

## **I. INTRODUCTION**

### **PURPOSE OF THE PLAN**

This plan is a state-level integrated emergency management document. It is designed to describe the Vermont emergency disaster response support and recovery processes and serve as a guideline for all phases of comprehensive emergency management.

The Vermont State Emergency Operations Plan (SEOP) is the basis for the Vermont emergency management system. It is the primary outline for the coordination of Vermont capabilities in compliance with state and federal guidelines. Vermont Division of Emergency Management and Homeland Security (DEMHS) personnel and its many response and recovery partners assisted in the development of this plan.

The plan is intended to be “All Hazards,” covering the entire range of emergency and disaster incidents from natural disasters and technological hazards, to the impact of the threat of terrorism. Although it is called a “State Emergency Operations Plan,” the scope extends from preventive measures and preparations through local and state response actions, to recovery, post-disaster programs and Federal Disaster Assistance.

This plan is a reference of emergency disaster information and the basic source of data considered necessary to accomplish the various types of emergency missions that could confront Vermont State government. Special information required to deal with specific hazards in response or recovery is summarized in the fourteen (14) State Support Functions (SSFs) and nine (9) Recovery Support Functions (RSFs) in this plan, with reference to supporting documents, annexes and attachments. Details may be in separate annexes for the convenience of response or response support personnel.

This plan does not contain resource inventories or personnel directories; resource inventories are maintained by each agency and personnel directories are maintained in VTAlert. Specific Operating Instructions are included in Tabs to each SSF Annex, included in the Agency Annex section of the plan, or held by the responsible agency. This plan is designed to bring the user to the point of knowing what is to be done and who is to do it, and may include information relative to when and where the response or recovery activities will be concentrated. Each participating organization, private or governmental, must depend on its own expertise to develop the guidelines describing how it will carry out its assignments. Logistics, techniques, methodologies and implementation strategies are components of organizational procedure manuals. The development of these “Standard Operating Procedures” (SOPs), or “Emergency Service Operational Procedures” (ESOPs) or “Field Operating Guides” (FOG) is the logical extension of this plan and the responsibility of each contributing agency.

This State Comprehensive Emergency Management Plan fully addresses the efforts of the State in mitigation through the State Hazard Mitigation Plan located in Support Annex 3.

## SCOPE AND APPLICABILITY

### Scope

The SEOP covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or acts of terrorism, major disasters, catastrophic incidents and other emergencies. The SEOP also provides the basis to initiate short and long-term community recovery and mitigation activities.

The SEOP establishes interagency and multi-jurisdictional relationships and mechanisms for State Government involvement in, and with DEMHS or the State Emergency Operations Center (SEOC) coordination of, incident support activities depending on the magnitude of the incident.

This includes coordinating structures and processes for incidents requiring:

- State support to local governments;
- State agency to state agency support;
- The exercise of direct state authorities and responsibilities, as appropriate under the law;
- Public and private-sector incident management integration;
- Support to other states; and
- Support to eastern Canadian Provinces

In addition, the SEOP:

- Recognizes and incorporates the various jurisdictional and functional authorities of state departments and agencies, local governments and private-sector organizations in incident management; and
- Recognizes supporting statutory obligations for continuity of government operations for local and state levels, as well as judicial, legislative and executive branches in response as outlined in the Hazard Identification/ Risk Assessment (HIRA).

### Applicability

The SEOP applies to all state departments and agencies that may be requested to provide assistance or conduct operations in actual or potential incidents. These incidents require a coordinated response by an appropriate combination of federal, state, local, private-sector and non-governmental entities.

## Incident Management Activities

### Incident Command System

The Incident Command System (ICS) is the model for command, control and coordination of an emergency response. It provides a means to coordinate the efforts of individual agencies as they work toward stabilizing the incident and protecting life, property and the environment. ICS uses principles proven to improve efficiency and effectiveness in an emergency response. Due to the increased complexity of events

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occurring in Vermont and the number of agencies/departments with responsibility to act, Vermont has adopted the National Incident Management System (NIMS) as indicated in Executive Order No. 30-05 (Appendix V of this plan).

The Incident Command System can be scaled up or down to meet the need, which makes it a flexible model for situations widely disparate in scope and nature. It can be applied to a wide variety of emergency and non-emergency situations, such as:

- Fires
- Hazardous material accidents
- Multi-casualty incidents
- Events involving multi-jurisdictional and multi-agency responses
- Wide-area search and rescue missions
- Oil spill response and recovery incidents
- Single and multi-agency law enforcement incidents
- Air, rail, water or ground transportation accidents
- Planned events (i.e., celebrations, parades, concerts)
- State or local major natural hazards management
- Acts of Terrorism and/or Weapons of Mass Destruction Incidents

### **ICS Organization**

Every incident or event has certain major management activities or actions that must be performed. Even if the event is small, and only one or two people are involved, these activities still apply to some degree.

The organization of the Incident Command System is built around five major management activities. They are:

#### **Command**

- Sets objectives and priorities
- Has overall responsibility at the incident or event

#### **Operations**

- Conducts tactical operations to carry out the plan
- Develops the tactical objectives
- Organizes resource and response organizations
- Directs all resources

#### **Planning**

- Develops the action plan to accomplish the objectives
- Collects and evaluates information
- Prepares situation reports
- Maintains resource status
- Documents incident activities

#### **Logistics**

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- Responsible for all of the services and support needs of an incident, including obtaining and maintaining essential personnel, facilities, equipment and supplies
- Provides support to meet incident needs

## Finance/Administration

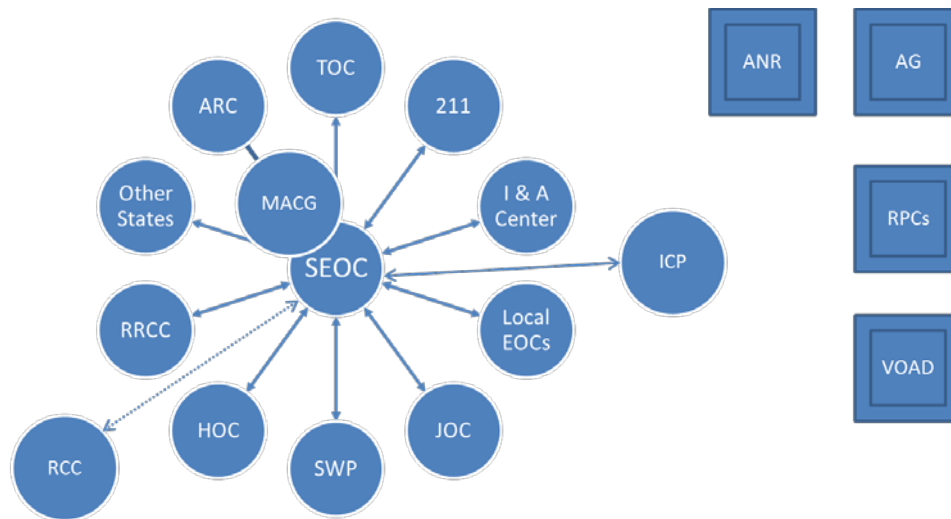
- Monitors costs related to incident
- Provides accounting, procurement, time recording and cost analyses

These activities are the foundation upon which the ICS organization develops. They apply to any emergency, organizing for a major event or managing a major response to a disaster.

For small incidents one person, the Incident Commander (IC) may manage these major activities. Large incidents usually require that they be set up as separate sections within the organization. Each of the primary ICS Sections may be subdivided as needed. The ICS organization can be sized to meet the needs of the incident.

When the state activates in response to an emergency, it is usually in support of local operations that are already under way. In the overwhelming majority of incidents where state assistance is requested by a local jurisdiction, that request will be made to the DEMHS Watch Officer or the State Emergency Operations Center (SEOC). The SEOC will act as a Multi-Agency Coordination Center (MACC) within the State Multi-Agency Coordination System (MACS) and is responsible for coordinating or assigning agency resources in a multi-agency or multi-jurisdictional environment.

Department Operations Centers (DOCs) may be activated in response to an emergency, including the Transportation Operations Center (TOC), Joint Operations Center (JOC), and Health Operations Center (HOC). These DOCs serve as an extension of their corresponding State Support Function at the SEOC.



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If a catastrophic incident occurs statewide or regionally and the capability of the SEOC to coordinate resource support may be overwhelmed, public safety officials may activate one or more of the four Public Safety Districts as outlined in 20 V.S.A., Chapter 1, subsection 5. These public safety districts are coincident with the Vermont State Police (VSP) "Troop" areas and may operate a Resource Coordination Center (RCC) as an extension of the SEOC within the state Multi-Agency Coordination System (MACS). The SEOC will provide assistance to Regional Coordinators, coordinate resources from outside the area command or coordination center and establish and maintain contact with the Governor and the DHS, FEMA.

Staffing and operation of these RCCs use resources from the VSP barracks, members of the State Rapid Assessment & Assistance Team (S-RAAT), volunteers and private agencies. A map of the Public Safety Districts is contained in Support Annex 17, Tab D of this plan.

### **AUTHORITIES AND REFERENCES**

#### **Federal Statutes**

- The Homeland Security Act of 2002
- The Disaster Relief Act of 1970, Public Law 91-696
- The Disaster Relief Act of 1974, Public Law 93-238 and, Executive Order 11795
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 100-707
- The Atomic Energy Act of 1954, Public Law 83-703 as amended
- The Superfund Amendment and Reauthorization Act of 1986, Public Law 99-499, Title III (SARA)
- 10 CFR Part 50, Nuclear Regulatory Commission Domestic Licensing of Production and Utilization
- 44 CFR Part 10, Environmental Considerations
- 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements
- 44 CFR Part 14, Audits of State and Local Governments
- 44 CFR Parts 59-78, National Flood Insurance Program and related programs
- 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988
- 44 CFR Part 350, Review and approval of State and local radiological emergency plans and preparedness

#### **Executive Orders**

- 10222, Providing for certain transfers to the Federal Civil Defense Administration
- 11179, Providing for the National Defense Executive Reserve
- 11795, Delegating disaster relief functions pursuant to the Disaster Relief Act of 1974
- 11988, Flood Plain Management
- 11990, Protection of Wetlands
- 12127, Federal Emergency Management Agency

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- 12148, Federal emergency management
- 12241, National Contingency Plan
- 12656, Assignment of emergency preparedness responsibilities
- 12657, Federal Emergency Management Agency assistance in emergency preparedness planning at commercial nuclear power plants
- 12658, President's Commission on Catastrophic Nuclear Accidents
- 13286, Amendment of Executive Orders, and Other Actions, in Connection With the Transfer of Certain Functions to the Secretary of Homeland Security

### **Presidential Directives**

- Presidential Policy Directive – 8, National Preparedness
- Presidential Policy Directive – 21, Critical Infrastructure Security and Resilience
- Presidential Decision Directive - 39, United States Policy on Counter Terrorism
- Presidential Decision Directive - 62, United States Policy on Combating Terrorism
- Presidential Decision Directive - 63, United States Policy on Protecting America's Critical Infrastructures
- Homeland Security Presidential Directive - 5, Management of Domestic Incidents
- Homeland Security Presidential Directive – 7, Critical Infrastructure Identification, Prioritization and Protection

### **Federal Supporting Documents**

- National Prevention Framework, May 2013
- National Mitigation Framework, May 2013
- National Response Framework, May 2013
- National Recovery Framework, September 2011
- Natural Oil and Hazardous Materials Pollution Contingency Plan
- Continuity Guidance Circular 1, July 2013
- Nuclear Regulation 0654/FEMA-REP-1, Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants
- Federal Radiological Monitoring and Assistance Plan
- The Federal Bureau of Investigation's Weapons of Mass Destruction Directorate, 2006
- The Federal Radiological Emergency Response Plan
- Chemical/Biological Incident Contingency Plan (Federal Bureau Investigation, Unclassified)
- Nuclear Incident Contingency Plan (Federal Bureau Investigation, Unclassified)
- Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism (Department of Health and Human Services)
- National Emergency Repatriation Plan, as revised February 1986
- Department of Defense Plan for Integrating National Guard and Reserve Component Support for Response to Attacks Using Weapons of Mass Destruction, 1998
- Reorganization Plan No. 3 of 1978, Establishing the Federal Emergency Management Agency (FEMA)
- Digest of Federal Disaster Assistance Programs, FEMA 322

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- Public Assistance, Public Assistant Guide, Federal Emergency Management Agency, FEMA 322

### **Vermont Statutes**

- Title 18 V.S.A., Chapter 31, New England Compact on Radiological Health Protection
- Title 20 V.S.A., Chapter 1, Emergency Management
- Title 20 V.S.A., Chapter 4, Emergency management Assistance Compact
- Title 20 V.S.A., Chapter 5, Military Aid
- Title 20 V.S.A., Chapter 7, Emergency Interim Succession to Offices
- Title 20 V.S.A., Chapter 8, Internal Emergency Management Assistance Compact
- Title 20 V.S.A., Chapter 21, General Provisions
- Title 20 V.S.A., Chapter 29, Calling Out the National Guard
- Title 20 V.S.A., Chapter 111, General Provisions
- Title 20 V.S.A., Chapter 113, Commissioner and Members
- Title 24 V.S.A., Chapter 1, Division of State into Counties
- Title 32 V.S.A., Chapter 7, The Public Moneys

**Note:** Other applicable state statutes relative to functions performed by state agencies are listed in specific plans under “Authorities”.

### **Associated Vermont Publications**

- Vermont Hazardous Materials Emergency Plan, (SARA, Title III) an extension of Subsection 8 of this Plan.
- Vermont Emergency Relief and Assistance Fund, 2012

## **II. PLANNING ASSUMPTIONS AND CONSIDERATIONS**

### **PLANNING ASSUMPTIONS**

1. Although the majority of disasters in Vermont are managed locally, a disaster will occur with little or no warning, and will escalate to exceed the response capability of any single local authority or responding organization.
2. Achieving and maintaining effective individual and community preparedness is the first line of defense against disasters and can reduce the immediate stress on response organizations. This level of preparedness requires continual public awareness and education to ensure residents and businesses take precautions to reduce their emergency vulnerability, especially during and immediately after disaster impact.
3. Local governments utilize available resources and access mutual aid before requesting state assistance.
4. Evacuation and sheltering may rely upon regional (in state) or across state boundaries coordination.
5. Local officials involved in emergency management initiate actions that save lives and protect property and the environment while maintaining direction and control of resources within their areas based on procedures outlined in a Local Emergency Operations Plan (LEOP).
6. The State Emergency Operations Center (SEOC) is always activated to monitor or support local emergency operations.
7. When state resources and capabilities are exhausted, additional resources are available through the Emergency Management Assistance Compact (EMAC), the International Emergency Management Compact (IEMC), other regional compacts and the federal government.
8. Emergency and incident planning at the regional and state levels is based on the pre-incident identification of at-risk populations and facilities and the determination of resource shortfalls and contingencies.
9. Persons who anticipate needing special care in emergency situations will relay their special needs requirements to their Local Emergency Management Director or other local officials before an emergency occurs.
10. Each state agency and volunteer organization responds or supports response without consideration of financial concerns but documents and seeks reimbursement, as appropriate, for expenses incurred during disaster operations.
11. DEMHS or the SEOC utilizes the principles of the National Incident Management System (NIMS), when coordinating a state-level response to or supporting recovery in an incident.



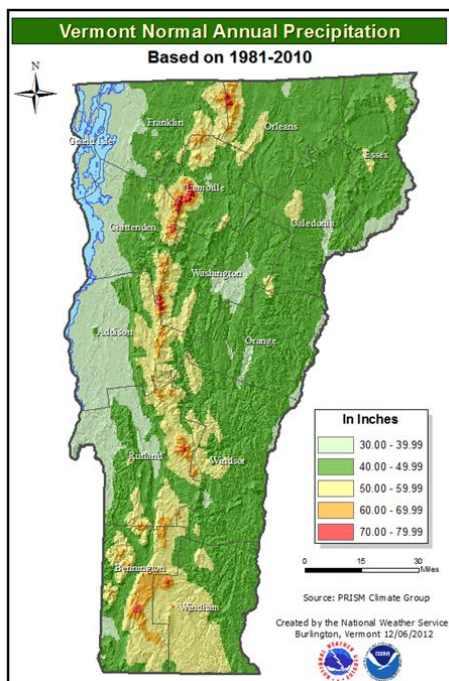
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12. The State Emergency Operations Center acts as a multi-agency coordination center (MACC) when activated and is a component of the state Multi-Agency Coordination System (MACS).
13. The Vermont Public Safety Districts are geographically and administratively congruent with the Vermont State Police Troop Areas (Support Annex 17 Tab D - Public Safety Districts).
14. The Vermont State Police Troop Commander may act as the Regional Coordinator under the principles of NIMS.
15. Government actions at local, state, judicial, legislative, and executive levels are executed according to statute and based on the continuity of government section outlined later in this plan to ensure stability of leadership in preparing for and responding to all hazards.
16. The purpose of State government and its respective agencies and subdivisions during incidents and emergency situations is to assist local jurisdictions in providing for residents and visitors based on the following priorities: life safety, incident stabilization, and property conservation in that order.

## SITUATION

This section of the plan provides background information about the State of Vermont, a summary of the major hazards faced by Vermont, and those pertinent planning considerations used in the preparation of this document.

### Geography and Climate



Vermont occupies a geographical location astride the Green Mountains in the center of three ranges of the Appalachians. With the Adirondacks to the west and the White Mountains to the east, the state is partially shielded from many of the severe weather conditions that affect the northeastern United States.

