VITEMA

2010 Annual Report

“Planning for Today and Tomorrow”
The year 2010 was one of major accomplishments for the Virgin Islands Territorial Emergency Management Agency. After more than two years in the making, VITEMA completed the complex, major reorganization of the Agency, which required folding into our purview, divisions of the VI Police Department, the Office of Management and Budget and the Office of the Adjutant General. This effort called for, not only the transfer and hiring of employees, but also the construction of a new headquarters that could adequately house all of VITEMA’s components, as well as modernizing emergency management plans and policies to meet federal standards.

We believe this reorganization— to take in three key components rather than remove them — is a milestone achievement for the Government of the Virgin Islands. At the end of this project, VITEMA grew from a staff of about twenty to one of approximately one hundred employees and extensively broadened its role and responsibilities in prevention, preparedness, response and recovery from all types of hazards.

The successful overhaul of VITEMA is a direct reflection of Governor John P. de Jongh Jr.’s vision and unwavering commitment to creating an emergency management system that better serves our citizens and visitors, as well as the dedication of numerous employees who worked tirelessly throughout the past two years to see this ambitious project to completion.

The Agency achieved a number of other noteworthy accomplishments. In June, we introduced our website, VITEMA.gov, which provides the public with preparedness information and the latest emergency management news. VITEMA also unveiled VI Alert, the Territory’s first mass alert and notification system, which addresses a major public information gap in the Virgin Islands, particularly for no-notice events such as tsunamis.

VITEMA experienced another unprecedented event in 2010. For the first time in history, the Agency was able to work with local and federal agencies to quantify damages caused by all of the major storms that impacted the Territory. This year, the Virgin Islands received three Presidential disaster declarations, allowing the local government to be reimbursed for its efforts to respond to and recover from the impacts of Hurricane Earl, Tropical Storm Otto and Tropical Storm Tomas.

In the 2010 Annual Report, we expound on these and other notable accomplishments and list some of the more pressing challenges we faced throughout the year.

I would like to thank the employees of VITEMA and the first responders whom we serve, for contributing to the successes VITEMA has attained this year. We look forward to our continued success in 2011.

Mark A. Walters
Director
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EXECUTIVE SUMMARY

During the calendar year 2010, the Virgin Islands Territorial Emergency Management Agency (VITEMA) successfully completed several major projects including: completion of the Agency’s reorganization, implementing the Territory’s first mass alert and notification, and reconstructing emergency management doctrine that had been obsolete for several years.

Reorganization of VITEMA Completed

VITEMA entered 2010 focused on fully executing the reorganization of the Agency. The process began in late 2007, when a comprehensive analysis of the Territory’s emergency management system resulted in the recommendation to overhaul VITEMA and the 911 emergency communications system. Soon after, Governor John P. de Jongh Jr. drafted legislation to elevate VITEMA to a stand-alone agency with jurisdiction over the VI Police Department’s 911 emergency system; the VI Office of the Homeland Security; and the Office of Management and Budget’s Public Assistance Unit.

The legislation was enacted in July 2009, and in October of 2009, VITEMA officially became a stand-alone agency with four new divisions and quadruple as many employees. This year, the Agency moved at a frenetic pace to finish the transformation. This meant completing the build out of VITEMA’s new headquarters which was customized to accommodate the agency’s multifaceted mission. It also called for a major push to timely process numerous personnel actions, which put enormous strain on the Administration and Finance Division. The Division worked non-stop to both hire and transfer numerous employees, including 50 operators for the 911 ECC, while managing VITEMA’s payroll, human resources and budget activities.

New VITEMA Headquarters

On June 24, 2010, VITEMA and the Office of the Governor, dedicated its new state-of-the-art facility. In late 2008, VITEMA purchased the former E.D. Plumbing Building, which had strong basic foundation and structure but needed to be customized to meet the needs of our newly-expanded agency. Work began in March 2009 with the demolition of the interior, followed by the installation of steel...
reinforcements to support two new floors. The build-out of the facility took just over a year and, from the purchase of the building to the complete retrofitting, the local government invested a total of $7.3 million. Federal funding was also used to partially equip the facility’s Emergency Operations Center.

