



# COMMONWEALTH OF VIRGINIA

## Department of Emergency Management

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December 8, 2020

### MEMORANDUM & COVER LETTER

**TO:** The Honorable Ralph S. Northam, Governor  
The Honorable Janet D. Howell, Chairperson of the Senate Finance and  
Appropriations Committee  
The Honorable Luke E. Torian, Chairperson of the House Appropriations  
Committee  
Daniel Timberlake, Director of the Department of Planning and  
Budget

**VIA:** Brian J. Moran, Secretary of Public Safety and Homeland Security  
Shawn Talmadge, Deputy Secretary of Public Safety and Homeland Security

**FROM:** Curtis Brown, State Coordinator

**SUBJECT:** Annual Report Training and Exercises FY20

Sincerely,

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

Curtis Brown, State Coordinator



Virginia Department of  
Emergency Management

# **2020 NIMS Training & Exercise Report**

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**November 2020**

**PREFACE**

Item 410 B. of the 2020 Appropriations Act reads as follows:

This appropriation includes \$500,000 in the first year and \$500,000 in the second year from the general fund for the Department of Emergency Management to conduct multidisciplinary training, regional training and exercises related to man-made and natural disaster preparedness, including training consistent with the National Incident Management System (NIMS). Training shall involve, but is not to be limited to, local and state law enforcement, fire services, emergency medical services, public health agencies, and affected private and nonprofit entities, including colleges and universities. Training may be conducted with a state, local or federal agency or agencies having the capability or responsibility to coordinate or assist in emergency preparedness. The agency shall submit a report detailing the number and types of training and exercises conducted, the costs associated with such training and exercises, and challenges and barriers to ensuring that state and local agencies are ready and able to respond to emergencies and natural disasters. The report shall be submitted to the Governor, Secretary of Public Safety and Homeland Security, the Chairmen of the House Appropriations and Senate Finance Committees, and the Department of Planning and Budget by October 1 of each year.

This report is a summary of the number and types of training and exercises VDEM conducted, the costs associated with such training and exercises, and the challenges and barriers to ensuring that state and local agencies are ready and able to respond to emergencies and natural disasters.

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## **Introduction**

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*“This appropriation includes \$500,000 in the first year and \$500,000 in the second year from the general fund for the Department of Emergency Management to conduct multidisciplinary training, regional training and exercises related to man-made and natural disaster preparedness, including training consistent with the National Incident Management System (NIMS). Training shall involve, but is not to be limited to, local and state law enforcement, fire services, emergency medical services, public health agencies, and affected private and nonprofit entities, including colleges and universities. Training may be conducted with a state, local or federal agency or agencies having the capability or responsibility to coordinate or assist in emergency preparedness. The agency shall submit a report detailing the number and types of training and exercises conducted, the costs associated with such training and exercises, and challenges and barriers to ensuring that state and local agencies are ready and able to respond to emergencies and natural disasters.”*

As a central component of its mission, the Virginia Department of Emergency Management (VDEM) plans and delivers a robust program of training courses and exercises to enhance state and local preparedness. By offering valuable training to local responders and providing realistic tests of plans and capabilities, VDEM helps ensure that state and local agencies are prepared to deal with potential emergencies and natural disasters.

This report, submitted pursuant to §44-146.18:4.7 of the Code of Virginia, details the number and types of training and exercises conducted by VDEM during Fiscal Year 2020, as well as their associated costs. It also discusses the unanticipated impacts of the COVID-19 pandemic on the Commonwealth’s training and exercise program, including the cancellation of a number of courses and exercise events.

As a result of COVID-19 cancellations, slightly less than half of the General Assembly’s \$500,000 allocation for these activities in FY 2020 was not spent. The undexpended balance of \$230,015 reverted to the state’s general fund.