Vermont has four (4) distinct seasons with daytime temperatures averaging in the mid-70s to low 80s during the summer months and in the 20s to lower 30s during the winter months. Overnight low temperatures averaging in the 50s to lower 60s during the summer months and 5 to 15 degrees above zero during the winter months. Annual rainfall ranges from 35 to 40 inches in the Champlain Valley and 40 to 45 inches elsewhere, except 50-60+ inches along the higher elevations. Annual winter snowfall averages between 50 to 80 inches in the Champlain, Connecticut River Valleys and southern Vermont to 80-130 inches in northern Vermont, depending on elevation, to more than 200 inches in Vermont's highest peaks.

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Normal Summer Highs - 77 to 84 degrees\*  
Normal Summer Lows - 54 to 62 degrees\*  
Normal Winter Highs - 24 to 31 degrees\*  
Normal Winter Lows - 4 to 12 degrees\*  
Precipitation (see attached graph)\*  
Snowfall - 60 to 120 inches (200+ Mountain Ridges)\*

\* NOAA-NWS: 2013

In comparison with most states, Vermont is small in total area. However, Vermont is the second largest state in New England after Maine, just a few hundred square miles larger than New Hampshire. Vermont, the Green Mountain State, is bordered by Canada, New York, Massachusetts and New Hampshire. The Connecticut River forms the eastern boundary, while the western boundary runs down the middle of Lake Champlain for more than half of its length.

The state has 223 mountains over 2,000 feet in elevation. The mountainous areas of the state are primarily forested. Although Vermont was virtually clear-cut of timber during the late 19th century, more than 75% of the state's total area is now forested. Beneath the mountains and rolling hills are the fertile valleys that support an extensive dairy industry.

As mountain ranges go, the Green Mountains are very old, and have been sculpted to their present form during several ice ages. Granite, marble, slate asbestos and talc have all been mined from the range.

### **Major Mountains:**

- Mt. Mansfield, 4393 ft.
- Killington, 4229 ft.
- Mt. Ellen, 4083 ft.
- Camel's Hump, 4083 ft.
- Mt. Abraham, 4017 ft.

### **Major Rivers:**

- Missisquoi River
- Lamoille River
- Winooski River
- White River
- Otter Creek
- West River
- Battenkill River
- Connecticut River (which runs along Vermont's eastern boundary)

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## Major Lakes:

- Memphramagog
- Willoughby
- Bomoseen
- St. Catherine
- Lake Champlain, the nation's sixth largest lake, runs along Vermont's western boundary and separates Vermont and New York

The state is divided north to south by the Green Mountains, with few direct east-west transportation corridors. Montreal, Quebec, with a population of 3.4 million, is the closest large city. Montreal is located 72 miles north of the international border, and approximately 110 miles from Burlington, Vermont's largest city.

Vermont's northern border is comprised of land area, as well as two (2) large bodies of water: Lake Champlain and Lake Memphremagog. Both lakes define a portion of the Vermont/Canadian border. Lake Champlain is part of the Intracoastal Waterway and is the nation's sixth largest lake. In addition, the border bisects several rivers and lakes or runs through exceptionally remote and rugged terrain.

The terrain along the border varies from gently rolling hills, farm and pasturelands, rivers and swamps to densely wooded forests and steep mountains. During the winter months, heavy snowfall can make a portion of the border region inaccessible. The two (2) major lakes can freeze during winter months, making them accessible by foot, ATV, snowmobile or other means and thus potentially exploited by criminals. The resident population along the international border is sparse. The porosity of the border and the known existence of criminal organizations (to include terrorist cells) within two (2) hours of the Vermont/Canadian border make it an ideal staging ground to plan crimes against and/or enter the US.

The State of Vermont's population, as of the 2010 census, is 625,741 residents. This population is divided among fourteen (14) counties, with one (1) major population center in the Greater Chittenden County area. Vermont does not have any Urban Area Security Initiatives, but does have a Cities Readiness Initiative (CRI) in Chittenden, Franklin and Grand Isle Counties. In addition to the resident population, tourism adds thousands to the state's population. In 2005, visitors made an estimated 13.4 million person trips to Vermont for leisure, business and personal travel.

## Vermont Demographics and Vulnerability Analysis

Total Area	9,615 square miles		
Total Land Area	9,249 square miles		
Total Water Area	366 square miles		
Length	160 miles		
Width	80 miles	Rank	45th

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Highest Point	4,393 feet (Mount Mansfield)	Rank	43rd
Lowest Point	95 feet (Lake Champlain)	Rank	47th
Highest Temp	105 degrees on July 4, 1911 at Vernon		
Lowest Temp	-50 degrees on December 30, 1933 at Bloomfield		
Population (U.S. Census, 2010)	625,741		
Population per square mile (Pop./Land)	67.65		
Median Age (2010)	41.5		
Per capita income (2010)	\$28,089		
Median income of households (2010)	\$52,776	Rank	42nd

### Industry

Vermont's robust travel and tourism industry is a significant economic driver providing substantial employment opportunities to Vermonters while generating considerable tax revenue for the state's general fund. Visitor spending directly and indirectly supports 37,490 Vermonters (approximately 12% of all jobs). Tourism spans all four seasons as visitors are attracted to Vermont's scenic beauty and iconic working landscape, diverse recreational opportunities, vibrant arts and cultural scene, and rich heritage.

In addition to the significant economic benefit, the travel and tourism industry enhances the quality of life in Vermont for Vermonters. Small businesses, such as B&B's, country stores, attractions, restaurants and maple sugar houses are the backbone of Vermont's economic structure, as well as a significant component of the "Vermont brand."

Manufacturing and goods producing is a major employer and the second largest sector of the state's economy (after services), producing \$2.9 billion in goods. In the past 30 years, thriving electronics, information technology and consumer goods sectors have developed in the state's most populous regions. The world's largest quarries are found in central Vermont. A high percentage of the non-agricultural labor force works in technology industries throughout the state. The majority of Vermont's employers are small. Approximately 96% of the labor force works for employers of 50 or fewer employees. They are dotted around the state with the largest number of employers in the northwestern corner of the state.

Employment (as of the 2011): Professional and business services, 8%; Trade, transportation and utilities of 19%; professional and business services, 8%; education and health services, 19%; all goods producing, 16%; and farming, fishing and forestry occupations approximately 1%.

Industry is invited and encouraged to: participate in all exercises that DEMHS coordinates; participate in local and regional all-hazards planning through the Local Emergency Planning Committees (LEPCs) and partner with Vermont in the development of Critical Infrastructure and Key Resources emergency response plans. State and local transportation authorities participate in various aspects of all-hazards planning in Vermont in an effort to support safe travel for the tourism industry as well as the

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inhabitants of the state. The Agency of Agriculture, Food & Markets represents the interests of the local agricultural industry in Vermont. They are involved in many aspects of the Emergency Management and Homeland Security Program, including grants review, strategy and plan development and capabilities assessments.

### **Agriculture**

Vermont's agriculture is diverse. Approximately 6,000 farms in Vermont produce everything from emus to sheep's milk cheese. Nearly 1.5 million acres of Vermont land are in agriculture, sustaining the pastoral landscape that has made Vermont famous.

Dairy is the primary farm industry in Vermont, producing more than 2 billion pounds of milk annually. Approximately half the milk consumed in New England is produced on Vermont farms. Milk, cheese, ice cream, butter, yogurt and other popular dairy foods are produced from Vermont's rich milk.

Vermont is America's largest producer of maple syrup and also produces substantial crops of Macintosh apples, potatoes, eggs, honey, vegetables, Christmas trees, lumber, pulp wood and green house nursery products. Aquaculture, sheep, goat, turkey and horse rearing, especially of the famous Morgan horse, have been steadily increasing during recent years.

Vermont has hundreds of roadside farm stands, and dozens of farmers markets. The farms in our rural communities provide a sense of place, an identity and a connection to land and heritage that is invaluable to Vermonters.

### **Transportation**

Vermont shares several key infrastructure connections with Canada. Major roadways include I-89 and I-91, both of which terminate at the Canadian Border. These interstates allow easy access to major east coast cities, such as Boston and New York. Additional roads such as US Routes 2, 5, and 7 and Vermont Routes 78, 102 and 114 are all relatively short distances from one (1) of the major interstates, while also providing access to the border area. There are numerous county and town roads which both parallel and lead south from the international border. There are four (4) rail crossings on the international border.

### **Air Service**

The State of Vermont has one (1) major international airport and sixteen (16) public-use airports. Burlington International Airport (BTV) is a full service airport covering 942 acres in South Burlington, Vermont. BTV utilizes two (2) runways, 15-33 at 8,320' long and 1-19 at 3,611' long. The main runway is capable of handling almost any aircraft, including Air Force One. Military aircraft of all types (up to and including the G-5 Galaxy) have utilized the airport. The east side of the airfield is utilized by Vermont Air National Guard (VTANG), 158th Fighter wing, and is currently serving a primary alert mission for the Northeastern United States. The VTANG also provides

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crash, fire and rescue services for the entire airport with the exception of the terminal which is provided by South Burlington Fire Department. The north end of the field is the home of a new Vermont Army National Guard Readiness Center which also houses Black Hawk helicopters. The south end of the airport is the home of general aviation, cargo and maintenance activities. In 2011, BTV handled in excess of 650k passengers. Approximately 30% of passengers come from Canada.

### **Bus Service**

The State of Vermont has two (2) major commercial and one smaller intercity bus company servicing the citizens and guests of the state with regularly scheduled trips, Greyhound and Megabus. Additionally, there are three (3) charter bus companies. Greyhound Lines, Inc. operates scheduled intercity bus service to Quebec, Vermont, New Hampshire, Massachusetts. Annually, Greyhound operates approximately 450,000 miles in Vermont and carries approximately 85,000 passengers. Vermont Transit provides ground transportation connecting Vermont to Montreal, Quebec, Boston, MA, New York City and points in between. Megabus provides links to Boston, Massachusetts and New York City and some points in between. Megabus operates approximately 250,000 miles in Vermont and carries approximately 85,000 passengers. Yankee Trails provides service from Albany and Hoosick Falls, NY to Bennington 5 days/week. Annually Yankee Trails operates approximately 15,000 miles in Vermont and carries approximately 15,000 passengers.

### **Rail Service**

The State of Vermont rail service is covered by multiple rail companies that handle both freight and passenger service. Due to the Green Mountain range, the rail systems run primarily in a north-south and north-westerly direction. There are 617 miles of railroad operated in Vermont. The rail system makes Vermont accessible from large metropolitan cities like New York, Boston and Montreal. Vermont has a short line of track in the northeastern section of the state that belongs to St. Lawrence Atlantic Quebec Railroad. This line connects the State of New Hampshire to the east and Canada to the north. The passenger service includes Amtrak and several tourist train routes throughout the state. Amtrak connects to Vermont from the State of Massachusetts on the eastern rail system. Amtrak continues through the entire State of Vermont and ends in St. Albans, Vermont. Amtrak also has a line that runs from eastern New York State in Whitehall to Rutland, Vermont. This is a common line used by passengers coming from the New York City area. The Vermont Rail System includes several scenic tourist train rides: Green Mountain Flyer, White River Flyer and the Champlain Valley Flyer. These three (3) tourist trains carry an estimated 25 to 30 thousand passengers per year. The bulk of the rail system is used by freight trains that carry a variety of products including petroleum, lumber and wood, minerals, food and agriculture. An estimated 30% of the freight is petroleum products.

### **Ferry Service**

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The State of Vermont is bordered to the northwest by the nation's sixth largest lake, Lake Champlain. Lake Champlain Transportation Company has three (3) ferry crossings that traverse Lake Champlain. All three (3) ferry crossings take both cars and trucks. The Inter-State Connection from Grand Isle, VT to Plattsburgh, NY, the Scenic Line from Burlington, VT to Port Kent, NY, and the Southern Crossing from Charlotte, VT to Essex, VT. All three (3) ferry crossings take both cars and trucks, noting however there are weight and height restrictions. Overweight/over width vehicles can be accommodated with proper notice and special permits, please see [www.ferries.com](http://www.ferries.com) for more details. Lake Champlain Transportation Company services over a million passengers per year. It is estimated that on two (2) of the three (3) crossings in Vermont, between 50 and 75% of the passengers are commercial. The Burlington crossing carries mainly tourist populations. All vessels at the crossings are under the Maritime Transportation Security Act (MTSA). All crossings take limited hazardous materials vehicles. Vehicles carrying hazardous materials that limit the ferries passenger count are taken in the overnight hours at the Grand Isle Vermont to Cumberland Head New York Crossing.

### **Government**

Vermont government is distinctive for its local tradition of Town Meeting Day, held the first Tuesday in March. In many towns and villages, municipal and school budgets are voted from the floor as they have been for nearly 200 years. Vermont is among the few states in the nation that does not utilize county government structures. State government consists of a bicameral legislature of 30 senators and 150 representatives. Legislative and Gubernatorial elections are held every two (2) years. Vermont has two (2) United States Senators and a single Congressional Representative.

### **HAZARDS INVENTORY and RISK ASSESSMENT (HIRA)**

The impact of expected, but unpredictable, natural and human-caused events can be reduced through emergency management planning. That planning must be grounded in the rational evaluation of the hazards and the risks they pose in order to prioritize actions designed to mitigate their effects. This Hazards Inventory and Risk Assessment (HIRA), in essence, asks and answers three (3) basic questions:

- What are the hazards that threaten Vermont?
- What is the chance that any one of these hazards will occur (How likely)?
- What are the consequences if the hazard occurs (How bad will the impact be)?

Disasters that have previously occurred within the state give us information about what Vermont can reasonably expect, and the damages that may result. Looking at the disasters that have occurred in other states and the nation as a whole also provides useful information for planning purposes. Such potential hazards have been separated below and assigned likelihood and severity levels.

### **History of Major Disasters**

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<u>Number</u>	<u>Declared</u>	<u>Description</u>
<a href="#">4232</a>	07/29/15	Severe Storms and Flooding
<a href="#">4207</a>	02/03/15	Severe Winter Storm
<a href="#">4178</a>	06/11/14	Severe Storms and Flooding
<a href="#">4163</a>	01/29/14	Severe Winter Storm
<a href="#">4140</a>	08/02/2013	Severe Storms and Flooding
<a href="#">4120</a>	06/13/2013	Severe Storms and Flooding
<a href="#">4066</a>	06/22/2012	Severe Storm, Tornado, And Flooding
<a href="#">4043</a>	11/08/2011	Severe Storms And Flooding
<a href="#">4022</a>	09/01/2011	Tropical Storm Irene
<a href="#">4001</a>	07/08/2011	Severe Storms And Flooding
<a href="#">1995</a>	06/15/2011	Severe Storms And Flooding
<a href="#">1951</a>	12/22/2010	Severe Storm
<a href="#">1816</a>	01/14/2009	Severe Winter Storm
<a href="#">1790</a>	09/12/2008	Severe Storms and Flooding
<a href="#">1784</a>	08/15/2008	Severe Storms, a Tornado, and Flooding
<a href="#">1778</a>	07/15/2008	Severe Storms and Flooding
<a href="#">1715</a>	08/03/2007	Severe Storms and Flooding
<a href="#">1698</a>	05/04/2007	Severe Storms and Flooding
<a href="#">1559</a>	09/23/2004	Severe Storms and Flooding
<a href="#">1488</a>	09/12/2003	Severe Storms and Flooding
<a href="#">1428</a>	07/12/2002	Severe Storms and Flooding
<a href="#">1358</a>	01/18/2001	Severe Winter Storm
<a href="#">1336</a>	07/27/2000	Severe Storms And Flooding
<a href="#">1307</a>	11/10/1999	Tropical Storm Floyd
<a href="#">1228</a>	06/30/1998	Severe Storms and Flooding
<a href="#">1201</a>	01/15/1998	Ice Storms
<a href="#">1184</a>	07/25/1997	Excessive Rainfall, High Winds, Flooding
<a href="#">1124</a>	06/27/1996	Flooding
<a href="#">1101</a>	02/13/1996	Storms and Flooding
<a href="#">1063</a>	08/16/1995	Heavy Rain, Flooding
<a href="#">990</a>	05/12/1993	Flooding, Heavy Rain, Snowmelt
<a href="#">938</a>	03/18/1992	Flooding, Heavy Rain, Ice Jams
<a href="#">875</a>	07/25/1990	Flooding, Severe Storm



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<a href="#">840</a>	09/11/1989	SEVERE STORMS, FLOODING
<a href="#">712</a>	06/18/1984	SEVERE STORMS, FLOODING
<a href="#">518</a>	08/05/1976	Severe Storms, High Winds, Flooding
<a href="#">397</a>	07/06/1973	SEVERE STORMS, FLOODING, LANDSLIDES
<a href="#">277</a>	08/30/1969	SEVERE STORMS, FLOODING
<a href="#">164</a>	03/17/1964	FLOODING
<a href="#">160</a>	11/27/1963	Drought, Impending Freeze

### Discussion by Hazard Type

This section contains excerpts for the State Hazard Mitigation Plan. Hazards are listed by Ranking, based on Risk and Vulnerability. For additional information about Hazards, please see the 2013 State Hazard Mitigation Plan.

#### Flooding and Fluvial Erosion

Flooding is the most common recurring hazard event in the State of Vermont. In recent years, flood intensity and severity appear to be increasing. It is highly likely that flooding will continue in both the short-term and long-term. There are three main types of flooding that occur in Vermont: flooding from rain or snowmelt, flash flooding, and urban flooding. Flooding has also been known to occur as a result of ice jams in rivers adjoining developed towns and cities. Flood damages are associated with inundation and fluvial erosion hazards. Data indicate that greater than 75 percent of flood damages in Vermont, measured in dollars, are associated with fluvial erosion. These events may result in widespread damage in major rivers' floodplains or localized flash flooding caused by unusually large rainstorms over a small area. The effects of all types of events can be worsened by ice or debris dams and the failure of infrastructure (especially culverts), private dams, and beaver dams.