The new facility houses all of VITEMA’s components – a modernized 911 Emergency Communications Center; an enhanced Emergency Operations Center which allows local and federal emergency management agencies to co-locate in the event of a disaster; a dormitory and shower facility for 24/7 operations; and the Virgin Islands Fusion Center, which gives local and federal agencies the ability to share law enforcement intelligence.

VITEMA mitigated disruption to operations by installing a generator and protected the agency’s electronic equipment against power failures with uninterruptible power supply units. We also installed a non water-based fire suppression system for the 911 emergency communications center that will minimize equipment damage. Built to the International Building Codes, the facility also can withstand winds of up to 120 miles per hours.

*Virgin Islands Territorial Emergency Operations Plan Updated*

Equally as important as the new facility to the progression of the VITEMA, is the doctrine that governs how emergencies are managed in the Virgin Islands.

On November 15, Governor John P. de Jongh Jr. signed off on the newly-updated Virgin Islands Territorial Emergency Operations Plan (*TEOP*), a document that reflects the national standard and best practices in the management of incidents.

While States across the mainland have changed how they manage emergencies since the terrorist attacks on September 11, 2001, moving to a more uniform standard, the Virgin Islands’ *TEOP* had not been updated since 1997. For more than a decade the Territory had been operating under an obsolete plan.

Addressing this severe lapse in planning, VITEMA spent several months working with local agencies to update the *TEOP*. The reconstructed document is based on the National Response Framework and the National Incident Management System, which were both developed by the US Department of Homeland Security.

The newly-updated *TEOP* puts the Virgin Islands on par with other jurisdictions across the United States that have long revamped their emergency operations plans to meet federal standards.

Today, the *TEOP* is a modernized guide of how the Virgin Islands conducts response to all types of hazards, and of the key roles and responsibilities for all levels of government, nongovernmental organizations, and the private sector. It captures the specific authorities and best practices for managing incidents of all scales and complexities. All the territorial agencies that play a role in response and recovery operations reviewed and signed off on the *TEOP*.

It also describes key lessons learned from Hurricanes Katrina and Rita, focusing particularly on how the Federal government is organized to support communities and States in catastrophic incidents.

While the reorganization of VITEMA steadily progressed, the Agency also centered its energy on addressing public information gaps in the Territory.


**VI-Alert**

Shortly after the dedication of the new headquarters, VITEMA and the Office of the Governor announced the launch of *VI Alert*, the Territory’s first mass alert and notification system.

*VI Alert* is a web-based portal that offers one-stop access through which the local and federal emergency services agencies can provide emergency information to a defined audience through various communications gateways such as cell and landline phones, text messages, email, faxes and postings to the web. Text-to-speech and audio recording is also built into the system to meet American with Disabilities Act requirements.

Those who register with *VI Alert*, can select how and when to receive various alerts and notifications, such as weather, public health and beach closure notifications.

*VI Alert* is the result of an executive education seminar held in February of this year. At the Governor’s invitation, a team of homeland security experts met with the Virgin Islands Emergency Management Council for a roundtable discussion on homeland security challenges in the Virgin Islands. The discussion culminated with a tabletop exercise that tested the Territory’s alert and notification capabilities.

The exercise revealed a significant shortfall in local government’s ability to notify the public of life-threatening no-notice events. VITEMA has also invited local agencies and non-governmental entities such as Antilles School to establish private notification groups through *VI Alert* which allow them to disseminate internal notification. Public Information Officers for departments and agencies that issue life safety information will also be trained to issue alerts and notification originating from their respective agencies.

VITEMA’s search for sound solutions to address the shortfall led to the creation of a partnership between the Government of the Virgin Islands and the State of New York. The State’s Division of Homeland Security and Emergency Services (NYSDHSES) offered to replicate and implement the mass alert and notification system originally designed for its citizens.