## ***Training Courses and Exercises***

VDEM's Training, Education, and Exercise Division (TEED) coordinates and manages the Virginia Emergency Management and Homeland Security Training and Exercise program for state, tribal, and local emergency management professionals, first responders, volunteer organizations and private-sector partners. This robust program has elevated the capabilities of the Commonwealth's response community and has been widely regarded as one of the finest in the nation.

On March 19, 2020, Governor Northam signed Executive Order No.51, declaring the COVID-19 pandemic a Public Health Emergency. In response to the spread of COVID-19 and to help protect the public health of Virginians, eighty-two (82) previously scheduled training courses and exercises were cancelled.

Despite these reductions in the Training and Exercise Program, TEED coordinated, facilitated, or conducted 100 training sessions across the state during FY 20, that were attended by a total of 3,231 students.

## ***Detailed Summary of NIMS Training Courses***

### ***Training***

<b>TRAINING CATEGORY</b>	<b>COURSE NUMBER</b>	<b>COURSE NAME</b>	<b>DESCRIPTION</b>	<b>NUMBER OF CLASSES</b>	<b>COST PER COURSE</b>	<b>TOTAL COST</b>
<b>Advanced Professional Series</b>	G191	Incident Command System/Emergency Operations Center Interface:	This one-day course works best when delivered to Incident Command System and Emergency Operations Center personnel from the same community. The course provides an opportunity for participants to begin developing an ICS/EOC interface for their community. The course reviews ICS and EOC responsibilities and functions and depends heavily on exercises and group discussions to formulate the interface.	4	\$1,614	\$6,456
<b>Advanced Professional Series</b>	G205	Recovery from Disaster, The Local Government Role:	This resident course is designed for local disaster recovery teams consisting	2	\$1,614	\$3,228

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			of emergency managers, city/county administrators, public works directors, building inspectors, and community planners. The course focuses on the roles and responsibilities of each team member, and provides guidance on developing a local disaster recovery plan. Best practices in disaster recovery are summarized in a toolkit included in the course materials. Participants are given the opportunity to develop an outline of their own recovery plan during the course.			
<b>Advanced Professional Series</b>	G290	Basic Public Information Officer	This two day course is designed for the new or less experienced Public Information Officer (PIO) and focuses on essential emergency PIO functions. The course will teach PIOs how to write a news release, conduct an on-camera interview and prepare awareness campaigns. The class is a prerequisite for the Advanced Public Information Course (E388) at the Emergency Management Institute. Elective for Advanced Professional Series (APS) certification.	2	\$1,614	\$3,228
<b>Advanced Professional Series</b>	G291	Joint Information System/Center Planning for Public Information Officers	This one-day course is designed to equip Public Information Officers (PIOs) to establish and operate in a Joint Information System/Center (JIS/JIC). The purpose of the course is to build on the solo PIO	1	\$1,614	\$1,614

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			competencies gained in the Basic PIO courses and apply those skills in an expanding incident. Participants will also gain a working knowledge of operational practices for performing PIO duties within the NIMS multiagency coordination system.			
<b>Advanced Professional Series</b>	G775	Emergency Operations Center (EOC) Management and Operations	This 2 1/2 day course provides the participant with training in the methods and procedures to effectively manage and operate an emergency operations center (EOC) during crisis situations. The course identifies considerations affecting site selection and design for an effective EOC; staffing, training, and briefing EOC personnel; and operating and managing an EOC during various emergency situations. This course is especially valuable for senior emergency management officials and any individual designated to serve in an EOC during emergency events.	2	\$1,614	\$3,228
<b>Incident Command System (ICS)</b>	ICS300	Intermediate ICS for Expanding Incidents	The 18 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	15	\$1,614	\$24,210