#### Terrorism

Terrorism is defined in the Code of Federal Regulations 25.2 as, "The unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives." Many people associate terrorism with large events like the Oklahoma City Federal Building bombing of 1995 or the September 11, 2001 attacks on the World Trade Center in New York City. However, terrorism can come in the form of a school shooting, a car bomb, or tainting the agricultural supply system.

#### Earthquakes

According to the USGS, an *earthquake* occurs when two blocks of the earth suddenly slip past one another. The surface where they slip is called the *fault* or *fault plane*. The location below the earth's surface where the earthquake starts is called the *hypocenter*, and the location directly above it on the surface of the earth is called the *epicenter*.

Earthquakes in the northeastern United States generally have deep foci (> 10 km) and are considered to be intraplate. The deep faults along which these earthquakes occur are not expressed on the ground surface. Although there are numerous faults exposed at the ground surface in the northeastern United States, there is no evidence for significant motion along these faults (e.g., Jacob, 1991; Ebel and Kafka, 1991).

### **Infectious Disease Outbreak**

Infectious diseases are caused by organisms, typically bacteria, protozoan, fungi, or viruses that enter the body and grow there. Many of these diseases require continuous monitoring, as they present seasonal threats to the general population. An epidemic emerges when an infectious disease occurs suddenly in numbers that are in excess of normal expectancy. Infectious disease outbreaks put a strain on the healthcare system, may cause continuity issues for local businesses, and can affect the economy when worker absences decrease overall production. These outbreak incidents are a danger to emergency responders, healthcare providers, schools, and the public. This can include influenza (e.g., H1N1), pertussis, West Nile virus, and many other diseases.

### **Hurricanes/Tropical Storms**

A hurricane is a tropical cyclone with sustained winds that have reached speed of 74 mph or higher. A storm reaches hurricane status only after strengthening over a period of days or even weeks. A tropical storm has a maximum sustained one-minute wind speed of 39–73 mph. The National Hurricane Center through the NWS names a tropical cyclone once it reaches tropical storm status. As a hurricane moves toward the coast, it loses wind speed and may be downgraded to a tropical storm. This is the case in many of the tropical storms that have reached Vermont.

### **Tornadoes**

A tornado is a violently rotating column of air extending from a thunderstorm to the ground. The most violent tornadoes are capable of tremendous destruction with wind speeds of 250 mph or more. Damage paths can be in excess of 1 mile wide and 50 miles long. Tornado season in Vermont runs ordinarily from March through August; however, tornadoes can strike at any time of the year if the essential conditions are present.

### **Nuclear Power Plant Failure**

Nuclear power plant incidents refer to the release of radioactive material at a commercial power plant or nuclear facility in sufficient quantity to constitute a threat to the health and safety of the off-site population. Examples of nuclear power plant incidents include Three-Mile Island, Pennsylvania in 1979, and Chernobyl, Ukraine in 1988. There is one commercial nuclear power plant in Vermont, located 5 miles south of Brattleboro.

In response to the March 1979 accident at the Three Mile Island Nuclear Reactor, there was an increased Federal oversight of commercial nuclear power plants. The Nuclear Regulatory Commission (NRC) continued to regulate the plants but FEMA was tasked with evaluating and assisting state and local agencies in their efforts to respond in the event of an accident at a plant in their vicinity.

### **Landslides/Rockslides**

The term "landslide" describes a wide variety of processes that result in the downward and outward movement of slope-forming materials including rock, soil, artificial fill, or a combination of these. The materials may move by falling, toppling, sliding, spreading, or flowing. For a general introduction to landslides, Highland and Bobrowsky (2008) provide a good introduction to classification, causes, and associated hazards. Turner and Schuster (1996) and Sidle and Ochiai (2006) provide comprehensive overviews of landslide analysis, including detailed summaries of landslide types, field investigation methods, and strength and stability analysis.

### **Severe Thunder Storms**

Severe thunderstorms are capable of producing high winds (including downdrafts), large hail, lightning, flooding, rains, and tornadoes. Thunderstorm winds are generally short in duration, involving straight-line winds and/or gusts in excess of 50 mph. Thunderstorm winds tend to affect areas of Vermont with significant tree stands as well as areas with exposed property and infrastructure and aboveground utilities. Thunderstorm winds can cause power outages, transportation and economic disruptions, and significant property damage, and pose a high risk of injuries and loss of life.

### **Wildfires**

Wildfires can be a result of naturally occurring influences such as lightning, extreme drought and heat, and human influences such as a discarded cigarette butt, improperly extinguished campfire, or a stray spark from nearby railroad tracks. The potential for threat of wildfires is dependent upon topography and slope, surface fuel characteristics, recent climate conditions, current meteorological conditions, and fire behavior. Once a wildfire threatens a community, it is often too late to protect nearby structures, and populations have to be evacuated for their own safety. These fires have damaged structures and utilities as well as hundreds of acres of woodlands.

### **Dam Failure**

A dam failure may occur for multiple reasons, such as an overtopping caused by floods that exceed the capacity of the dam, deliberate acts of sabotage, structural failure, movement of the foundation supporting the dam, soil erosion in embankment dams, and inadequate maintenance and upkeep.

DEMHS classifies dams according to a dam's potential for causing loss of life and property damage in the area downstream of the dam if it were to fail.

### **Severe Winter Storms**

Severe winter storms bring the threat of heavy accumulations of snow, cold/wind chills, strong winds, and power outages that result in high rates of damage and even higher rates of expenditures.

A heavy accumulation of snow, especially when accompanied by high winds, causes drifting snow and very low visibility. Sidewalks, streets, and highways can become extremely hazardous to pedestrians and motorists. Severe winter storms develop through the combination of multiple meteorological factors. In Vermont and the

northeastern United States, these factors include the moisture content of the air, direction of airflow, collision of warm air masses coming up from the Gulf Coast, and cold air moving southward from the Arctic.

### **Hail**

Hail is a form of precipitation composed of spherical lumps of ice. Known as hailstones, these ice balls typically range from 5–50 mm in diameter on average, with much larger hailstones forming in severe thunderstorms. The size of hailstones is a direct function of the severity and size of the thunderstorm that produces it. Hail causes \$1 billion dollars in damage to crops and property in the United States each year. An example of the economic destruction a hailstorm can cause is one that struck the Kansas City area in 2001 caused an estimated \$1.5 billion dollars in damage. No matter the size, hail can damage property, young and tender plants, and cause bodily harm to those unfortunate enough to be caught outside.

### **Ice Jams**

The Northeast States Emergency Consortium states that ice jams occur when warm temperatures and heavy rain cause snow to melt rapidly. Snowmelt combined with heavy rains can cause frozen rivers to swell, which breaks the ice layer on top of the river. The ice layer often breaks into large chunks, which float downstream and often pile up near narrow passages or other obstructions, such as bridges and dams.

### **Drought**

Drought is defined as a water shortage with reference to a specified need for water in a conceptual supply and demand relationship. It is a complex phenomenon that is difficult to monitor and assess because it develops slowly and covers extensive areas, as opposed to other disasters that have rapid onsets and obvious destruction. Also unlike most disasters, the effects of drought can linger long after the drought has ended. It is an inherent, cyclical component of natural climatic variability and can occur at any place at any time. It is difficult to determine the onset, duration, intensity, and severity of a drought, all of which affect the consequences and mitigation techniques. High winds, low humidity, and extreme temperatures can all amplify the severity of the drought.

### **Rock Cuts**

Vermont's highways required the construction of significant rock cuts to traverse its often topographically challenging terrain. Many of these cuts were constructed using uncontrolled blasting techniques resulting in slopes that are uneven and contain numerous weak areas. Even slopes cut utilizing newer pre-split blasting techniques deteriorate over time as a consequence of Vermont's harsh northern climate. Areas of high risk for rockfalls develop during the numerous freeze-thaw cycles that characterize Vermont's winters.

### **Invasive Species**

The National Invasive Species Council defines an invasive species as one that is non-native to the ecosystem under consideration and whose introduction causes or is likely to cause economic or environmental harm or harm to human health. Invasive species can overwhelm native species and their habitats, forcing the native species out. Invasive plants in Vermont, such as Japanese knotweed, phragmites, and purple

loosestrife, can change soil composition, change water tables, and disrupt insect cycles. They often lack food value that wildlife depends upon. Some invasive animals prey heavily upon native species while others such as the alewife and zebra mussel out-compete native species for food and nutrients with significant impacts reverberating up and down food chains.

**Extreme Temperatures**

Extreme temperatures include both cold and hot events, which can have a significant effect on human health and commercial/agricultural businesses, and primary and secondary effects on infrastructure (for example, burst pipes and power failure). What constitutes “extreme cold” or “extreme heat” can vary across different areas of the country based on what the population is accustomed to in their respective climates. The table below summarizes important elements of both hot and cold extremes.

## **III. ROLES AND RESPONSIBILITIES**

### **PREPAREDNESS**

Preparedness to fulfill the roles and responsibilities outlined above is an expected task to be undertaken for all partners to this plan at all levels of government and in both the private and public sectors to include individuals and households.

Preparedness involves measures designed to deal with events that cannot be prevented. Preparations made to reduce danger, such as evacuation, is an example of a protective action taking in an emergent situation to reduce the potential for injury or loss of life. Other preparedness activities include planning, training and exercises. As a minimum, each Vermont jurisdiction is expected to develop and maintain a Local Emergency Operations Plan (LEOP) and larger jurisdictions with more significant risk and resources are expected to expand upon the LEOP with incident and/or functional specific annexes. Local Emergency Operations Plans should be implemented during an exercise, where procedures in need of revision are identified in preparation for actual events. RPCs provide technical assistance to the jurisdictions in developing and maintaining these LEOPs. In addition to these plans, the Local Emergency Planning Committee (LEPC) is expected to develop and maintain an “all-hazards” District Resource Plan.

Development of a protective actions capability is a significant part of the preparedness phase of emergency management. Life safety, incident stabilization, and property and environmental protection can be achieved through a wide range of activities. Development of local Incident Command capability for emergency response and incident management is a primary and vital consideration.

The availability of prepared Emergency Public Information (EPI) notices on individual protection measures related to those hazards affecting Vermont, aids officials in public notification during times of emergency. Advisory information in the form of notices, pamphlets or brochures is effective in preparing a specific group, or an entire population, for a hazardous event is part of the preparedness phase.

Programs that identify, organize, train and exercise the capability of volunteers in providing crisis services are crucial to preparedness activities.

Security is a necessary protective measure in an emergency or disaster. The confusion created by unusual circumstances and stress may require additional security measures. Security is the responsibility of every organization with vulnerable equipment or property.

Sources of critical materials, supplies and equipment, systems of priorities and emergency mobilization criteria are the basic elements of resource management.

Planning for and handling hazardous materials accidents is preparation for a specific type of problem. The state response to Hazardous Materials (HAZMAT) incidents is described in SSF Annex 10 (Hazardous Materials).

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Radiological Protection is a combination of very specialized Preparedness and Protective Measures. The amount of information necessary to respond to a radiological emergency is contained in Incident Annex 9, Nuclear/Radiological Incident.

Participation in Mutual Aid Agreements and Interstate Compacts are preparations for cooperative emergency response. Vermont participates in several interstate compacts, and there are many mutual aid agreements, written and oral, between communities in Vermont and bordering states. Support Annexes 1 and 2 contain the Vermont Emergency Management Assistance Compact and International Emergency Management Assistance Compact information relative to mutual assistance and existing agreements.

### **ROLES**

Incident management, emergency response and recovery is a shared responsibility of local and state government, non-government volunteers and private organizations when the magnitude of the incident or event dictates. Federal partners provide or coordinate support based on the magnitude of the incident and the capability necessary.

The duties and functions of these groups are usually similar to their everyday functions, except that they must be performed at speed or maximum operational capacity. Occasionally, assignments may be made to a particular organization because of specialized resources or capabilities.

Areas of responsibility of public and private response agencies are listed in the major categories known as State Support Functions (SSFs) or Recovery Support Functions (RSFs) outlined in each of the SSF annexes and the Recovery Annex respectively. The use of the term State Support Function is used to differentiate from Emergency Support Function (ESF) which is used at the federal level in the National Response Framework (NRF). There are fifteen (15) ESFs and fourteen (14) SSFs that are summarized and aligned in Appendices III and IV of this plan. Detailed roles and responsibilities are found in the appropriate State Support Functions and Agency Annexes. The SSF chart should be used as a guide for determining statewide responsibilities. RSF terminology is consistent with that found in the National Disaster Recovery Framework (NDRF) except that the NDRF has six (6) RSFs and Vermont sees the need for nine (9) RSFs. The individual plan of each participating agency, department or private organization contained in the Agency Annexes outlines its mission, legislated mandate, situation, organization and implementation protocols for its areas of responsibility. See the specific annexes for details.

Police, fire, public health and medical, emergency management, public works, environmental response and other personnel are often the first to arrive and the last to leave an incident site. In some instances, a federal agency in the local area may act as a first responder, and the local assets of federal agencies may be used to advise or assist state or local officials in accordance with agency authorities and procedures. Mutual aid agreements provide mechanisms to mobilize and employ resources from neighboring jurisdictions to support the incident command. When state resources and capabilities are overwhelmed, the Governor may request federal assistance under a Presidential major disaster or emergency declaration. Summarized below are the responsibilities of the Governor and Local Chief Executive Officer.

## RESPONSIBILITIES

### State Government

#### Governor

As the state's chief executive, the Governor is responsible for the public safety and welfare of the people of Vermont. The Governor:

- Is responsible for coordinating state resources to address the full spectrum of actions to prevent, mitigate, prepare for, respond to and recover from incidents in an all-hazards context; to include terrorism, natural disasters, accidents and other contingencies;
- In accordance with state law, may make, amend or suspend certain orders or regulations associated with response;
- Provides leadership and plays a key role in communicating to the public and in helping people, businesses, and organizations cope with the consequences of any type of declared emergency within state jurisdiction;
- Encourages participation in mutual aid and implements authorities for the state to enter into mutual aid agreements with other states and provinces to facilitate resource-sharing (see Support Annex 1 – Emergency Management Assistance Compact and Support Annex 2 – International Emergency Management Assistance Compact);
- Is the Commander-in-Chief of state military forces (National Guard when in State Active Duty or Title 32 Status and the authorized state militias); and
- Requests federal assistance when it becomes clear that state capabilities will be insufficient or have been exceeded or exhausted.

#### State Homeland Security Advisor

The State Homeland Security Advisor is the Public Safety Commissioner who serves as advisor to the Governor on homeland security issues and serves as liaison between the Governor's office, the state emergency management and homeland security structure, DHS and other organizations inside and outside the state. The Homeland Security Advisor facilitates the activities of the Emergency Preparedness Advisory Council that is chaired by the Lieutenant Governor. The Commissioner, subject to the approval of the Governor, shall delegate to the several departments and agencies of the state government appropriate emergency management responsibilities and review and coordinate the emergency management activities of the departments and agencies with each other and with the activities of the districts and neighboring states, the neighboring Canadian province of Quebec and the federal government.

#### Director, Emergency Management and Homeland Security Division



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The Vermont State Emergency Management and Homeland Security Director (Director, DEMHS) ensures that the state is prepared to deal with emergencies and incidents beyond the capability of local jurisdictions and is responsible for coordinating state response and response support activities. He or she will:

- Coordinate the activities of all emergency management organizations within the state; and
- Maintain liaison and cooperation with emergency management agencies and organizations of the federal government, other states and Canada.

### **Regional Planning Commissions**

Regional Planning Commissions (RPCs) have a unique strength in connections to the local level and their ability to bridge local <-> state level particularly in transportation planning, flood regulations, emergency planning, public communications and GIS. In terms of integrating into the state emergency management for response/recovery, the RPCs are able to assist the state and local jurisdictions in the following functional areas:

- SSF 1 (Transportation)
- SSF3 (Public Works & Engineering),
- SSF5 (Emergency Management, Recovery and Mitigation) and
- SSF14 (Public Information),
- with lesser roles in SSF6 (Mass Care, Emergency Services, Housing & Human Services) and SSF7 (Resource Support).

This assistance could be directly augmenting state resources or serving to liaison between the state and local levels, coordinating information flow with local officials during times of disaster. These same areas would be mirrored in terms of training and preparedness planning assistance. Additionally, the best fit in terms of NIMS/ICS and the SEOC or other state external facilities would mainly be in the planning section, as well as assisting Command staff under the PIO or Liaison Officer.

### **Other State Agencies and Departments**

State agency and department heads and their staffs develop, plan and train to internal policies and procedures to meet preparedness, mitigation, response and recovery needs as identified in this plan including annexes, appendices, tabs and other supporting documents including the State Hazard Mitigation Plan. Training includes not only what may be accomplished within the agency but multi-level, interagency training and exercises to develop and maintain necessary capabilities.

## **Facilities and Response Resources**

### **Incident Command Post (ICP)**

The tactical-level, on-scene incident command and management organization is located at the ICP. It is typically comprised of designated incident management officials and responders from federal, state, local, and tribal agencies, as well as

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private-sector and non-governmental organizations. When multiple command authorities are involved, the ICP may be led by a Unified Command (UC), comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance or agreement. The Unified Command provides direct, on-scene control of tactical operations and utilizes a NIMS/ICS incident management team organization, typically including Operations, Planning, Logistics and Finance/Administration Sections. The ICP is usually located at or in the immediate vicinity of the incident site but not in a designated “hot” zone. The location is selected by the agency having primary jurisdictional authority for managing the incident at this level. Generally, there is one ICP established for each incident. Depending on the number and location of incidents, there may be multiple ICPs managed by an Area Command (AC).