*VI Alert* is a replica of New York’s mass alert system, but because of the Virgin Islands’ unique risks, VITEMA requested that earthquake and tsunami alerts be added to the system as well as a marine alerts, which targets the boating community. Agencies providing emergency information to our system include the National Weather Service, the U.S. Geological Survey for seismic activity, and the Alaska Tsunami Warning Center. In the near future, *VI Alert* also will include an iPhone application.
To beef up our outreach and education, VITEMA dedicated an entire week to promoting *VI Alert*, appearing on numerous radio talk shows and television. VITEMA also collaborated with the Office of the Governor to produce a *VI Alert* public service announcement for radio.

The system has been tested in the recent storms and performed optimally. Hundreds of messages were issued to alert the public to hurricane and tropical storm watches and warnings, flash flooding, dangerous surf conditions, high winds, the status of government operations, and school closures.

New York State invested approximately $11 million over a five-year period for development and improvements to the system, which has more than 5.8 million subscribers. *VI Alert* is housed within the NYSDHSES’ hardened data center.

The Government of the Virgin Islands incurred minimal costs for the system’s implementation. VITEMA paid approximately $44,000 for upfront costs such as the hardware required to ensure redundancies are in place. VITEMA has also entered into a three-year contract with NYSDHSES for use of the program, with the first year free-of-charge and the remaining two year at $20,000 annually which covers the cost of personnel and equipment.

*Tsunami Warning System & Public Service Announcement*

To bolster VITEMA’s ability to warn the public in a no-notice event such as a local tsunami, VITEMA utilized Homeland Security and FEMA grant funding to begin the process of installing a Tsunami Warning System in the Virgin Islands. In November of this year, VITEMA finalized a contract with American Signal Corp., a Wisconsin-based company that manufactures and installs warning systems.

American Signal Corp. has been hired to install an adjustable tone and voice warning system in the most vulnerable areas of the Territory. The system also will tie into the *VI Alert system* and automatically sound in the event Alaska Tsunami Warning Center or the US Geological Survey issues an alert for a tsunami or major earthquake. This capability will be a key component in VITEMA’s toolkit of available resources to quickly notify the public.

Additionally, in August, the Virgin Islands Public Finance Authority Board of Directors approved $200,000 to hire a technical expert to develop a tsunami plan and to pay for additional warning sirens. Currently VITEMA lacks this expertise and has exhausted other avenues to complete the plan, including seeking technical assistance from the Federal Emergency Management Agency (FEMA). Once completed, the tsunami plan will be folded into the *TEOP*.

In June, the Planning and Preparedness Division debuted VITEMA’s first tsunami-earthquake awareness public service announcement (PSA) on radio and television stations territorywide. Utilizing funding from a FEMA Earthquake Hazards Reduction Assistance Grant, VITEMA hired VI-based Lambert Media Team to produce and market the PSA which was shot at landmarks throughout the Virgin Islands and featured the Director of VITEMA. The PSA, which saturated radio and TV markets between June and December, was created to educate the general public about how to react in a major earthquake and how to recognize nature’s warning signs that an earthquake has caused a tsunami.
In other areas, the planning Division held three exercises to test response procedures and incident management.

In March, VITEMA held a territorywide Tsunami Exercise that tested the 911 call-down procedure and the tsunami and earthquake evacuation plan at public schools. On August 4, VITEMA, in conjunction with the US Department of Homeland Security and FEMA, conducted a Functional Hurricane Exercise that evaluated VITEMA’s Emergency Operations Center (EOC) operations before, during and after a hurricane, specifically assessing the distribution of emergency resources territorywide.

911 Web Blotter

One other project that required much attention for a significant part of 2010 was the development of the 911 Web Blotter.

The advanced technology used in the 911 Emergency Communications Centers’ altered how local media collected police blotter information. Previously news reporters were required to travel to a police station to retrieve the information which was viewed via a computer link to the 911 system. With the activation of the new centers, this process was no longer available to reporters. For months, 911 emergency communications operators were pulled off the floor to compile police blotter data manually. The information would then be faxed to local media. This process was time-consuming and counter-productive for emergency operators. During the centers’ routine computer maintenance activities operators were prevented from compiling the blotter report, which often created serious tensions with the media.