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			action plan and become familiar with the National Incident Management System (NIMS).			
<b>Incident Command System (ICS)</b>	ICS400	Advanced Incident Command System	This 14 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.	12	\$1,614	\$19,368
<b>Incident Command System (ICS)</b>	ICS402	Incident Command System Overview for Executives/Senior Officials	This 2 to 4 -hour course is designed to provide a broad -level orientation to the Incident Command System (ICS) for Executives and Senior Officials (including elected officials, city/county managers, agency administrators, etc.). Topics include Part 1: What Is ICS?, Part 2: ICS Organization & Features, Part 3: Unified & Area Command, Part 4: Coordination & Incident Management Assessment, Part 5: NIMS Preparedness. Course presentation should also include review of the following locality - specific documents: Local and State laws/policies relevant to	1	\$1,614	\$1,614

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			incident management, Local and State incident management roles and responsibilities, Local Emergency Operations Center procedures and the Local Emergency Operations Plan (EOP).			
<b>Emergency Management Basic Academy &amp; Advance Academy (Includes WebEOC)</b>	L0101	Foundations of Emergency Management	FEMA recognizes the need to tie training programs to an established set of emergency management competencies and to a Career Development Program through a progressive training and education system that includes the entry-level Academy, called the National Emergency Management Basic Academy. Training objectives for this course are based on the newly established emergency manager competencies that the National Emergency Management Association; the International Association of Emergency Managers; and state, local, territorial, and tribal emergency management professionals have established in coordination with EMI. The following topics in emergency management are covered in this course: history; legal issues; intergovernmental and interagency context; influencing and organizing; social vulnerability issues; managing stress; collaboration, preparedness, and team-building; mitigation,	2	\$1,614	\$3,228

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			response, prevention, and protection; ethical decision-making; recovery; technology; administration; and the future.			
<b>Emergency Management Basic Academy &amp; Advance Academy (Includes WebEOC)</b>	L0102	Science of Disasters	This course in the Emergency Management Basic Academy is designed to provide the participants with an overview of scientific principles and concepts that shape our increasingly dangerous world.	1	\$1,614	\$1,614
<b>Emergency Management Basic Academy &amp; Advance Academy (Includes WebEOC)</b>	L0103	Planning: Emergency Operations	This course in the Emergency Management Basic Academy is designed to give basic concepts and planning steps to those new to the field of emergency management so that they may apply planning discipline and skills to challenges in their jobs. The course content includes emergency management planning doctrine and steps to take to accomplish writing plans and using them to deal with special events, which are common challenges for all jurisdictions. The content also derives from Comprehensive Preparedness Guide 101, Developing and Maintaining State, Territorial, Tribal and Local Government Emergency Plans and its six-step planning process and inclusive Whole Community philosophy. Likewise, doctrine from Comprehensive Preparedness Guide 201, Threat and Hazard	1	\$1,614	\$1,614

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			Identification and Risk Analysis, is included in the course. Special event planning is then explained in the course and table group activities to analyze plans for special events are conducted.			
<b>Emergency Management Basic Academy &amp; Advance Academy (Includes WebEOC)</b>	L0105	Public Information and Warning	This course introduces students to the role of the Public Information Officer (PIO) in emergency management. Students are also introduced to basic of the Integrated Public Alert and Warning System (IPAWS).	2	\$1,614	\$3,228
<b>Emergency Management Basic Academy &amp; Advance Academy (Includes WebEOC)</b>	L0146	Homeland Security Exercise Evaluation Program	This 2-day period of instruction is for those individuals that are directly involved in the planning, design and evaluation of training exercises. The intermediate level training course incorporates exercise guidance and best practices from the HSEEP Volumes. It is an interactive course that allows participants to share personal lessons learned and best practices while gaining practical experience. In addition to the instructor-led course presentations, the course includes small group activities, videos, group discussions, and introductions to HSEEP and related initiatives such as supporting technology (e.g., HSEEP Toolkit) and capabilities-based planning (e.g., UTL and TCL). This approach provides participants with hands-on experience that readily	4	\$1,614	\$6,456