### **State and Local Operations Centers**

State and local EOCs represent the physical location at which the coordination of information and resources to support incident management activities normally takes place. EOCs are typically organized by major functional discipline (fire, law enforcement, medical services, and so on); by jurisdiction (town/city, region and so on); or, more likely, by some combination thereof. State and local EOCs facilitate the execution of local, state, and interstate mutual aid agreements to support on-scene operations.

### **Department Operations Centers**

Department Operations Centers (DOCs) supplement the capacity of the SEOC to fulfill State agency response, response support and recovery responsibilities. DOCs may be activated to provide support to external entities (local jurisdictions, hospitals, farms & farmers, etc.) under their own authorities or to support agency and SSF representatives at the SEOC.

### **Vermont Information & Analysis Center (VTIAC)**

The mission of the Vermont Information & Analysis Center (VTIAC) is to receive, analyze, disseminate and gather information in an effort to identify, investigate, and prevent criminal activity and terrorism. These capabilities are critical to ensure the protection of the citizens and critical infrastructures of Vermont and the Homeland.

The VTIAC is Vermont’s fusion center and serves as Vermont’s comprehensive criminal information center to assist all law enforcement with criminal investigations and operations. Through a collaborative effort, the VTIAC seeks to advance the efficient, timely and accurate exchange of information between law enforcement agencies within and external to Vermont, at all levels of government while safeguarding the rights and privacy of all citizens. Primary partners are the local, county, state and federal and international law enforcement agencies. The VTIAC will also partner with public and private entities in all sectors to ensure all information pertaining to criminal activity or the protection of critical infrastructure is appropriately gathered and disseminated. The VTIAC will strive to examine all aspects of criminal activity tied to, and found within the State of Vermont.

Access to the VTAC shall be through the SSF 13 (Law Enforcement) in the SEOC.

### **Regional Coordination Center (RCC)**

The RCC is established upon the approval of the Commissioner, Public Safety or Designee based on the joint recommendation of the Director, DEMHS or Designee and the affected troop commander or designee. This facility coordinates available state resources within Public Safety District(s) when the capability of the Incident Coordination Team (ICT) at the SEOC to support multiple operations in the field is exceeded. The RCC may be staffed with State Police resources but usually will be augmented by the deployment of a State-Rapid Assessment & Assistance Team (S-RAAT) and other qualified individuals.

### **Area Command/Unified Area Command**

An Area Command is established to oversee the management of multiple incidents that are each being handled by a separate ICS organization or to oversee the management of a very large or complex incident that has multiple incident management teams engaged. The Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional.

### **Hazardous Materials Response Team (HMRT)**

The State HAZMAT Response Team (HMRT) offers technician level response to all fire departments in the State of Vermont. The team consists of HAZMAT technicians (located throughout the state), HAZMAT response vehicles and equipment ranging from simple absorbents to sophisticated detection instruments. The trucks are located strategically around the state for rapid response. The Team offers support to the local Incident Commander through phone consultation and on scene response. In addition, the team coordinates decontamination trailers located throughout the state.

### **State-Rapid Assessment & Assistance Team (S-RAAT)**

A stand-alone team deployed to provide a coordination element for responding state resources (supports local jurisdictions or a Regional Coordination Center – RCC). The Team ensures interface between local, state, federal and private response organizations. The Team will usually be lead by a Department of Public Safety representative and will include technical specialists as needed from the SSFs or designated agencies. A Mobile Command Post (MCP) may be deployed with the S-RAAT to provide communications support.

### **Water Search and Rescue Team**

Team conducts search and rescue operations in all-water environments, including swift water and flood conditions. Water rescue teams come with all team equipment required to safely and effectively conduct operations.

### **Collapse Search and Rescue Team**

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Team responds to locate, rescue, and recover individuals trapped in a fallen structure or buried in structural collapse.

### **Tactical Services Unit (TSU)**

The Mission is to expend all reasonable efforts to bring about peaceful resolution of incidents. The team provides tactical resources to include entry teams, less lethal/chemical munitions, marksmen.

### **Hostage Negotiation Unit**

This unit strives for peaceful resolution of incidents by negotiation when person(s) may be threatening harm. They are equipped with throw phones and internal communications systems.

### **Bomb Squad**

The Mission to render safe, with minimum risk, all improvised explosive devices, military ordnance, commercial explosives. Team equipment includes remote control robot, video surveillance, portable x-ray, and disruption devices. Bomb Squad has two canines for bomb detection.

### **Crowd Control**

This is a 25-member unit skilled in crowd control maneuvers and equipped with protective equipment.

### **Canine Team**

The team is comprised of fifteen (15) handlers and canines statewide. They have varied skills in tracking, drug and evidence detection, affecting arrests, searching buildings and crowd control.

### **Search and Rescue**

This is a 20-person team providing management of search incidents as well as trained field personnel to conduct a search.

### **Scuba**

A ten (10) member public safety dive team with technical scuba diving capabilities, (night/low light, zero visibility, current, deep and ice diving) for underwater search, rescue and recovery.

### **Critical Incident Dispatch Team/Mobile Command Post**

The team is comprised of eight (8) Vermont State Police dispatchers and two (2) team leaders. The team responds with the mobile command post to incidents where localized, specialized dispatch and communications functions are needed.

## **Local Jurisdictions**

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## **Chief Executive Officer**

A mayor or city or town/village manager or administrator, as a jurisdiction's chief executive, is responsible for the public safety and welfare of the people of that jurisdiction. The statutory authority is as follows:

- Is responsible for coordinating local resources to address the full spectrum of actions to prevent, prepare for, mitigate, respond to and recover from incidents involving all hazards including terrorism, natural disasters, accidents and other contingencies;
- Provides leadership and plays a key role in communicating to the public, and in helping people, businesses and organizations cope with the consequences of any type of domestic incident within the jurisdiction;
- Supports participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector;
- Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource-sharing; and
- Requests state and, if necessary, federal assistance through the Governor of the state when the jurisdiction's capabilities have been exceeded or exhausted.

## **Emergency Management Director/Coordinator**

The appointed local emergency management director/coordinator works with the chief elected officials to ensure that there are unified objectives with regard to the emergency plans and activities of the jurisdiction. 20 V.S.A. § 6. Local organization for emergency management outlines the statutory requirement for a local emergency management organization and associated responsibilities.

## **Department Heads and Local Non-Governmental Agencies**

Department heads and local non-governmental agencies should work with the emergency management director during the development local emergency plans and be prepared to provide response resources.

## **Individuals and Households**

Although not formally a part of emergency management operations, individuals and households have a responsibility to make their homes as safe as possible and be prepared for emergency situations. They can contribute by:

- Reducing hazards in and around their homes;
- Preparing an emergency kit and household emergency plan;
- Monitoring emergency communications carefully;
- Volunteering with an established organization; and
- Enrolling in emergency response training courses.

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Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery and mitigation. The U.S. Citizen Corps brings these groups together and focuses efforts of individuals through education, training and volunteer service to help make communities safer, stronger and better prepared to address the threats of terrorism, crime, public health issues and disasters of all kinds.

Local Citizen Corps Councils implement Citizen Corps programs (which include Community Emergency Response Teams [CERTs], Medical Reserve Corps [MRCs], Neighborhood Watch [NWP], Volunteers in Police Service [VIPS], Fire Corps and all affiliated programs) and which: provide opportunities for special skills and interests; develop targeted outreach for special-needs groups; and organize special projects and community events.

Citizen Corps affiliated programs expand the resources and materials available to states and local communities through partnerships with programs and organizations that offer resources for public education, outreach and training; represent volunteers interested in helping to make their communities safer; or offer volunteer service opportunities to support first responders, disaster relief activities and community safety efforts.

Other programs unaffiliated with Citizen Corps also provide organized citizen involvement opportunities in support of federal response to major disasters and events of national significance. One example is the National Animal Health Emergency Response Corps (NAHERC) that helps protect public health by providing a ready reserve of private and state animal health technicians and veterinarians to combat threats to U.S. livestock and poultry in the event of a large outbreak of a foreign animal disease. State and local authorities should include representatives in planning and exercises.

### **Federal Government**

The Homeland Security Act of 2002 established DHS to prevent terrorist attacks within the United States; reduce the vulnerability of the United States to terrorism, natural disasters, and other emergencies; and minimize the damage and assist in the recovery from terrorist attacks, natural disasters, and other emergencies. The act also designates DHS as “a focal point regarding natural and manmade crises and emergency planning.”

The National Response Framework outlines the Roles and Responsibilities of appropriate responding and supporting agencies in further detail.

### **Facilities and Response Resources**

#### **State Liaison Officer**

The State Liaison Officer (SLO) is an individual with alternate in DHS, FEMA Region 1 that is the initial point of contact for the state with the region for response requests and activities. Depending on the type incident, the SLO may deploy at the request of the state as the first federal representative on scene to act as liaison and provide support for resource requests between the state and the region.

### **Joint Field Office**

The Joint Field Office (JFO) is the primary field location for the coordination of federal and state short- and long-term recovery operations. The system provides that the Federal Coordinating Officer and the State Coordinating Officer co-locate in the Joint Field Office, along with other federal and state personnel. Recovery and mitigation operations, logistics, information and planning, financial management and general administration are coordinated at the Joint Field Office.

### **Disaster Recovery Center (DRC)**

When established in coordination with state and local jurisdictions, a DRC is a satellite component of the JFO and provides a central facility where individuals affected by a disaster can obtain information on disaster recovery assistance programs from various federal, state and local sources.

### **Interim Operating Facility (IOF)**

The IOF is a temporary field facility used by a DHS/ FEMA-led Incident Management Assistance Team (IMAT) in the early stages of an incident when the team cannot operate at the State EOC due to space limitations or other reasons, and the JFO is not yet established. An IOF is generally located at or near the State EOC, or near the incident site. The IOF remains in operation until the JFO is established. Functions accomplished at the IOF include interaction with state representatives and key ESF agencies, collection and assessment of information and initiation of assistance programs.

### **Emergency Response and Support Teams (Field Level)**

Various teams are available to deploy during incidents or potential incidents to assist in incident management, set up emergency response facilities or provide specialized expertise and capabilities. These teams are trained and credentialed to the standards published by the NIMS Integration Center. Teams that may be utilized during NRF operations are described below.

### **Incident Management Assistance Team (IMAT)**

The IMATs are full-time, rapid-response teams with dedicated staff able to deploy within two (2) hours and arrive at an incident within twelve (12) hours to support state, county or local emergency managers. The teams support the initial establishment of a unified command and provide situational awareness for federal and state decision-makers crucial to determining the level and type of immediate federal support that may be required. IMATs provide a forward federal presence to facilitate the management of the national response to catastrophic incidents. The primary mission of a FEMA IMAT is to: rapidly deploy to an incident or incident-threatened venue; provide leadership in the identification and provision of federal assistance; and coordinate and integrate inter-jurisdictional response in support of an affected state or territory. IMATs are led by experienced, senior-level emergency managers and staffed with a core of permanent full-time employees. IMATs are designated as National or Regional teams. The National IMATs consist of 26 team members full-time team members each. There are two (2)

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National IMATs: IMAT East is team located in Washington, DC; and IMAT West is located in Sacramento, CA. Regional IMATs are comprised of four (4) full-time team members augmented by an additional six (6) positions that are filled by Regional staff as collateral duty. Both national- and regional-level teams can be augmented with additional staff from other departments and agencies as needed to fully staff an IOF and, ultimately, a JFO. The teams are fully compliant with the National Incident Management System and the Incident Command System and they train and exercise as a unit.

### **Other Federal Teams**

In addition, there are numerous special teams available to support incident management and disaster response and recovery operations. Examples include:

- Damage Assessment Teams
- Nuclear Incident Response Team (NIRT)
- Disaster Medical Assistance Teams (DMATs)
- HHS Secretary's Emergency Response Team
- DOL/OSHA's Specialized Response Teams
- Veterinarian Medical Assistance Teams (VMATs)
- Disaster Mortuary Operational Response Teams (DMORTs)
- National Medical Response Teams (NMRTs)
- Scientific and Technical Advisory and Response Teams (STARTs)
- Donations Coordination Teams
- Urban Search and Rescue (US&R) task forces
- US&R Incident Support Teams
- Federal Type 1 and Type 2 Incident Management Teams (IMTs)
- Domestic Emergency Support Team (DEST)
- Domestic Animal and Wildlife Emergency Response

### **Defense Support to Civil Authorities (DSCA)**

The Department of Defense (DOD) provides DSCA in response to requests for assistance during domestic incidents, to include: terrorist attacks; major disasters; and other emergencies. DSCA refers to DOD support provided by federal military forces, DOD civilians and contract personnel and DOD agencies and components, in response to requests for assistance. Continuous coordination with federal, state, local and tribal elements before, during and after an event is essential for efficient and effective utilization of DOD's DSCA efforts.

In most instances, DOD provides DSCA in response to requests for assistance from a lead or primary agency. However, support provided under Immediate Response DSCA refers to DOD support provided by federal military forces, DOD civilians and contract personnel and DOD agencies and components, in response to requests for assistance during domestic incidents to include terrorist threats or attacks, major disasters and other emergencies.

### **Non-Governmental and Volunteer Organizations**



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Non-Governmental Organizations (NGO) collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress and promote recovery of disaster victims when assistance is not available from other sources. For example, the American Red Cross is an NGO that provides relief at the local level and also provides significant assistance to SSF 6 (Mass Care, Emergency Assistance, Housing & Human Services). Other community-based organizations receive government funding to provide essential public health services.

The Vermont Voluntary Organizations Active in Disasters (VTVOAD) is a consortium of more than 30 recognized organizations of volunteer's active in disaster relief. Such entities provide significant capabilities to incident management and response efforts at all levels. For example, the animal rescue and rehabilitation activities conducted during a pollution emergency are often carried out by private, nonprofit organizations working with natural resource trustee agencies.

### **Private Sector**

The roles, responsibilities and participation of the private sector during Incidents is based on the nature of the organization and the type and impact of the incident. The roles of private-sector organizations are summarized below.

#### **Type of Organization and Role**

##### **Impacted Organization or Infrastructure**

Private-sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources and those main private-sector organizations that are significant to local, regional and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions and hospitals.

Response resource private-sector organizations provide response resources (donated or compensated) during an incident including specialized teams, equipment and advanced technologies through local public-private emergency plans, mutual aid agreements or incident specific requests from government and private-sector volunteered initiatives.

##### **Regulated and/or Responsible Party**

Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs. For example, federal regulations require owners/operators of Nuclear Regulatory Commission (NRC)-regulated nuclear facilities and activities to maintain emergency (incident) preparedness plans, procedures and facilities and to perform assessments, prompt notifications and training for a response to an incident.

##### **State/Local Emergency Organization Member**

Private-sector organizations may serve as an active partner in local and state emergency preparedness and response organizations and activities.

### **Response Resources**

Unless the response role is inherently governmental (i.e., law enforcement, etc.), private-sector organizations are encouraged to develop and maintain capabilities to respond to and manage a complete spectrum of incidents and emergencies. The Vermont State Government maintains ongoing interaction with the critical infrastructure and key resources industries to provide coordination for prevention, preparedness, response and recovery activities.

When practical, or when required under state law, private sector and SEOP lead and support agencies coordinate with the private sector to effectively share information, form courses of action and incorporate available resources to prevent, prepare for, respond to and recover from major or catastrophic incidents within the state.

### **Components of the Economy**

As a key element of the state and local economy, private sector resilience and continuity of operations planning, as well as recovery and restoration from an incident, represent essential activities to the jurisdictions impacted.

### **Responsibilities**

Private-sector organizations support the SEOP (voluntarily or to comply with applicable laws and regulations) by sharing information with the government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident.

Certain organizations are required by existing law and regulation to bear the cost of planning and response to incidents, regardless of cause. In the case of a catastrophic incident, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

## **IV. CONCEPT OF OPERATIONS**

### **IMPLEMENTATION OF PLAN**

The framework for response, response support and recovery established in this document is always in effect. Unless otherwise described in the accompanying incident annexes that address specific situations, SEOP implementation will be in accordance with the Base Plan.

The first indication of an emergency situation that could affect Vermont and Vermonters might come without warning: terrorist attack, flooding caused by a break in a dam or an ice jam or a hazardous materials spill. In other cases, the state might receive warning from sources such as law enforcement agencies, the National Weather Service or the U.S. Geologic Survey. In the first case, since responders will have little notice of the emergency, they will need to assemble resources quickly to aid in the response. In the second case, warning means more time to coordinate efforts to prevent or mitigate the hazard and prepare to respond or implement protective action measures should the incident occur.

This plan can be used at any time before, during or after an emergency or disaster, or for events affecting small areas or a larger region (or even the entire state), depending on the severity of the emergency. A situation should never be allowed to reach crisis status for the response outlined in this plan to be initiated.

In emergency situations affecting limited areas or populations, local government officials must coordinate the first response in their jurisdictions. They may ask for state assistance by requesting a local emergency declaration if an incident exceeds the local capacity to cope. Local flooding, for example, might affect only small areas of one jurisdiction and have little or no impact on surrounding areas. The authority for undertaking action is vested in the chief executive of the jurisdiction (mayor or chair of the council or board), or other person (town manager, etc.) delegated by the local government. The request for assistance should be forwarded through the Division of Emergency Management and Homeland Security of the Department of Public Safety (SSF Annex 5, Tab H Local Jurisdiction Declaration of Emergency Request).