To address this problem, VITEMA developed the 911 Web Blotter, a live web-based police blotter accessible only to those with a secure login. The 911 Web Blotter provides real-time information on emergency calls received at the Territory’s 911 centers, including the exact time, date, nature and location of the emergency, as well as the incident description provided by the VI Police Department. The site is also searchable in increments of 61 days, from the date the 911 Emergency Communications Centers activated to present.

In October 2010, all local media that utilize the police blotter, were provided with secure logins for the 911 Web Blotter. Secure logins were also provided to the VI Police Department and the Office of the Governor, giving its Public Information Officers access to the blotter for the first time.
**Major Storms**

As these projects neared completion, VITEMA braced for an active 2010 Atlantic Hurricane Season. Between August and November 2010, the Territory was impacted by three major storms.

From August 28 – 31, the outer bands of Hurricane Earl brought heavy winds that downed utility poles and torrential rainfall that saturated the soil. On October 1 – 8, the outer bands of Tropical Storm Otto dumped record rainfall on the Virgin Islands, especially St. Thomas, causing severe flooding, mudslides and landslides. From November 8 – 12, the remnants of Tropical Storm Tomas, combined with a stationary front that lingered over the Virgin Islands, drenched the island of St. Croix causing severe flooding and mudslides.

The three storms caused millions of dollars in damage to the Territory’s infrastructure, particularly roads and the drainage and sewer systems. VITEMA in conjunction with local agencies and FEMA, worked expeditiously to assess and quantify damages in the aftermath of these major storms. Based on the preliminary assessments and the justification composed by VITEMA, President Obama declared a major disaster for each of the three major storms.

This is the first time in Virgin Islands history that the Territory has received three Presidential disaster declarations in a single hurricane season. The declarations allow the local government to be reimbursed for its efforts to respond to and recover from the three major storms. The declaration also made the local government eligible for hazard mitigation funding to reduce future damages due to the impact of severe weather.

Though improvement in the Virgin Islands’ emergency management system took center stage throughout the year along with the historic Presidential declarations, other significant achievements occurred quietly within VITEMA.
Financial Management Controls

Before the reorganization, VITEMA faced difficulties in doing business in the Virgin Islands. Over the years – as far back as 1998 – vendors had provided goods and services to the Agency, but never received payment. This hampered VITEMA’s ability to utilize those same vendors without up-front payment, which often becomes critical in times of disasters.

One of VITEMA’s main objectives in 2010 was to clear the Agency’s unpaid bills and to reestablish its credibility with the business community.

VITEMA collaborated with the Office of the Governor to identify funding and in 2010, $125,000 was disbursed to pay off VITEMA’s outstanding bills to local vendors, which were owed to travel agencies, car rental companies and caterers for goods and services rendered.

As a result of the challenges VITEMA inherited, the Agency developed stringent financial management controls, including the creation of a chief financial officer position and internal policies that prevent employees from committing VITEMA or the Government of the Virgin Islands to any financial obligation without the proper protocols and authorization.

Beyond VITEMA’s endeavors and its response to major storms impacting the Territory, VITEMA took every opportunity to speak directly to the Virgin Islands community through numerous radio and television interviews. Often the topics centered on massive overhaul of VITEMA and its new mass alert and notification system. VITEMA also reached out to student-age population donating furniture and 25 FEMA-excess laptops to the Evelyn Marcelli Elementary School on St. Thomas. Marcelli students also participated in VITEMA’s first-ever earthquake-tsunami awareness public service announcement.

Looking Forward

The Agency is proud of its many accomplishments throughout 2010. As we move into the 2011, VITEMA looks forward to continuing the trend of improvements to the Territory’s emergency management system. Much work remains to be done.

However, it must be noted that VITEMA will continue to face significant challenges due to lack of personnel. This is true of each division of VITEMA – Operations, Logistics, Planning, Grants Management and Administration and Finance. During 2010, employees were strained with multiple tasks and duties as a number of positions were pulled out of VITEMA during the FY 2010 budget process and as part of the governmental-wide cost reduction measures.