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			<p>translates to real-world exercise responsibilities. Activities include creating exercise documentation, conducting planning conferences and briefings, and practicing exercise evaluation.</p>			
<p><b>Incident Command System (ICS)</b></p>	L952	<p>All Hazards Position Specific Public Information Officer</p>	<p>This course is designed for a Public Information Officer (PIO) assigned to an incident as a member of an All Hazards Incident Management Team (AHIMT) and local IMTs, as well as for the PIO assigned to an incident as an Assistant PIO in a variety of capacities.</p> <p>This course will help participants develop a strong set of core PIO skills and the ability to apply them within the context of an AHIMT. This course is also distinct from other information function courses in that it combines elements from both the basic and advanced functions to concentrate training on the fundamental duties and responsibilities of the PIO in an all-hazards environment. The course material does not assume or require experience as a PIO, but also is not a basic PIO course.</p> <p>This course is an instructor-led training that supports learning</p>	1	\$20,680	\$20,680

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			through discussion, lecture and active participation in multiple exercises that provides a realistic, scenario-driven approach to mastering the skills required of a PIO. Exercises, simulations, discussion and a final exam enable participants to process and apply their new knowledge.			
<b>Incident Command System (ICS)</b>	L956	All Hazards Position Specific Liaison Officer	This course provides local and state level emergency responders with a robust understanding of the duties, responsibilities, and capabilities of an effective Liaison Officer (LOFR) on an All Hazards Incident Management Team (AHIMT). This course is an instructor-led training that supports learning through discussion, lecture and active participation in multiple exercises that provides a realistic, scenario-driven approach to mastering the skills of a LOFR. Exercises, simulations, discussions, and a final exam enable participants to process and apply their new knowledge.	1	\$10,302	\$10,302
<b>Incident Command System (ICS)</b>	L962	All Hazards Position Specific Planning Section Chief	This course provides local and state level emergency responders with a robust understanding of the duties, responsibilities, and capabilities of an	1	\$19,842	\$19,842

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			<p>effective Planning Section Chief (PSC) on an All Hazards Incident Management Team (AHIMT). These responsibilities fall into two categories:</p> <p>1) Managing the planning cycle 2) Tracking resources and incident status</p> <p>This course is an instructor-led training that supports learning through discussion, lecture and active participation in multiple exercises that provides a realistic, scenario-driven approach to mastering the skills of a PSC. Exercises, simulations, discussions, and a final exam enable participants to process and apply their new knowledge.</p>			
<b>Incident Command System (ICS)</b>	L967	All Hazards Position Specific Logistics Section Chief	<p>This course provides local and state level emergency responders with a robust understanding of the duties, responsibilities, and capabilities of an effective Logistics Section Chief (LSC) on an All Hazards Incident Management Team (AHIMT). These responsibilities fall into two categories:</p> <p>1) Responding to the incident</p>	1	\$23,980	\$23,980

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			<p>2) Effectively fulfilling the position responsibilities of a Logistics Section Chief on an AHIMT</p> <p>This course is an instructor-led training that supports learning through discussion, lecture and active participation in multiple exercises that provide a realistic, scenario-driven approach to mastering the skills of a LSC. Exercises, simulations, discussions, and a final exam enable participants to process and apply their new knowledge.</p>			
<b>Incident Command System (ICS)</b>	O305	Type 3 All Hazards Incident Management Team (AHIMT)	<p>This five day course serves as a basic introduction to the activities and processes of a Type 3 All Hazards Incident Management Team (AHIMT). This course meets the needs of the National Incident Management System (NIMS) and the National Response Framework (NRF). The Type 3 AHIMT course focuses on the importance of developing and operating as a functional Type 3 AHIMT. This course will assist individual responders perform as viable team members by:</p> <ul style="list-style-type: none"> <li>• Demonstrating the goals of NIMS and NRF</li> <li>• Emphasizing the nature and purpose of a Type 3 AHIMT</li> </ul>	1	\$41,851	\$41,851