In potential or actual emergency situations, the Director, DEMHS has the option to open the State Emergency Operations Center (SEOC) at the Department of Public Safety Headquarters in Waterbury. Small or isolated incidents such as a hazardous substance spill might not require the opening of the SEOC but the monitoring level is always present. Larger events might require the opening of the SEOC and activation of personnel to staff state facilities. The team formed when this occurs is designated as the Incident Coordination Team (ICT). The ICT is responsible for establishing lines of communication and maintaining a log of events. The State Disaster Management Software is routinely used for that purpose in both the primary and alternate SEOC. The ICT will monitor developing situations, assist/coordinate local officials' response efforts and provide assistance as requested and appropriate. The SEOC activation levels are defined below. Refer to SSF Annex 5, Tab B of this plan for further information about SEOC operations.

## **STATE OF VERMONT EMERGENCY OPERATIONS PLAN**

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The three (3) SEOC activation levels in response to those types of incidents are defined as follows:

<b>LEVEL</b>	<b>DEFINITION</b>
<b>Monitoring</b>	The DEMHS Watch Officer (WO) receives and acts upon calls from the public and/or other branches of state government or local agencies notifying the State of emergent situations such as flooding, ice storms, hazardous materials incidents, etc. Monitoring may include the activation of a second DO and supervisor and/or additional DPS staff (this may be accomplished “virtually” by use of the state disaster management software):
<b>Partial Activation (Additional Support Staff, and some SSFs)</b>	When the situations outlined below are encountered, operations may shift to Partial Activation: <ul style="list-style-type: none"> <li>• With multiple or simultaneous events/incidents;</li> <li>• When events/incidents anticipated to require protracted coordination or response within multiple functional disciplines by the State;</li> <li>• When events/incidents affect large geographic areas;</li> <li>• Upon declaration of an ALERT at the Vermont Yankee Power Plant; or</li> <li>• When local officials activate an incident command post.</li> <li>• When another state agency activates an operations center.</li> <li>• When state special teams are deployed.</li> </ul>
<b>Full Activation (Additional Support Staff, All SSFs and Federal representation)</b>	The State will activate the EOC at either the primary site in Waterbury or a secondary location shifting to Full Activation when: <ul style="list-style-type: none"> <li>• More than two (2) operational periods are anticipated;</li> <li>• There is an escalation of event(s);</li> <li>• Significant State resources are activated and deployed;</li> <li>• There is a need for resources outside the affected area(s);</li> <li>• Directed by the Governor, Commissioner of Public Safety or Director of DEMHS;</li> <li>• Preliminary damage assessments (PDAs) may lead to a Governor’s request for a Presidential declaration; or</li> <li>• The incident exceeds the capability of the Incident Coordination Team (ICT) to coordinate resources during a Major or Catastrophic incident.</li> <li>• Warning or anticipation of WMD or Terrorism incident,</li> <li>• Federal representation is likely.</li> </ul>

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<b>TYPES OF INCIDENTS THAT WE RESPOND TO IN VERMONT</b>			
<b>TYPE OF INCIDENT</b>	<b>DIR &amp; CONTROL and SUPPORT</b>	<b>WHO RESPONDS</b>	<b>PLANNING</b>
<p style="text-align: center;"><b>Local</b></p> <p>Single or Multiple Jurisdictions or incident sites. Response within capabilities of the town and/or routine Mutual Aid Partners.</p>	<p>Incident Command (IC), Unified Command (UC)</p> <p>Incident Command Post (ICP), Local Emergency Operations Center (EOC), if necessary.</p> <p>SEOC operating at Monitoring (DEMHS Watch Officer).</p>	<p>Local Fire, Emergency Medical Services (EMS), Law Enforcement and/or Mutual Aid Partners.</p>	<p>Agency Standing Operating Procedures (SOP's) or Local Emergency Operations Plan (EOP)</p> <p>Regional All-Hazards Resource Plan.</p>
<p style="text-align: center;"><b>Minor</b></p> <p>Single or Multiple Jurisdictions - Regional within the State. Beyond the capabilities of Local Responders &amp; routine Mutual Aid Partners.</p> <p>Local Emergencies may be Requested &amp; Declared, State Request for Federal Assistance Considered &amp; Requested, if needed.</p>	<p>IC, UC</p> <p>ICP, State Emergency Operations Center (EOC).</p> <p>SEOC operating at Partial Activation (DEMHS Watch Officer, Support Staff, and Designated State Support Functions)</p>	<p>Same as above with response from the State [State-Rapid Assessment &amp; Assistance Team (S-RAAT), Hazardous Materials Response Team (HMRT), Other Special Teams and SSFs]</p> <p>Other regional agencies (hosp, etc.)</p> <p>Federal Agencies (DHS, FEMA, SBA, other)</p>	<p>Local EOP</p> <p>Regional All-Hazards Resource Plan</p> <p>State EOP/ National Response Framework (NRF)</p>
<p style="text-align: center;"><b>Major/Catastrophic</b></p> <p>State/Multi-State/Federal.</p> <p>State Declaration of Emergency and/or Request for Federal Assistance likely.</p>	<p>IC, UC</p> <p>Regional Coordination Center (RCC), State EOC.</p> <p>SEOC operating at Full Activation (DEMHS Watch Officer, Support Staff, All State Support Functions, and Federal representation)</p>	<p>Same as above with the likely involvement of additional State Resources</p> <p>Emergency Management Assistance Compact (EMAC) &amp; International Emergency Management Group (IEMG) Resources Additional Federal Agencies</p>	<p>Local EOP</p> <p>Regional All-Hazards Resource Plan</p> <p>State EOP</p> <p>NRF &amp; National Disaster Recovery Framework (NDRF)</p>

## **STATE OF VERMONT EMERGENCY OPERATIONS PLAN**

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After the Director, DEMHS decides a state-level response is indicated, the Commissioner of the Department of Public Safety and the Governor (or his/her designee) are advised of the situation and appropriate State Support Functions and state organizations are notified that assistance will be needed. State agencies often self-activate under existing statutory authority before receiving notification from the Director, DEMHS or receiving direction from the Governor.

At any time, the Governor or designee may implement the SEOP with or without declaring a State of Emergency and assuming emergency powers under 20 V.S.A. Chapter 1, subsection 9. At such time, DEMHS will coordinate the activities of all emergency responders within the State 20 V.S.A., Chapter 1, subsection 3 (b)(1)).

In situations that overwhelm the state's resources or require additional assistance, the Governor may request a Presidential Major Disaster or Emergency Declaration through the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA).

A military response to a disaster on the part of the Vermont National Guard requires authorization from the Governor or designee. The Vermont National Guard may be activated under a State of Emergency or for some other reason. The Governor may also activate the Vermont National Guard and operate under a federal declaration when necessary. If called to active duty, the National Guard is federalized and under military orders from the United States Army and/or Air Force. If already on federal orders for training, such as with a required 15-day Annual Training period, soldiers and airmen can have their effort redirected in response to a state support request. The Adjutant General, under his own existing authority, can order this change in mission.

The National Guard has developed a "Dual-status commander" (DSC) which are National Guard Generals, nominated by their Governors, and appointed as Dual Status Commanders for a specific event by the Secretary of Defense. The Dual Status Commander has a dual chain of command. On one side the DSC reports up through the State Adjutant General to the Governor, on the other side the DSC reports up through Northern Command to the President. Up until Super Storm Sandy all of these previous Dual Status Commanders were appointed and exercised control of Title 10 and 32 forces in pre-planned events. In November 2012 with Super Storm Sandy, we saw for the first time Dual Status Commanders being stood up for a real world, unplanned emergency and actually taking command of federal personnel.

### **ORGANIZATION**

The Governor has the duty to oversee the general direction and control of State Emergency Management and state government to respond to emergencies (20 V.S.A., Chapter 1, subsection 8). DEMHS is the division charged by the Legislature and the Governor to coordinate all emergency management organizations within the state.

When the need occurs, state emergency disaster response/recovery operations are organized into two (2) stages or phases. The first stage is the response phase and activation of the State Emergency Operations Center (SEOC) using Agency Representatives and staff from state Agencies and Departments and representatives of non-governmental organizations. This group is called the Incident Coordination Team (ICT). The ICT is notified by DEMHS and

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requested to report to the State Emergency Operations Center. SEOC personnel are considered as “Primary” response personnel.

Agencies that are part of state level response and/or recovery operations fall into three (3) categories:

- **Lead Agency** – The designated agency responsible for coordinating State Support Function (SSF), Recovery Task Force (RTF) or functional annex preparedness, response & recovery activities. An SSF, RTF or functional annex may have co-leads;
- **Support Agency** – The designated agency that supports the Lead Agency in accomplishing the SSF, RTF or functional annex mission or purpose
- **Assisting Agency or Organization** – Agencies not designated as Lead of or support to a particular SSF, RTF or functional annex but may provide general support during a state level response to emergencies.

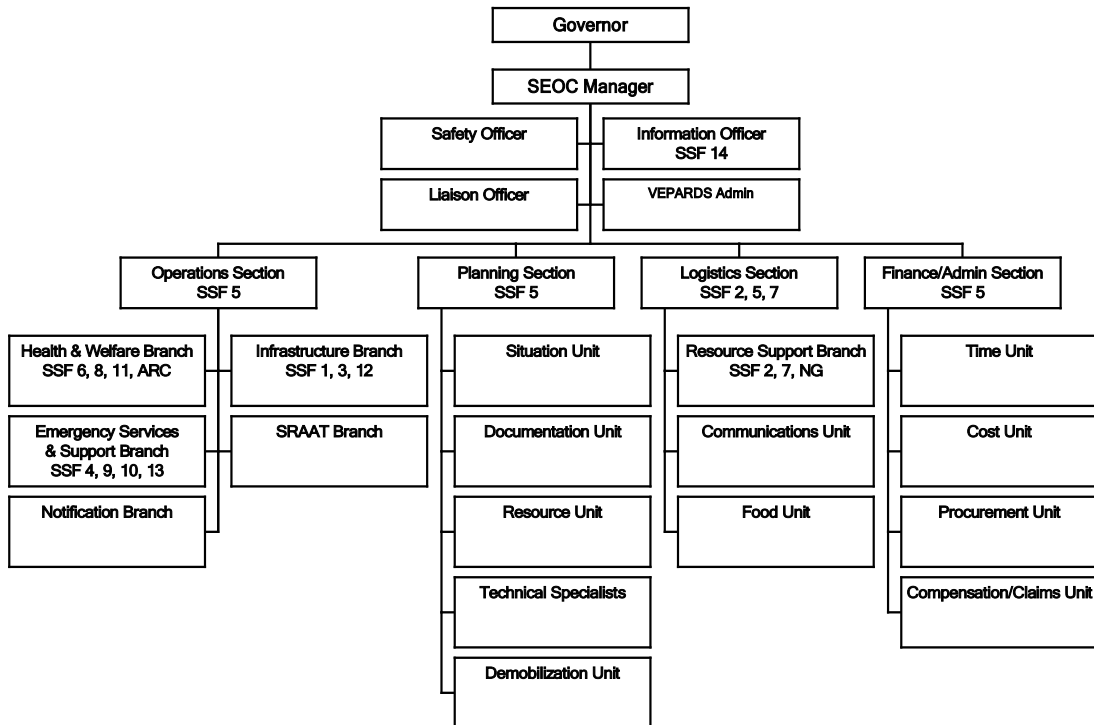
### **State Support Functions (SSFs)**

The SSF structure provides a modular structure to energize the precise components that can best address the requirements of the incident. For example, a large scale natural disaster or massive terrorist event may require the activation of all SSFs. A localized flood, hazardous materials incident or tornado might only require activation of a select number of SSFs. Based on the requirements of the incident, SSFs provide the interagency staff to support operations of the SEOC, ICPs in the field, local EOCs and RCCs, if activated.

Depending on the incident, deployed assets of the SSFs, as a part of the S-RAAT, may also participate in the staffing of an ICP, local EOC or RCC. Under the SEOP, each SSF is structured to provide optimal support of evolving incident management requirements. SSF activities and involvement vary throughout an incident from high-visibility, high-intensity activities during early response, to program implementation and management during recovery (RTFs), to a stage of declining requirements and demobilization as SSFs.

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## Vermont SEOC Incident Coordination Team ICS Organization



The ICT includes, but is not limited to, the designated representatives of each appropriate SSF and emergency response organization and such additional staff as may be required for the type and magnitude of the event. Agency Representatives are “qualified” representatives of their agency and must have authority to act on behalf of the Secretary/Commissioner/ Director. Minimal staffing might be limited to DPS personnel or involve other State and volunteer agencies.

### State Support Function (SSF) Alignment

DEMHS will host the participating SSFs and agencies at its own premises and will provide operational space and communications equipment to support emergency operations. The composition of the ICT, operating under the National Incident Management System (NIMS) as a Multi-Agency Coordination Center (MACC), will vary depending on need. The core SEOC participants may include, but are not limited to:

- The Governor, or designated representative, and appropriate staff
- The Secretary of Transportation, or designated representative and Department Commissioners or designated representatives as appropriate [SSF 1 (Transportation) and SSF 3 (Public Works & Engineering)]
- The Commissioner of Information & Innovation, or designated representative [SSF 2 (Communications)]
- The Commissioner of Public Safety, or designated representative, and the Director of Vermont State Police, or designated alternate [SSF 2 (Communications), SSF 3



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- (Public Works & Engineering), SSF 4 (Firefighting), SSF 9 (Search & Rescue) , SSF10 (Hazardous Materials) and SSF 13 (Law Enforcement)]
- The Secretary of Natural Resources, or designated representative, and Department Commissioners or designated representatives as appropriate [SSF 4 (Firefighting) and SSF 11 (Agriculture & Natural Resources)]
  - The Director, DEMHS, or designated alternate [SSF 5 (Emergency Management) and SSF 14 (Public Information)]
  - The Secretary of Human Services, or designated representative, and Department Commissioners or designated representatives as appropriate [SSF 6 (Mass Care, Emergency Assistance, Housing & Human Services)]
  - The Commissioner of Buildings and General Services, or designated representative [SSF 7 (Resource Support)]
  - The Executive Director, SerVermont, or designated representative [SSF 7 (Resource Support)]
  - The Commissioner of Health, or designated representative [SSF 8 (Health & Medical Services)]
  - The Secretary of Agriculture, Food & Markets, or designated representative [SSF 11 (Agriculture & Natural Resources)]
  - The Commissioner of Public Service, or designated representative [SSF 12 (Energy)]
  - The Adjutant General, or designated representative (Military Support)

Each of these agencies, as **Lead or Co-Lead for their respective SSF**, may request assistance from support agencies as outlined in that SSF annex. This assistance may require representation as a part of the ICT or may be accomplished remotely. Requested notifications will be coordinated by DEMHS.

In limited emergency situations, some members of the ICT may not be required or may operate from their respective department or agency locations.

State agencies, departments and organizations that are not designated as SSF Leads or Co-Leads may be designated **SSF Support agencies**. Each SSF annex lists those agencies and outlines general responsibilities. Additional more specific responsibilities may be outlined in the SSF Implementing Procedures prepared by the SSF Lead and included as a Tab to the appropriate SSF Annex. Those agencies are also highlighted in Appendices III and IV of this document. During an emergency these agencies may perform their responsibilities in the SEOC as a part of the ICT or remotely, as required by the SSF Lead. Agencies and organizations designated as SSF Support (SSF Leads may be Support Agencies for other SSFs) are:

- The offices of:
  - The Attorney General
  - The Secretary of State
  - The State Treasurer
- The Agency of Administration:
  - Buildings & General Services
  - Finance & Management
  - Human Resources
  - Information & Innovation
  - Taxes

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- The Agency of Agriculture, Food & Markets
- The Agency of Commerce and Community Development:
  - Department of Housing and Community Development
  - Department of Economic Development
  - Department of Tourism & Marketing
- The Agency of Education
- The Agency of Human Services:
  - Department of Disabilities, Aging & Independent Living
  - Department for Children & Families
  - Department of Corrections
  - Department of Health
  - Department of Mental Health
  - SerVermont
- The Agency of Natural Resources:
  - Department of Environmental Conservation
  - Department of Fish & Wildlife
  - Department of Forests, Parks & Recreation
- The Agency of Transportation:
  - Department of Motor Vehicles
- The Adjutant General
- The Department of Financial Regulation
- The Department of Labor
- The Department of Liquor Control
- The Department of Public Safety
- The Department of Public Service
- The Department of States Attorneys
- Enhanced 911 Board
- Vermont Fire Service Training Council
- Vermont Geographic Information System
- Vermont Criminal Justice Training Council
- Vermont Judiciary

In addition to state personnel, representatives of private and non-governmental relief and support organizations may be present at the SEOC as a part of the ICT and as SSF Support agencies. All representatives must have authority to make decisions and commit resources on behalf of their organization. Depending on the nature, scope and severity of the situation, participating organizations might include:

- The American Red Cross
- The Mennonite Disaster Service
- The Salvation Army
- The Seventh Day Adventists
- Vermont Foodbank
- Vermont Volunteer Organizations Active in Disaster (VTVOAD)
- UVM Extension
- VT 2-1-1

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**Note:** The American Red Cross may represent a number of relief organizations at the SEOC.

Other organizations that may provide support to SSFs include, but are not limited to:

- The Amateur Radio Organizations (ARES/RACES)
- The Civil Air Patrol (CAP)
- The Humane Society of the United States
- The National Weather Service
- Vermont Association of Planning & Development Agencies (VAPDA)
- Civilian Emergency Response Teams (CERT) and other Citizen's Corps entities
- Designated Utilities
- Other Private Sector Entities providing logistical or technical expertise

Agencies and organizations that are not designated as SSF Leads or Co-Leads or SSF Support are called **Assisting Agencies and Organizations** and they include:

- The Auditor of Accounts
- The Agency of Administration, Department of Libraries

Assisting agencies and organizations may be involved with both response and recovery operations. This assistance may be initiated from an immediate need, but may continue for an extended period of time following a disaster.

