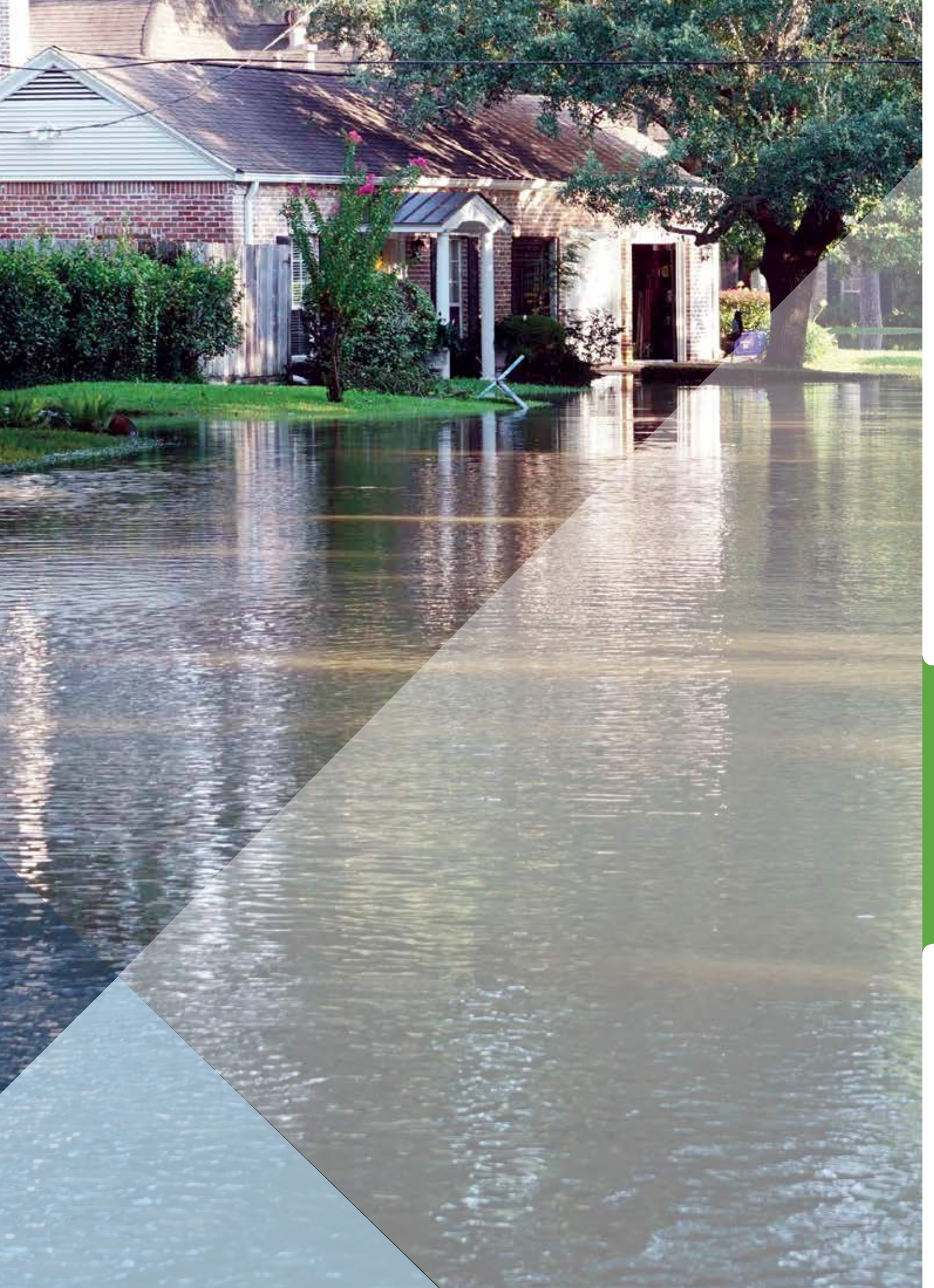
Prevention efforts include activities designed to proactively interdict events that may lead up to an emergency or disaster event. VDEM's prevention efforts consist of preparedness efforts to plan, organize, equip, train, and exercise before an emergency or disaster occurs.

### Planning

The following list represents planning updates that VDEM undertook in FY21 (with further updates listed as well):

- **Stakeholder Preparedness Review (SPR):** This report is currently being prepared and will be completed by the end of 2021.
- **Threat and Hazard Identification and Risk Assessment (THIRA):** This report is currently being prepared and will be completed by the end of 2021.
- **Local Capability Assessment for Readiness (LCAR):** The LCAR is an annual survey conducted in the spring. The 2021 LCAR surveys were completed in August of 2021 and analysis will be completed by late fall of 2021.





# 11. Status of Plans

## Local Emergency Operations Plans

*Code of Virginia* §44-146.19(E) requires that each political subdivision (cities, counties, and five towns with independent emergency management programs) shall prepare and keep current an emergency operations plan (EOP) for its area. Plans must be updated every four years.

As of September 1, 2021, 110 of the 139 jurisdictions (79%) have up-to-date EOPs. Many of the jurisdictions with expired plans are currently in the update process or are in the final phase of adopting updates. Many jurisdictions put the revision process on hold due to COVID-19 response.