Among the many significant projects that will be undertaken in 2011, is the beginning of the design and build-out of the VITEMA facility on St. Croix, and the installation of a tsunami warning system territory-wide and continued efforts to improve on our 911 emergency communications system.
ACCOMPLISHMENTS/CHALLENGES BY DIVISION

Operations

Accomplishments

Fully-staffing 911 Emergency Communications Center became a critical objective for the Operations Division in 2010. In 2010, 911 incurred 13 vacancies as a result of staff that transferred back to the VI Police Department or failed background checks. The loss of 13 operators left a significant gap in the centers. However, the Operations Division pooled resources and quickly initiated new classes to provide the required training for the newly-hired operators. As a result, the center is currently completely staffed with fully-trained 911 emergency communications operators.

Challenges

Without the full complement of staff at VITEMA, the Operations Division has taken on multiple tasks including Logistics. This has significantly taxed the Division.

Administration & Finance

Accomplishments

The Administration and Finance Division drove home the completion of VITEMA’s reorganization. Throughout the year, the division worked steadily to make the final transfers of employees of two components which were reorganized under the New VITEMA, while simultaneously processing new hires for the Agency.

In addition to completing the transfers of employee, the Division also redefined position titles and salaries relative to their new roles and responsibilities within the reorganized Agency. Administration and Finance, along with the Director and division managers, completed the review phase of the first draft of James E. Witt Associates job descriptions. This effort is essential to the processing of the job title change Notices of Personnel Action. Also, the division expects to submit a hiring plan to the Division of Personnel so as to facilitate the filling of all open positions within the first quarter of Fiscal Year 2011. The vacant positions are essential to the effective and efficient operations of the Agency.

The Division also transferred of all functions associated with processing drawdown of federal funds from FEMA disaster grants and the Homeland Security grants from the OMB to VITEMA. Since the Governor’s Authorized Representative is now under the auspices of VITEMA, OMB no longer has the responsibility of performing the function of drawing down funds from the Smart Link system. As such, OMB has returned draw down requests previously submitted for various Homeland Security and FEMA grants to VITEMA.

Challenges

It’s important to note that while VITEMA worked to process the Hiring Free Personnel Requisition Forms and the Notices of Personnel Action in a timely manner, the process was often stymied or stalled, at the various offices. This often prolonged the process, sometimes, for months at a time.
Planning

Accomplishments

In 2010, the Planning Division focused its attention on earthquake and tsunami preparedness. In June, the Division debuted VITEMA’s first tsunami-earthquake awareness public service announcement (PSA) on radio and television stations territorywide. Utilizing funding from a FEMA Earthquake Hazards Reduction Assistance Grant, VITEMA hired St. Thomas-based Lambert Media Team to produce and market the PSA which was shot at landmarks throughout the Virgin Islands and featured the Director of VITEMA. The PSA, which saturated radio and TV markets between June and December, was created to educate the general public about how to react in a major earthquake and how to recognize nature’s warning signs that an earthquake has caused a tsunami.

In other areas, the planning Division held three exercises to test response procedures and incident management.

In March, VITEMA held a territorywide Tsunami Exercise that tested the 911 call-down procedure and the tsunami and earthquake evacuation plan at public schools. On August 4, VITEMA, in conjunction with the US Department of Homeland Security and FEMA, conducted a Functional Hurricane Exercise that evaluated VITEMA’s Emergency Operation Center (EOC) operations before, during and after a hurricane, specifically assessing the distribution of emergency resources territorywide.

Challenges

The division is in dire need of staff, especially a chief planner.

Grants Management Division

Accomplishments

The Grants Management Division, this year, established a grants management protocol for performance reporting and program compliance. As part of this effort, the division was successful in bringing up-to-date quarterly programmatic progress reports for Emergency Management Performance Grants, which were up to a year overdue in some cases.

This year, the division also completed the financial closeout of Public Assistance grants associated with Hurricane Hugo. To complete the financial closeout, VITEMA drew down and disbursed close to $1 million in federal aid made available with the Presidential disaster declaration for Hurricane Hugo, which wreaked havoc on the Territory in 1989. The grant funding, available for more than a decade, was never disbursed to government agencies and certain non-profit organizations that responded to Hugo. VITEMA also worked in conjunction with the VI Office of the Attorney General to develop Memoranda of Agreement for certain semi-autonomous agencies requiring repayment and/or offset of disaster assistance funding to the Government of the Virgin Islands or FEMA.