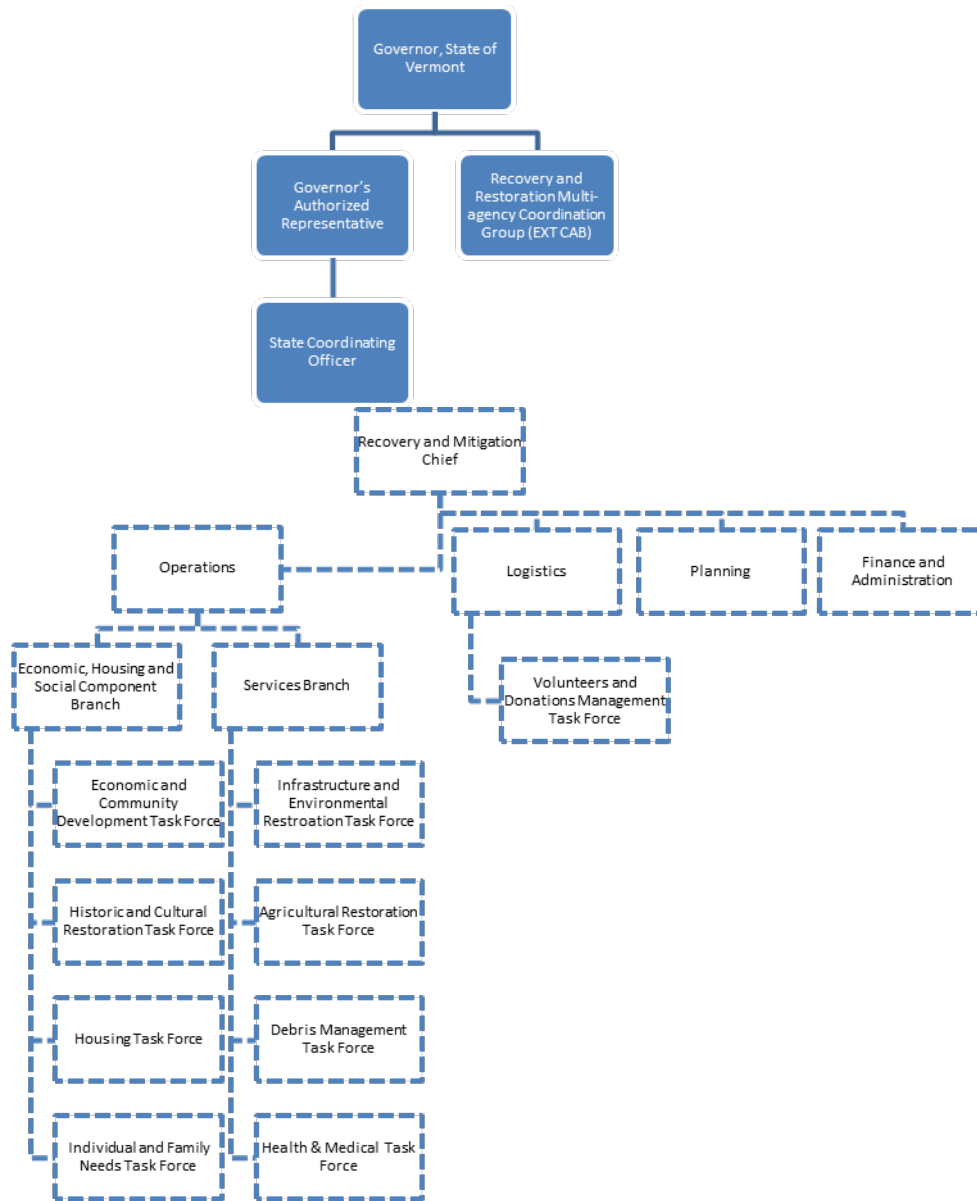
Assisting agencies and organizations may also participate in preparedness activities, such as orientations, exercises and planning or coordination meetings to ensure that the state level effort for both response and recovery is fully coordinated and effective.

### **Recovery & Restoration Multi-Agency Coordination Group (RRMACG)**

The RRMACG structure provides a modular structure to energize the precise components that can best address the requirements of the recovery from an incident. For example, recovery from a large scale natural disaster or massive terrorist event may require the activation of all RSFs. A localized flood, hazardous materials incident or tornado might only require activation of a select number of RSFs. Based on the requirements of the incident RTFs provide the interagency staff to support operations of the Incident Recovery Coordination Team (IRCT).

Depending on the incident, the Recovery Support Functions will form one of the Recovery Task Forces to address those needs. Each RTF is structured to provide optimal support of evolving incident management requirements. RTF activities and involvement vary throughout an incident from high-visibility, high-intensity activities during early response, to program implementation and management during recovery, to a stage of declining requirements and demobilization as RTFs.

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## Recovery Task Force (RTF) Alignment

DEMHS may host the participating RTFs and agencies at its own premises and will provide operational space and communications equipment to support recovery operations. However, after the initial stages of recovery, designated recovery task forces are expected to meet as needed and will likely perform recovery functions from agency or other designated facilities. The core Incident Recovery Coordination Team (IRCT) participants may include, but are not limited to:

- State Recovery Officer (if designated) or the DEMHS Recovery & Mitigation Branch Chief

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- The Secretary of Transportation, or designated representative and Department Commissioners or designated representatives as appropriate for the Infrastructure & Environmental Restoration RTF
- The Secretary of Natural Resources, or designated representative, and Department Commissioners or designated representatives as appropriate for the Debris Management RTF
- The Secretary of Human Services, or designated representative, and Department Commissioners or designated representatives as appropriate for the Individual & Family Needs RTF and Health & Medical RTF
- The Secretary of Agriculture, Food & Markets, or designated representative for the Agriculture RTF
- The Secretary of Commerce & Community Development, or designated representative for the Housing RTF, Historic & Cultural Restoration RTF, and Economic & Community Development RTF
- The Commissioner of Buildings and General Services, or designated representative for the Volunteer & Donations Management RTF
- The Executive Director, SerVERMONT for the Volunteer & Donations Management RTF

Each of these agencies, as **Lead or Co-Lead for their respective RTF**, may request assistance from support agencies as outlined in Support Annex 7, Recovery & Restoration. This assistance may require representation as a part of the IRCT periodically or may be accomplished remotely. Requested notifications will be coordinated by DEMHS.

State agencies, departments and organizations that are not designated as RTF Leads or Co-Leads may be designated **RTF Support agencies**. Each RTF annex lists those agencies and outlines general responsibilities. Additional more specific responsibilities may be outlined in the RTF Implementing Procedures prepared by the RTF Lead and included as a Tab to the appropriate RTF Annex. Those agencies are also highlighted in Appendices III and IV of this document. During an emergency or during recovery these agencies may perform their responsibilities in the SEOC as a part of the IRCT or remotely, as required by the RTF Lead. Agencies and organizations designated as RTF Support (RTF Leads may be Support Agencies for other RTFs) are:

- The offices of:
  - The Attorney General
  - The Secretary of State
  - The State Treasurer
- The Agency of Administration:
  - Buildings & General Services
  - Finance & Management
  - Human Resources
  - Information & Innovation
  - Taxes
- The Agency of Agriculture, Food & Markets
- The Agency of Commerce and Community Development:
  - Department of Housing and Community Development
  - Department of Economic Development

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- Department of Tourism and Marketing
- The Agency of Education
- The Agency of Human Services:
  - Department of Disabilities, Aging & Independent Living
  - Department for Children & Families
  - Department of Corrections
  - Department of Health
  - Department of Mental Health
  - SerVermont
- The Agency of Natural Resources:
  - Department of Environmental Conservation
  - Department of Fish & Wildlife
  - Department of Forests, Parks & Recreation
- The Agency of Transportation:
  - Department of Motor Vehicles
- The Adjutant General
- The Department of Financial Regulation
- The Department of Labor
- The Department of Liquor Control
- The Department of Public Safety
- The Department of Public Service
- The Department of States Attorneys
- Enhanced 911 Board
- Vermont Fire Service Training Council
- Vermont Geographic Information System
- Vermont Criminal Justice Training Council
- Vermont Judiciary

In addition to state personnel, representatives of private and non-governmental relief and support organizations may be represented as a part of the IRCT and as RTF Support agencies. All representatives must have authority to make decisions and commit resources on behalf of their organization. Depending on the nature, scope and severity of the situation, participating organizations might include:

- The American Red Cross
- The Mennonite Disaster Service
- The Salvation Army
- The Seventh Day Adventists
- Vermont Foodbank
- Vermont Volunteer Organizations Active in Disaster (VTVOAD)
- UVM Extension
- VT 2-1-1

Other organizations that may provide support to RTFs include, but are not limited to:

- The Amateur Radio Organizations (ARES/RACES)
- The Civil Air Patrol (CAP)
- The Humane Society of the United States

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- The National Weather Service
- Vermont Association of Planning & Development Agencies (VAPDA)
- Civilian Emergency Response Teams (CERT) and other Citizen's Corps entities

Agencies and organizations that are not designated as RTF Leads or Co-Leads or RTF Support are called **Assisting Agencies and Organizations** and they include:

- The Auditor of Accounts
- The Agency of Administration, Department of Libraries

Assisting agencies and organizations may be involved with both response and recovery operations. This assistance may be initiated from an immediate need, but may continue for an extended period of time following a disaster.

Assisting agencies and organizations may also participate in preparedness activities, such as orientations, exercises and planning or coordination meetings to ensure that the state level effort for both response and recovery is fully coordinated and effective.

## **RESPONSE**

### **Overview of Response to Emergencies/Disasters**

Local government must meet the immediate health and safety needs of residents in the event of emergency or disaster. However, state resources will supplement those of local government if:

- the needs generated by an incident exceed the response capability of the local government or mutual aid resources;
- the State has a specialized resource needed by local government; and
- the scope of the event is widespread and the need for a centralized incident management and resource allocation system is clear (a nuclear power generating plant accident/incident is an example of this situation).

### **Operational Assumptions**

1. Life safety, incident stabilization, and property and environmental protection are the most significant objectives of local and state government in emergency situations.
2. Chief executives or designee (incident commander) of local government will assume direct control of the emergency operations of all government and non-government resources that by law are subject to their authority.
3. Military resources employed in support of emergency operations will remain under military command and control at all times.
4. State agencies involved in the response to an emergency will maintain a disaster record of their activities in the event making use of the state disaster

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management software when available, as well as documentation their disaster-related expenditures.

5. DEMHS or SSF 5 will coordinate all requests for state, interstate, federal and international assistance.
6. The state will operate using the principles of the Incident Command System (ICS) as prescribed by the National Incident Management System (NIMS). Refer to the NIMS Executive Order, found in Appendix V of this document.

### **Coordination**

Coordination is a broad function involving staff members engaged in both direction and control. Some situations might require an incident commander to execute coordinating functions.

In times of emergency or disaster there are several levels of coordination involved with the administration of this plan. They work through three levels from local, to state and finally to federal authorities, when required.

The Local Emergency Management Director exercises two (2) areas of coordination:

- Coordinating the work of local responders to ensure internal cooperation and functional teamwork in support of the incident commander; and
- Arranging for outside assistance when the need arises when requested by the incident commander through mutual aid or through a unified command or the Area Command structure or the SEOC.

The local chief executive, or other authorized person, may designate a Local Emergency Management Director/Coordinator to act for the affected jurisdiction as a Disaster Recovery Coordinator and submit all necessary documentation for the jurisdiction for individual assistance or public assistance resources.

State-level emergency response and response support coordination is the primary function of DEMHS and SSF 5. The Director of DEMHS is the principal coordinator of the state emergency response and response support.

When the need arises, State-Rapid Assessment and Assistance Teams (S-RAATs) may assist area operations and local emergency management coordinators with technical advice and operational support. (See Support Annex 12– State-Rapid Assessment & Assistance Team (S-RAAT) Field Operating Guidelines)

Upon the declaration of an Emergency or Major Disaster by the President of the United States, the Governor will appoint a State Coordinating Officer (SCO). The SCO reports directly to the Governor or the Governor's Authorized Representative (GAR) and acts as the state liaison with the DHS, FEMA. The appointment of the GAR and the SCO occurs at the time of execution of the Federal/State Agreement for the Emergency or Major Disaster.



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The SCO is the ranking coordinator on the state level for federal-state relations. The Governor may appoint the Director of DEMHS, or other designee, as the SCO, and thereby consolidate the multi-level coordination of Vermont's emergency response and recovery.

The President of the United States, through DHS, FEMA, appoints a Federal Coordination Officer (FCO) to act on behalf of the United States. The FCO represents the Federal government when a disaster is declared. The duties of the FCO include coordination of all federal assistance with state and local governments, through the State Coordinating Officer.

### **Alert and Warning**

Vermont has several ways to warn residents when a disaster occurs or is likely to happen. These alert and warning systems include a combination of the Emergency Alert System (EAS), the VTALERT.GOV mass notification system, the FEMA NAWAS network, the media, personal notifications and alert sirens. Some or all methods may or may not be available in all communities. A warning does not always mean an emergency is imminent, but it usually indicates a need to be prepared for the possibility of an emergency or disaster.

The EAS system is utilized by the Vermont Department of Public Safety to notify citizens of potential or actual emergency conditions. Notification messages originate from either the Vermont Department of Public Safety, the National Weather Service or National EAS network. Messages are relayed into the radio, television or cable networks to provide the public with immediate notifications. Relevant messages, recorded or live, may be broadcast over the Emergency Alert System.

The VTALERT.GOV mass notification system is a web based public and private notification network that disseminates urgent and emergency messages to subscribers, the public (based on geographic location) and the media via email, SMS text, phone (cell or landline), webpage, Facebook/Twitter, and fax. VTALERT.GOV additionally provides the capability to alert specific groups to support disaster response and other missions. The Department of Public Safety's Communications Division operates a microwave communications network ring for several Vermont State Agencies that supports the many elements of the alerting systems.

The National Alert Warning System (NAWAS) has a primary state warning point at the Vermont State Police barracks in Rockingham, and at 3 additional Public Safety Answering Points (PSAPs) located in Vermont State Police (VSP) Stations throughout the state. The Alternate State Warning Point is located at the VSP dispatch center in Derby and the Vermont State Emergency Operations Center (SEOC). Under a weather warning, the SEOC may be activated depending on the severity of the incident.

In certain areas of the state, warning sirens may be activated during a disaster or nuclear emergency.

Reports of severe weather conditions may be relayed from the public to one or more of the 4 Vermont State Police public safety answering points. State Police troopers in the

## **STATE OF VERMONT EMERGENCY OPERATIONS PLAN**

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field and Vermont Agency of Transportation crews on duty may forward weather information over their respective radio systems.

State Police information is relayed from the Public Safety Answering Points (PSAPs), the media, and then to DEMHS or through the DEMHS Watch Officer. Weather-related events, such as road washouts, land/mudslides, bridge closings, wind damage, etc., are reported to the NWS via the disaster management software, NAWAS or a low-band radio system.

Additional avenues to capture weather information are the Severe Weather Spotter program which may also contribute to advanced news of weather conditions as members report observations to the NWS (Burlington, VT or Albany, NY). The SKYWARN Program is also sponsored by the National Weather Service (NWS), the American Red Cross and DEMHS. Additionally, the NWS coordinates the "Storm Ready" Program which trains communities in weather preparedness.

### **Emergency Response**

Actions taken to save lives and protect property in immediate danger are emergency responses. Local government is the first line of responsibility for emergency response. Fire, police, emergency medical service and public works agencies respond to emergencies with locally available resources. Local emergency management personnel provide coordination with the activation of Incident Command Posts (ICPs) or local Emergency Operations Centers (EOCs).

State government is kept advised of local events through DEMHS. Specific State organization responses are described in the state support function annexes.

Emergency medical services may be provided by municipal ambulances or private ambulance companies and local hospitals. Fire and police personnel with training may administer first aid. SSF's 6 (Mass Care, Emergency Assistance, Housing & Human Services) and 8 (Health & Medical Services) include further information pertaining to emergency medical capacities.

Emergency response personnel usually include local fire, police and organized rescue personnel, as well as volunteers with useful skills who are willing to help. Using volunteer assistance to maximum benefit often depends on on-scene supervision. Such oversight requires technically trained fire, police or rescue personnel. Coordination of emergency actions requires knowledge of the services being rendered, experience in crisis situations and use of the Incident Command System.

Responsibility for coordination and resourcing the response to and recovery from emergencies exceeding local capabilities is a basic function of state government. The Incident Coordination Team at the SEOC provides the coordination as a part of the statewide multi-agency coordination system. The Incident Command System (ICS) is routinely used by the State's first responders and the SEOC, especially in fire and hazardous materials incidents.

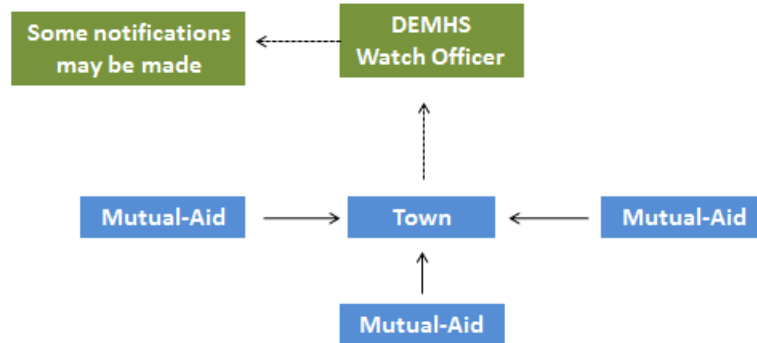
Information about the emergency is relayed by the local Incident Commander to a local EOC, if activated, then to the DEMHS Watch Officer or the ICT at the SEOC, if activated.

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This is the normal method of incident support coordination. The following figure graphically depicts incident support coordination associated with local incidents.