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			<p>so that others in the community and emergency services are more willing and able to assist within various components of their local Type 3 AHIMT.</p> <ul style="list-style-type: none"> <li>• Demonstrating the critical role that leadership and teamwork skills play in the success of a Type 3 AHIMT</li> <li>• Providing a basic framework for building and maintaining critical interpersonal communications and working together as a team member of a Type 3 AHIMT</li> <li>• Offering practical experience of on-scene operations through extensive exercises and simulations, as well as through post-course refresher training, by providing students with the opportunity to perform as members of a Type 3 AHIMT during a mock incident management situation.</li> </ul>			
<b>Emergency Management Basic Academy &amp;</b>	VEST	Various	These courses are designed to provide VEST participants sustainment	36	\$1,614	\$58,104

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<b>Advance Academy (Includes WebEOC)</b>			training, Training provides basic awareness training.			
<b>Emergency Management Basic Academy &amp; Advance Academy (Includes WebEOC)</b>	WebEOC	Various	These courses are designed to teach users the foundations of WebEOC, Virginia's crisis-disaster management software. Participants will be introduced to logging into WebEOC and all of the boards used for situation awareness and sharing information.	10	\$1,614	\$16,410
	Total			100		\$269,985*

\*Each course has a number of associated variable costs; the cost of an individual course can range from \$1,614 to \$42,000.

**Summary Statistics**

- Total courses:100 (82 were cancelled)
- Total course participants: 3,231
- Total course costs: \$269,985

Comparatively, during FY2019, a total of 206 courses were held and 3,813 participants were trained.

**Exercises**

DATE	EXERCISE NAME	PARTICIPANT LOCALITY/ LOCALITIES	REGION	TYPE	HAZARD TYPE/ MISSION AREA	NOTES
7/8/19	<b>Harrisonburg James Madison University Mass Casualty Incident</b>	City of Harrisonburg, James Madison University, VDEM Region 3, Sentara RMH, UVA SEMM, RMC Events, Virginia State Police (VSP)	3	Full Scale	Mass Casualty Response	324 Participants
7/16/19	<b>Henry County Martinsville</b>	Henry County, Martinsville Speedway	6	Tabletop	Active Shooter	49 Participants

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	<b>Speedway Tabletop</b>				Response	
8/6/19	<b>Buckingham County Active Shooter/ Terrorist Threat</b>	Buckingham County	3	Tabletop	Active Shooter/ Terrorist Threat  Response	84 Participants
10/23/19	<b>Virginia Department of Health (VDH) Cardinal Reserve Statewide Exercise</b>	VDH, VDH Regional and Local Health Districts, Virginia Emergency Support Team (VEST)	VDH Regions, VEST	Full Scale	Pandemic  Response	Support for VDH Exercise
11/14/19	<b>GRIDEX V- Virginia</b>	VDEM, VEST, VDH, VSP, Dominion Energy, Virginia Department of Social Services, Virginia Department of Mines Minerals and Energy, Virginia National Guard, Virginia Department of Transportation, Office of Public Safety and Homeland Security, Department of Conservation and Recreation, State Corporation Commission, Verizon	VEST	Tabletop	Power Outage, Technical Hazards, Cyber Security  Response	35 Participants

## ***Challenges and Barriers to Training and Exercising***

The challenges and barriers described herein reflect issues related to the training and exercising in a multidisciplinary environment.

- ***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.

- ***Cancellations or Postponements Due to Response Operations***

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).

- ***Virginia COVID-19 Response***

On March 12, 2020, VDEM activated the Virginia Emergency Operations Center in response to the Coronavirus pandemic. The State Emergency Operations Center has brought together multiple federal, state, local agencies along with private industry to respond to the pandemic and help reduce the spread of COVID-19. Teams at the State Emergency Operations Center are creating and implementing plans on important topics like essential supplies, testing, and lab capacity, in an ever-changing situation. The event led to many lessons learned that will increase the ability of the Virginia Emergency Operations Center to better respond in a crisis.