## State Plans for Colleges

*Institutions of Higher Education Crisis and Emergency Management Plans (CEMP)*

There are 40 public institutions of higher education (IHEs) within the Commonwealth, and all must meet the requirements of §23.1-804 of the Code of Virginia. These requirements include:

- The governing boards of each public IHE are to develop, adopt, and keep current a crisis and emergency management plan.
- Each public IHE is to conduct a comprehensive review and revision of its crisis and emergency management plan to ensure that the plan remains current. The governing board shall adopt the revised plan formally every four years and the adoption will be certified in writing to VDEM.
- Annually, the chief executive officer of each public institution of higher education is to review the institution’s crisis and emergency management plan, certify in writing to VDEM that a review has been completed, and make recommendations to the institution for appropriate changes to the plan.
- Each public institution is to conduct a test or exercise of the plan annually and certify in writing to VDEM that it was conducted. Activation of the crisis and emergency management plan and completion of an after-action report by the IHE in response to an actual event or incident satisfies the requirement to conduct such a test or exercise.

Currently, 31 (78%) of state IHEs are compliant with these requirements. Many IHEs are in the update process or are in the final phase of approving updates. Many IHEs put the revision process on hold due to COVID-19.

## State and Local Hazard Mitigation Plans

The following chart provides an itemized list of requirements and compliance by the IHE Out of Compliance Plans.

PLANNING DISTRICT COMMISSION (PDC)	PLAN EXPIRATION DATE	FUNDING SECURED FOR PLAN REVISION	COMMENTS
Region 2000 (11)	1/8/2018	HMGP 4262	Plan update in progress

<b>PLANNING DISTRICT COMMISSION (PDC)</b>	<b>PLAN EXPIRATION DATE</b>	<b>FUNDING SECURED FOR PLAN REVISION</b>	<b>COMMENTS</b>
SHSP Southside PDC (13)	9/1/2025	HMGP 4262	Plan is approved
Cumberland Plateau PDC (2)	2/9/2025	PDM 2017	Plan is approved
LENOWISCO PDC (1)	8/14/2019	Plan recently funded under HMGP 4401	Plan update in progress
Roanoke Valley-Allegheny PDC (5)	9/3/2024	HMGP 4262	Plan is approved
Central Shenandoah PDC (6)	12/18/2018	HMGP 4291	Plan is complete; adoptions to take place soon
Middle Peninsula PDC (18)	2/1/2022	Plan recently funded under HMGP 4401	Plan is approved; update in progress
West Piedmont PDC (12)	2/9/2022	Plan recently funded under PDM 2018	Plan is approved; update in progress
Northern Virginia RC (8)	3/26/2022	Plan recently funded under PDM 2018	Plan is approved
Accomack-Northampton PDC (22)	4/9/2022	Plan recently funded under HMGP 4411	Plan is approved; update in progress
Hampton Roads PDC	4/30/2022	Plan recently funded under PDM 2019	Plan is approved; update in progress
Richmond Regional and Crater PDCs (15 and 19)	8/7/2022	Plan recently funded under HMGP 4411	Plan is approved; update in progress
George Washington Regional Commission (16)	10/4/2022	Submitting under BRIC 2020	Plan is approved
New River Valley PDC (4)	11/27/2022	Submitting under BRIC 2020	Plan is approved
Commonwealth Regional Council (14)	12/13/2022	Plan recently funded under PDM 2019	Plan is approved; update in progress
Northern Neck PDC (17)	2/7/2023	Submitting under BRIC 2020	Plan is approved
Thomas Jefferson PDC (10)	3/19/2023	Plan recently funded under HMGP 4411	Plan is approved; update in progress
Northern Shenandoah Valley PDC (7)	8/7/2023	PDM 2015	Plan is approved
Rappahannock-Rapidan RC (9)	12/10/2023	Plan recently funded under PDM 2018	Plan is approved
Mount Rogers PDC (3)	2/26/2024	Plan recently funded under PDM 2018	Plan is approved
State Plan	3/13/2023	Plan recently funded under PDM 2018	Plan is approved; update in progress
Commonwealth Regional Council (14)	12/13/2022	Plan recently funded under PDM 2018	Plan is approved; update in progress

<b>PLANNING DISTRICT COMMISSION (PDC)</b>	<b>PLAN EXPIRATION DATE</b>	<b>FUNDING SECURED FOR PLAN REVISION</b>	<b>COMMENTS</b>
Northern Neck PDC (17)	2/7/2023	Submitting under BRIC 2020	Plan is approved
Thomas Jefferson PDC (10)	3/19/2023	Plan recently funded under HMGP 4411	Plan is approved; update in progress
Northern Shenandoah Valley PDC (7)	8/7/2023	PDM 2015	Plan is approved
Rappahannock-Rapidan RC (9)	12/10/2023	Plan recently funded under PDM 2018	Plan is approved
Mount Rogers PDC (3)	2/26/2024	Plan recently funded under PDM 2018	Plan is approved
State Plan	3/13/2023	Plan recently funded under PDM 2018	Plan is approved; update in progress



# Virginia Department of Emergency Management

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