## Local Incident

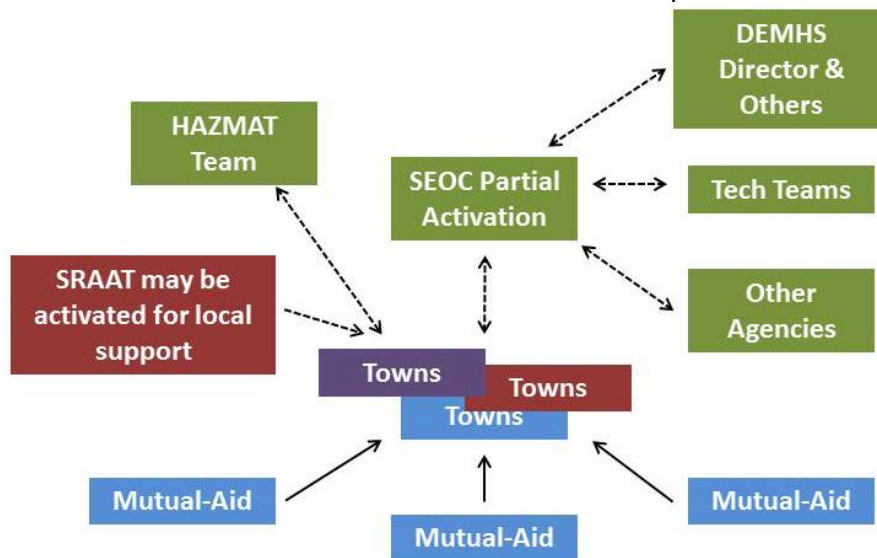
No State Level Support Requested/Required



During an emergency where state assistance is not required, towns may notify the DEMHS Watch Officer. Depending on the severity of the incident, the Watch Officer may make additional notifications.

## Minor Incident

With State Notifications and Minimal State Assistance Required



During an emergency where state assistance is required, the ICT assumes their roles and begin operations. Until primary SEOC personnel report for duty, Division of Emergency Management and Homeland Security staff may perform the different roles of emergency management in support of the Local Incident Commander(s).

Depending on the developing situation and the magnitude of the disaster, one of four (4) Regional Coordination Centers (RCCs) may be activated to assist in coordination of incident support. This facility coordinates available state resources within Public Safety District(s) when the capability of the Incident Coordination Team (ICT) at the SEOC to support multiple operations in the field is exceeded.

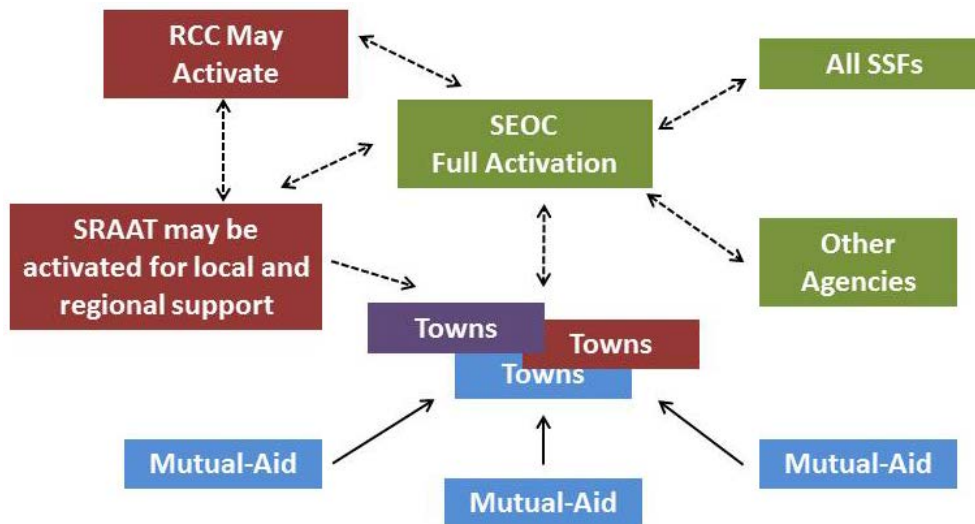
## STATE OF VERMONT EMERGENCY OPERATIONS PLAN

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A State-Rapid Assessment and Assistance Team may be deployed to provide a coordination element for responding state resources (supports local jurisdictions or a Regional Coordination Center – RCC). This team ensures interface between local, state, federal and private response organizations. This figure represents the process of incident support coordination for a major/catastrophic incident after that decision and activation have occurred.

### Major/Catastrophic Incident

Significant Multi-Agency State Assistance Required



During an incident requiring significant multi-agency state assistance, the ICT will be activated in support of Local Incident Commander(s), including all SSFs.

Effective disaster response depends on appropriate field information promptly reaching the SEOC. Without information from the field, decision-makers at the SEOC cannot direct state and federal resources to where help is most needed. Every state and local organization is responsible for data collection and situation assessment.

Emergency response actions are those actions taken during the crisis period and continue throughout the emergency until the threat passes. Measures begun as emergency actions may continue throughout all phases of operations.

### Impact and Damage Assessment

Impact assessments are intended provide the early “snapshot” of an incident impact on individuals and households, infrastructure, government, businesses, and the private sector, and their ability to operate normally, in a degraded manner or not at all. Without impact assessment and the identification of needs, appropriate Federal and State assistance may be delayed.

In terms of the phases of incident management, the conduct of damage assessment marks an element of transition from response to recovery as it allows local, state and federal officials more clearly determine needs for recovery.

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A progressive approach to the recovery includes two stages of damage assessment:

- Situation Appraisal and
- Preliminary Damage Assessment

Regardless of if there is an expectation that a disaster will be declared, Situational Appraisals must be conducted at both the local and state levels. This appraisal determines the extent of harm in measurable terms. Negative reports are expected and desired as it is also important to know where there is “no impact”.

Utilizing the Local Situation Report, the local situation appraisal is performed by the local jurisdiction to determine the need for immediate aid, estimate the magnitude of damage and severity of the situation and prioritize relief efforts. The need for long-term outside assistance may be identified during this initial phase. When conducting this phase, the emphasis is on efficiency and accuracy. Regional Planning Commission personnel work with local officials to gather and compile the Local Situation Report information, and these reports are then submitted to the SEOC Planning Section.

Utilizing the Essential Elements of Information, the state situation appraisal is performed by the SSFs and RSFs by functional area. These reports are directly submitted to the SEOC Planning Section and, with the information of the Local Situation Reports, form the basis of the State Situation Report.

The Governor may declare a State of Emergency, if local officials request it and the damage is so severe that it overwhelms the ability of local authorities to cope. Local governments may request the emergency declaration from the Governor in any disaster situation if local resources are overwhelmed. If the Governor agrees, and a State of Emergency is declared, a larger area specific or state-wide State of Emergency may be declared by the Governor.

Post-event damage assessment is also conducted to determine the extent to which local and state responses will manage an emergency situation. Local resource inventories may be used to determine capabilities, estimate loss of critical resources and monitor the need for “mutual aid” from surrounding communities.

The Preliminary Damage Assessment (PDA) brings local, State and, if requested and approved, Federal emergency management personnel into the process. The PDA is designed to provide the information necessary to make a recommendation to the Governor to request a Presidential Declaration of Emergency or Major Disaster. This phase also considers and confirms the damage assessments performed by local officials. The PDA indicates whether the damages are of sufficient severity and magnitude to warrant Federal assistance under the Stafford Act.

Infrastructure Preliminary Damage Assessment determines what actions must be taken to alleviate the situation. The personnel involved include local officials familiar with specific classes of infrastructure damage that are part of the FEMA Public Assistance Program:

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- Category A: Debris Removal
- Category B: Emergency Protective Measures
- Category C: Roads and Bridges
- Category D: Water Control Facilities
- Category E: Buildings and Equipment
- Category F: Utilities
- Category G: Parks, Recreation, Other
- Category H: Private Homes

The threshold formula for federal disaster assistance is based on population and the per capita cost of damages at the county and state levels. The state has a program of reimbursement to local communities through the Emergency Relief and Assistance Fund, 20 V.S.A., 001, section 45, by which it distributes funds to supplement the federal disaster relief for damages. FEMA provides 75% of eligible damage reimbursement, while a combination of state and local funds must pay the remaining 25%.

In addition to the above categories that address infrastructure, there is also a need to conduct a PDA for individual homes, businesses and property. Local officials will collect and categorize information about the number of households that have been impacted and provide that information to the state through the Local Situation Report.

The PDA is also a verification process of the local damage assessment incorporating cost estimates for infrastructure. PDA team members represent the Governor and DHS, FEMA and appropriate state and Federal agencies with expertise in the fields related to the damages.

The combined dollar estimate for infrastructure damage and the count of households and businesses that have been damaged or affected provides an estimate of the overall impact of the incident on the state and local jurisdictions. Depending on the magnitude of the impact, the results of the PDA may form the basis for a request from the Governor for a Presidential Declaration. The request for a Major Disaster Declaration must be made within thirty (30) days of the beginning of the incident period.

### **Emergency Financing**

The Vermont Emergency Board and the Secretary of Administration have the authority to commit State funds and authorize expenditures necessitated by unforeseen emergencies. They may also borrow against the credit of the State of Vermont for such financing when the Vermont Legislature is not in session.

The Emergency Board meets to consider disaster recovery financing following a Declaration of Emergency or Major Disaster by the President.

### **Equipment and Facilities**

Response personnel may require varied types of equipment in emergency or disaster situations. State, municipal and privately owned equipment can be used when the magnitude of the disaster warrants. Local governments are responsible for maintaining resource inventories as part of their Local Emergency Operations Plans (LEOPs). State

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agencies with equipment and facilities may make such resources available for local use during emergencies.

The priority for equipment usage rests with the Incident Commander supported by Local Emergency Management Directors. State equipment may be brought into use when local resources, including mutual aid, are insufficient to meet the need and resources are requested by local incident commanders. National Guard equipment becomes available following a declaration of a State of Emergency by the Governor. Federal equipment becomes available under specific conditions when Federal agencies are activated to assist in response and recovery. Privately owned equipment may be hired or leased to augment or supplement local and state resources.

State resources may include Agency of Transportation equipment and materials located at State Highway Garages throughout the state, Vermont Department of Public Safety Search and Rescue Teams, the State HAZMAT Team, and Vermont National Guard equipment located at armories throughout the state.

The usual use of the equipment is projects such as:

- Debris or snow removal
- Emergency road or bridge repairs
- Safeguarding areas against floods
- Water pumping equipment
- Auxiliary electric generators
- Sand bags

Equipment for housing and feeding of displaced residents includes emergency bedding (cots and blankets) are available through the American Red Cross and other relief agencies.

The Vermont National Guard describes its capabilities through the use of 42 specifically-designed force packages. These force packages are defined by the unit that generates them, assets and manpower needed to accomplish a task, and where the resources are located in the State.

Public buildings and facilities, and some privately owned buildings normally used for public purposes, may operate as emergency shelters, first aid and emergency medical treatment centers and morgues, and for other critical functions during a disaster. The use of schools is under local jurisdiction, or by agreement with the American Red Cross. The American Red Cross currently has agreements in place for 8 regional shelters in Vermont.

### **Emergency Personnel**

The majority of emergency personnel in Vermont responding to disaster situations come from local fire, police or rescue/ambulance services. These are cadres of trained personnel that, coupled with State and Federal personnel activated specifically for the event, are the first responders in an event.

Emergency response personnel also come from other sources. Volunteer relief organizations provide personnel for many emergency duties from debris removal to

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emergency repairs. The Volunteer Organizations Active in Disasters (VOAD) may coordinate the delivery of services from volunteer agencies such as Mennonite Disaster Service, the Salvation Army, and Team Rubicon. These services are described under SSF's 6 (Mass Care, Emergency Assistance, Housing & Human Services), 7 (Resource Support) and 8 (Health & Medical Services).

The Agency of Administration, Department of Human Resources, conducts a continual recruitment and qualification system that can expand to meet emergency needs. State employees can be a large and dependable source of emergency personnel. Acting as an extension of their regular duties, or on predetermined emergency assignments, State employees are the basic foundation of the state's emergency personnel pool. (See Agency Annexes). The Department of Labor may provide records of available personnel with specific skills through a computerized Job Bank. (See Agency Annexes).

Individual volunteers at the scene of an emergency are a valuable, often unexpected resource. Utilization of people on-scene depends upon local coordination. Local response organizations should include in their emergency operations plans and operational procedures some provisions for the use of unaffiliated volunteers. Coordination of unaffiliated volunteers at the state level is accomplished by SSF 7 (Resource Support) described at SSF Annex 7.

Emergency personnel are also available from the Vermont National Guard. The Governor may call out the National Guard after declaring a State of Emergency. (See Agency Annexes)

### **Supplies**

The Department of Buildings and General Services provides for the acquisition of post-disaster supplies for State agencies and State programs. (See SSF Annex 7 – Resource Support). Emergency supplies to support local residents are available through the Agency of Human Services, Volunteer Organizations Active in Disaster (VOAD), the American Red Cross and others. (See SSFs 6, 7, 8 and 11).

Supplies may include many types of materials, including food, blankets, bedding, clothing, personal comfort items, and muck out kits. Methods of acquisition and distribution should be detailed in organizational emergency procedure manuals.

### **Transportation**

The priority for transportation in an emergency-disaster situation is ensuring that roadways allow passage of personnel, equipment and supplies to and from locations of immediate need, and the evacuation of residents from unsafe places.

Intrastate air transportation is impractical for large payloads within Vermont because of the lack of airports of sufficient size to accommodate commercial (jet) aircraft. Small, grass airfields are incapable of handling larger aircraft of any type due to their relatively short runways, lack of 24-hour tower service, and instrument-landing facilities. They can, however, land rotary wing and small personal aircraft. An interstate airlift is possible utilizing Burlington International, Montpelier and Rutland Airports. Light cargo can be delivered to several other airports located throughout the state.



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Army National Guard helicopters provide some transportation for state personnel during an emergency and can provide airlift capabilities to distribute products from the Strategic National Stockpile (SNS) or other emergency supplies. (See Incident Annex 8C).

The Civil Air Patrol may provide some special air transport of small items for State Response or Recovery Operations.

Transportation by water into Vermont is seasonal and limited to Lake Champlain and some larger rivers and streams. Water transportation is highly dependent on weather conditions, water levels and the availability of suitable watercraft. This source of transportation for emergency supplies is unreliable. Moreover, the City of Burlington has limited dockage and facilities for cargo vessels.

Land transportation within Vermont consists of several rail routes, a modern Interstate highway system and a system of state and local roads. East/west portions of all systems are limited by terrain in that the Green Mountains bisect the state north to south.

The majority of emergency transportation is likely to occur by highways, unless this system is interrupted by physical damages. Problems of providing adequate detours and re-routing traffic can be expected in many areas serviced by secondary roads, and some state highways. (See SSF's 1 - Transportation, 3 - Public Works & Engineering, 12 - Energy and 13 - Law Enforcement).

The Agency of Transportation is responsible for maintenance and construction of all State highways.

### **RECOVERY**

As a part of incident management, Recovery may begin during the Response Phase but depending on the magnitude of the incident, may continue well past (days, weeks, months, years) past the completion of the Response Phase. During Recovery, organizations provide services that might include Individual Assistance and Public Assistance. Such organizations may send representatives to the State Emergency Operations Center during the response phase, but during the recovery phase may operate from their own facilities or other designated locations. This is a decision made in coordination with the appropriate agency and the Director of DEMHS.

Each emergency/disaster has a unique set of short- and long-term recovery needs and mitigation opportunities. Various disaster assistance programs have different eligibility criteria, funding limits and delivery systems. To ensure that aid is provided in a coordinated and timely manner, DEMHS, together with appropriate federal and state agencies, will coordinate the assessment of jurisdictions that warrant disaster assistance and/or hazard mitigation funds. When the State Emergency Operation Center is activated for response to an emergency/disaster, a recovery and mitigation component is activated as well. The purpose is to initiate activities necessary to ensure a successful recovery effort (i.e., condition monitoring, situation evaluation, identification of recovery sites, damage, identification of hazard mitigation issues, etc.).

### **Disaster Declaration**

Requests for federal disaster assistance will be predicated on the requirements outlined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288). After the initial damage assessment is conducted by local government and reported to the State Emergency Operations Center, a joint Preliminary Damage Assessment may be scheduled that could include FEMA. This damage assessment validates the local data and is the basis for requesting a Presidential Emergency or Major Disaster Declaration by the Governor.

Based on authorities held at other federal agencies, emergency or disaster declarations may occur coincident with or separate from a Stafford Act Declaration. Those include but are not limited to health emergencies, agricultural emergencies, declarations by the Federal Highway Administration, Small Business Administration or the Department of Homeland Security.

### **Recovery Field Operations**

In the aftermath of a disaster, with or without a Presidential Declaration, the state may: deploy recovery teams into a disaster area to assist local jurisdictions with assessing the human impact; initiate recovery; conduct damage assessment; inform victims of what recovery assistance programs are available; and mobilize other aspects of recovery. Recovery activities are more fully described in the Support Annex 7 – Recovery.

### **Public Assistance Activities**

A Presidential Major Disaster Declaration initiates a process that begins with impacted jurisdictions and other eligible applicants filing a Request for Public Assistance at an Applicant's Briefing. These briefings are to be publicized through the media and notifications made to Local Emergency Management Directors.

Local emergency-disaster preparedness plans should make provisions for damage estimating, recording expenses and compiling accurate verification reports. Proof of damage that was repaired as an emergency measure (early in the recovery period) must be carefully documented.

The use of photography, both still camera and video, will support accurate assessments of damage in the area and to structures. This may be necessary in cases where federal assistance may be forthcoming. Local estimates must withstand the scrutiny of trained damage estimators.

### **Individual Assistance Activities**

A Presidential Declaration authorizing individual assistance permits the Individual Assistance Officer, in conjunction with the federal counterpart, to facilitate all related individual assistance programs, as defined and prescribed in 44 CFR, Part 206, Subparts D, E, and F. Individual Assistance (IA) activities include but are not limited to:

1. Temporary Housing – Those whose homes have been destroyed may be eligible for temporary housing;

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2. Disaster Loan Programs – The Small Business Administration may provide low-interest loans to individuals, families and businesses to restore property damaged by a major disaster;
3. Individual and Household Grant Programs – Cost-sharing grants are available to individuals and households who have incurred damages from a major disaster;
4. Emergency Food Stamps – Food stamp assistance is available to disaster victims;
5. Employment and Unemployment Assistance – Disaster victims are eligible for unemployment benefits and job placement assistance;
6. Social Security Benefits – Expedious delivery of death and disability payments may be arranged for disaster victims;
7. Veterans Benefits – Disaster victims with existing VA loans may qualify for financial consideration;
8. Tax Assistance – The IRS will assist victims with tax issues relative to disaster circumstances;
9. Legal Services – Legal counsel is available through Vermont Legal Aid and other organizations;
10. Insurance Information – Several victims insurance programs are available through disaster information networks in Vermont;
11. Agricultural Assistance – Financial assistance is available in conjunction with the U.S. Department of Agriculture to offset crop loss and grain purchasing costs.
12. Farm Loans – Financial aid is available for structural damage; and
13. Consumer Assistance – Disaster victims may seek guidance on consumer protection practices and guidelines from the Vermont Attorney General’s Office.

### **Hazard Mitigation Activities**

See the Support Annex 3 - State Hazard Mitigation Plan

### **CONTINUITY OF GOVERNMENT**

The occurrence of a disaster could impede the ability of state and local governments to function. Provisions for the continuity of government include a variety of activities designed to ensure the preservation of government, as it exists, and the continued ability of state and local governments to provide protection and essential services to the public. This section of the Base Plan outlines those provisions established by statute in the State of Vermont. The statutes do not specifically operate within the realm of the implementation of the SEOP but provide the overarching authority for continuity of government no matter what the situation so that it is uniform across all incidents and events.

Continuity-of-government requirements include:

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- a. Key direction and control actions that must be accomplished so that state and local government can continue to operate effectively, regardless of the emergency or disaster situation,
- b. Actions necessary for the reconstruction of state and local government, should that be necessary.

### **Lines of Succession**

General: Vermont State Statutes, Title 20, Part 1, Chapter 7 provides for the prompt and temporary succession to the powers and duties of public offices, whether by election or appointment.

#### **Executive**

##### **§ 183. Additional successor to office of Governor**

“In the event that there is a vacancy in both the offices of governor and lieutenant governor within the meaning of the constitution and the speaker of the house of representatives is unavailable, the president pro tempore of the senate, the secretary of state and the treasurer, shall, in the order named, act as governor until such vacancy is terminated, or until a governor is elected, or until such speaker or a preceding interim successor becomes available. (1959, No. 13, § 4, eff. March 4, 1959.)“

#### **Legislative**

The lines of succession for the State Legislature are detailed in the *Emergency Interim Legislative Succession Act (Title 3, Chapters 304.001 - 304.011)* and extend seven deep for each Legislative position.

#### **Judiciary**

##### **§ 187. Special emergency judges**

“In the event that any district judge is unavailable to exercise the powers and discharge the duties of his or her office, the duties of the office shall be discharged and the powers exercised by one of three special emergency judges residing in the district served by such judge, and designated by him within sixty days after the approval of this chapter, and thereafter immediately after the date that he shall have been appointed and qualified as such. Such special emergency judges shall, in the order specified, exercise the powers and discharge the duties of such office in case of the unavailability of the regular judge or persons immediately preceding them in the designation. The designating authority shall, each year, review and shall revise, as necessary, designations made pursuant to this chapter to insure their current status. Forthwith after such designations are made and after a revision thereof copies shall be filed in the offices of the Governor and the county clerk. Said emergency special judges shall discharge the duties and exercise the powers of such office until such time as a vacancy which may exist shall be filled in accordance with the constitution and statutes or until the regular judge or one preceding the designee in the order of designation becomes available to exercise the powers and discharge the duties of his office. While exercising the powers and discharging the duties of the office of a district

judge a special emergency judge shall receive the pro rata salary and perquisites thereof. (1959, No. 13, § 8, eff. March 4, 1959; amended 1965, No. 194, § 10.)”

### **State Agencies**

#### **§ 184. *Emergency interim successors for state offices***

“All state officers, subject to such exceptions and regulations as the Governor (or other official authorized under the constitution and this chapter or other act to exercise the powers and discharge the duties of the office of, or to act as, Governor) may issue, shall, within sixty days after the approval of this chapter, and thereafter immediately after the date that they shall have been appointed and qualified, in addition to any deputy authorized pursuant to law, designate by title emergency interim successors and specify their order of succession. The officer shall, each year, review and shall revise, as necessary, designations made pursuant to this chapter to insure their current status. Forthwith after such designations are made and after a revision thereof the officer shall file copies in the offices of both the governor and the secretary of state. The officer shall designate a sufficient number of such emergency interim successors so that, including deputies, there will be not less than three emergency interim successors. In the event that any state officer (or his deputy) is unavailable, the said powers shall be exercised and said duties shall be discharged by his designated emergency interim successors in the order specified. Such emergency interim successors shall exercise said powers and discharge said duties only until such time as the governor (or other official authorized under the constitution and this chapter or other act to exercise the powers and discharge the duties of the office of, or to act as, governor) shall, where a vacancy exists, appoint a successor to fill the vacancy or until a successor is otherwise appointed, or elected and qualified as provided by law; or an officer (or his deputy or a preceding named emergency interim successor) becomes available to resume the exercise of the powers and discharge the duties of his office. (1959, No. 13, § 5, eff. March 4, 1959.)”

### **Local Government**

#### **§ 185. *Emergency interim successors for local elected officers***

“The elected officers of political subdivisions shall, within sixty days after the approval of this chapter, and thereafter immediately after the date that they shall have been appointed and qualified, designate by title (if feasible) or by named person, emergency interim successors and specify their order of succession. The officer shall, each year, review and shall revise, as necessary, designations made pursuant to this chapter to insure their current status. The officer shall designate a sufficient number of persons so that, including deputies, there will be not less than three emergency interim successors. Forthwith after such designations are made, and after a revision thereof, copies shall be filed in the office of the county clerk. In the event that any officer of any political subdivision (or his deputy provided for pursuant to law) is unavailable, the powers of the office shall be exercised and duties shall be discharged by his designated emergency interim successors in the order specified. The emergency interim successors, in the order specified, shall exercise the powers and discharge the duties of the office to which designated until such time as a vacancy which may exist shall be filled in accordance with the constitution or statutes; or until the officer (or his deputy or a preceding emergency interim successor) again

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becomes available to exercise the powers and discharge the duties of his office. (1959, No. 13, § 6, eff. March 4, 1959.)”

### **§ 186. Emergency interim successors for local appointed officers**

“The legislative branch of a municipal corporation, as defined in section 1751 of Title 24, shall, with the same effect as in section 185 of this title, designate emergency interim successors to any officer appointed by it, and likewise review and revise designations so made, as shall also the assistant judges of the superior court to any officer appointed by them. Copies of all such designations and revisions shall likewise be filed in the office of the county clerk. (1959, No. 13, § 7, eff. March 4, 1959; amended 1973, No. 193 (Adj. Sess.), § 3, eff. April 9, 1974.)”

## ADMINISTRATION

### Support

In most situations, requests for Federal assistance will be made through the DEMHS to FEMA. The request for and provision of intra- and inter-state mutual aid is detailed in Support Annexes 1 & 2.

### Agreements and Understandings

All agreements and understandings entered into for the purchase, lease or otherwise use of equipment and services will be in accordance with state law and procedures. The declaration of a State of Emergency, issued by the Governor, may suspend selected rules and regulations that impede emergency response and recovery operations. (Support Annex 8 – Financial Management).

### Reports and Records

1. In addition to individual intra-agency recording and reporting requirements, all involved organizations will provide emergency management reports in accordance with this plan, its annexes and procedures.
2. Situational reports will be submitted by impacted jurisdictions affected by the emergency to Regional Planning Commissions for review and consolidation. Regional Planning Commissions will then submit the consolidated reports to the State Emergency Operations Center. In the event that a Regional Coordination Center (RCC) is activated, the SEOC will provide these consolidated reports to the applicable RCC. This reporting requirement is applicable to local governments, field-deployed state command posts, activated elements of the state multi-agency coordination system (state agency operations centers) and all organizations conducting emergency response activities within the geographical boundaries of a Public Safety District.
3. Upon determination of need, the Division of Emergency Management and Homeland Security Director, the State Coordinating Officer, or the GAR may authorize and impose additional emergency recording and reporting requirements applicable to local governments and state agencies.

### Expenditures and Record Keeping

1. It is the intent of the Legislature and the policy of the state that funds to meet disaster emergencies always be available and that the first recourse be the funds regularly appropriated to state and local agencies. Accurate and detailed record keeping at the local level is paramount to support requests for state and federal funding.
2. Each agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established federal program guidelines or standard cost accounting procedures, if acceptable by the reimbursing federal agency.
3. Under the provisions of EMAC, the State of Vermont is responsible for the reimbursement of expenses incurred by responding states during the delivery of mutual aid or for the out-of-state sheltering or repatriation of Vermont residents. The State of Vermont is likewise responsible for the computation and submission of bills for reimbursement of expenses incurred while responding to a requesting state. This same process is used by the International Emergency Management Association (IEMA) for an international response.

### After Action Reviews

If requested by the Division of Emergency Management and Homeland Security, “Lead”, “Support” and “Assisting” state agencies are responsible for participating in After Action Reviews following the conclusion of a significant emergency situation. These reviews will gather both written and verbal input from all appropriate participants, including field personnel, and result in the creation of an After Action Report and Improvement Plan(AAR/IP). The information contained in the AAR/IP will be used to capture best practices and improve future actions.

## V. PLAN DEVELOPMENT AND MAINTENANCE

### DEVELOPMENT

- a. The Vermont Department of Public Safety, Division of Emergency Management and Homeland Security has the overall responsibility for emergency planning and coordination of state resources in emergency operations.
- b. Each agency with emergency management responsibility is responsible for the development and maintenance of appropriate planning documents that address responsibilities assigned in this plan, to include standard operating procedures, implementing procedures or operational guidelines.
- c. The Director of DEMHS will ensure appropriate distribution of the Base Plan and any changes thereto. Distribution of functional annexes and changes will be accomplished by the designated agency with primary responsibility for the annex.

## MAINTENANCE

- a. The Director of DEMHS will authorize and issue changes to this plan until the plan is superseded. The plan will be reviewed annually and be subject to revision every five (5) years unless incidents or other events dictate otherwise.
- b. The Director of DEMHS will maintain and update this plan, as required. Authorized representatives may recommend changes and will provide information concerning capability changes that affect their emergency management responsibilities.
- c. "Lead" state agencies are responsible for participating in the annual review of the plan. DEMHS will coordinate all review and revision efforts, and ensure that the plan is updated as necessary, based on lessons learned during actual occurrence events and exercises and other changes in organization, technology and/or capabilities.
- d. Agencies/Organizations have the responsibility for maintaining annexes, appendices, standard operating procedures, implementing procedures, notification lists and resource data to ensure prompt and effective response to emergencies. Agency resource data must be accessible to agency representatives at the SEOC and at each affected Public Safety District to facilitate the capability of the agency to support its emergency management responsibilities. These agencies are also required to conduct and/or participate in training activities designed to enhance their ability to accomplish their responsibilities as assigned by this plan.
- e. This plan shall be exercised at least annually in the form of a simulated emergency in order to provide practical, controlled, operational experience to those who have ICT responsibilities. An actual incident response in which the SEOP is activated satisfies this requirement. This requirement is applicable to the State EOC and each Regional Coordination Centers.
- f. All emergency management related exercises will be designed to evaluate the effectiveness of this plan and its parts, including its associated annexes and procedures. These exercises will be coordinated with the Director of DEMHS. The agency having primary responsibility for hazard-specific tasks, in consultation with appropriate support agencies, will develop, conduct, and evaluate discussion-based or operational exercises of this plan. As part of the evaluation process, the primary responsible state agency will provide written recommendations for revisions to this plan to the Director of DEMHS.

## VI. Supporting Documents and Standards for Other State Emergency Plans

The SEOP, as the core plan for state-level incident management, provides the structures and processes for coordinating incident management activities for terrorist attacks, natural disasters, and other emergencies. Following the guidance provided in Title 20, the SEOP incorporates existing State emergency and incident management plans (with appropriate modifications and revisions) as integrated components of the SEOP, as supplements, or as supporting operational plans.



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Accordingly, state agencies and departments must incorporate key SEOP concepts and procedures for working with SEOP organizational elements when developing or updating incident management and emergency response plans. When an agency develops an interagency plan that involves events within the scope of a Major Incident, these plans are coordinated with DEMHS to ensure consistency with the SEOP, and are incorporated into the SEOP, either by reference or as a whole. DEMHS will maintain a complete set of all current state interagency plans and provide ready public access to those plans via website or other appropriate means.

Incident management and emergency response plans must include, to the extent authorized by law:

- Principles and terminology of the NIMS;
- Reporting requirements of the SEOP;
- Linkages to key SEOP organizational elements (such as the ICT, RCC, JIC, etc.); and
- Procedures for transitioning from localized incidents to Major Incidents.

The broader range of SEOP-supporting documents includes strategic, operational, tactical, and incident specific or hazard-specific contingency plans and procedures. Strategic plans are developed by headquarters-level entities based on long-range goals, objectives, and priorities. Operational-level plans merge the on-scene tactical concerns with overall strategic objectives. Tactical plans include detailed, specific actions and descriptions of resources required to manage an actual or potential incident. Contingency plans are based on specific scenarios and planning assumptions related to a geographic area or the projected impacts of an individual hazard. The following is a brief description of SEOP-related documents.

### **NATIONAL INCIDENT MANAGEMENT SYSTEM**

The NIMS provides a core set of doctrine, concepts, terminology and organizational processes to enable effective, efficient and collaborative incident management at all levels.

### **STATE INTERAGENCY PLANS**

State interagency plans are based either on statutory or regulatory authorities, and/or specific contingencies and types of incidents. These plans provide protocols for managing the preponderance of incidents that are likely to occur at all levels of government and that may require DEMHS coordination. These plans can be implemented independently or concurrently with the SEOP.

When the SEOP is activated, these interagency plans are incorporated as supporting and/or operational plans. Examples of state interagency plans that are incorporated into the SEOP as supporting and/or operational plans include:

- Strategic National Stockpile Program Plan
- SARS Plan
- West Nile Virus Surveillance & Response Plan
- Highly Contagious Animal Disease Response Plan

For purposes of full incorporation into the SEOP, these plans will be referred to as SEOP supplements for the specific contingency or mission area that constitutes the main focus of such plans.

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### **AGENCY-SPECIFIC PLANS**

Agency-specific plans are created to manage single hazards or contingencies under the purview of the responsible department or agency.

### **OPERATIONAL SUPPLEMENTS**

Operational supplements typically are detailed plans relating to specific incidents or events. Operational supplements routinely are developed to support planned significant events.

### **REGIONAL PLANS**

Regional plans typically are operational supplements to state plans and provide region-specific procedures and guidance. An LEPC District Plan designed to prevent, prepare for, respond to and recover from oil and hazardous substance incidents would be an example.

### **LOCAL EMERGENCY OPERATIONS PLANS**

Local emergency operations plans are created to address a variety of hazards at the municipal level and to complement State emergency operations plans.

### **REGIONAL/LOCAL MULTI-HAZARD MITIGATION PLANS**

Regional/local multi-hazard mitigation plans are developed by local communities to provide a framework for understanding vulnerability to and risk from hazards, and identifying the pre-disaster and post-disaster mitigation measures to reduce the risk from those hazards. Multi-hazard mitigation planning requirements were established by Congress through the Stafford Act, as amended by the Disaster Mitigation Act of 2000.

### **PRIVATE-SECTOR PLANS**

Private-sector plans are developed by privately owned companies/corporations. Some planning efforts are mandated by statute (i.e., nuclear power plant operations), while others are developed to ensure business continuity.

### **VOLUNTEER AND NON-GOVERNMENTAL ORGANIZATION PLANS**

Volunteer and non-governmental organization plans are plans created to support local, state, regional, and federal emergency preparedness, response, and recovery operations. Plans include a continuous process of assessment, evaluation and preparation to ensure that the necessary authorities, organization, resources, coordination and operation procedures exist to provide effective delivery of services to disaster clients as well as provide integration into planning efforts at all government levels.

### **INTERNATIONAL PLANS**

International plans between the state and foreign governments typically deal with natural disasters, mass-casualty incidents, pollution incidents, terrorism or public health emergencies.

### **PROCEDURES/GUIDELINES**

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Procedures provide operational guidance for use by emergency teams and other personnel involved in conducting or supporting incident management operations. These documents fall into five basic categories:

- Overviews that provide a brief concept summary of an incident management function, team, or capability;
- Standard operating procedures (SOPs), standard operating guidelines (SOGs), or operations manuals that provide a complete reference document, detailing the procedures for performing a single function (i.e., SOP/SOG) or a number of interdependent functions (i.e., operations manual);
- Field operations guides (FOGs) or handbooks that are produced as a durable pocket or desk guide, containing essential tactical information needed to perform specific assignments or functions;
- Point of contact (POC) lists; and
- Job aids such as checklists or other tools for job performance or job training.