For the first time, the Grants Management Division is managing Public Assistance for three Presidentially-declared disasters at once. The division was essential in gathering and compiling preliminary damage assessment data, in developing the Territory’s requests for declaration and in
coordinating briefings for agencies and no-profit organizations eligible for federal aid. In upcoming months, the division will also manage sub-grantees timely use of funds.

**Challenges**

In 2010, the Grants Management Division jump started a Hurricane Omar Update spreadsheet to track the activity of sub-grantee projects relative to budgets received and entered; payments processed; and checks disbursed. The spreadsheet assisted the division with identifying those sub-grantees that require monitoring and notification to move expenditures through the ERP in a timely manner. Approximately $3.8 million has been disbursed. To date, however, sub-grantees have been inactive despite scheduled site visits and technical assistance.

The Division also was seriously-challenged with rebuilding grant files and records. When the VI Office of Homeland Security was consolidated under VITEMA, it was recognized, through FEMA and Homeland Security site visits, that many of the files, as it relates to Homeland Security grants are incomplete and missing critical information. VITEMA has been working diligently with FEMA and Homeland Security to rebuild these files.
FY 2010 Calendar — Training | Conferences | Exercises

Training & Conferences

For Emergency Services Functions & VITEMA Emergency Operations Center Staff

- All –Hazards Preparedness Workshop, UVICELL, St. Thomas, January 12.
- Threat and Risk Assessment (MGT-310), UVICELL, St. Thomas, January 17 – 19.
- Incident Management/Unified Command, UVICELL, St. Thomas, January 20 – 21.
- Incident Management/Unified Command, St. Croix, January 26 – 27.
- Advanced Incident Management/Unified Command, UVICELL, St. Thomas Feb. 11 – 12.
- OSHA/Hazmat Refresher Training, UVICELL, St. Thomas, February 16 - 17.
- Threat and Risk Assessment, St. Thomas, February 16 – 19.
- OSHA/Hazmat Refresher Training, St. Croix, February 18 – 19.
- Communications Unit Leader Training, St. Thomas, May 18 – 20.
- Hurrevac Training, VITEMA, St. Thomas, May 24.

For VITEMA Staff

- NCIC Biennial Certification Training and Testing, Palms Court, St. Thomas, February 16 – 17.
- NCIC Biennial Certification Training and Testing, Buccaneer, St. Croix, February 18 – 19.
- USVI Territorial Communications Interoperability Plan Workshop, St. Thomas, February 18.
- Radio Training for 911 Supervisors, St. Thomas ECC, February 26.
- 2010 Unified Hazard Mitigation Assistance Summit, Orlando, Fla., March 15 – 19.
- Information Planning Workshop, March 31, St. Thomas.
- Hazard Vulnerability Analysis Conference, Juan Luis Medical Center, St. Croix, May 25.
Disability and Technical Assistance Center (DBTAC)- Northeast American with Disabilities Act Training sponsored Cornell University, St. Thomas, June 12 - 13.


Annual Public Assistance Workshop, St. Thomas, September 14.


DHS Protective Measures Course, VITEMA, St. Thomas, October 5 – 6.

Department of Personnel – Microsoft Sharepoint Server Boot Camp, St. Thomas, October 18 – 21.

For VITEMA Managers


Highway Safety Improvement Program Workshop, Annapolis, Md., March 7 – 10.


FEMA Regional Interagency Steering Committee Meeting, San Juan, P.R. March 22 – 24.

2010 Annual National Hurricane Conference, Orlando, Fla., March 29 – April 1.

Tsunami Ready Summit, San Juan, P.R., May 3 – 7.

Caribbean Regional Response Team Conference, Frenchman’s Reef, St. Thomas, May 18 – 20.

Virgin Islands Air Operations Conference, St. Thomas, May 20 – 21.

Association of Caribbean Commissioners of Police, Wyndham Sugar Bay Resort, St. Thomas, May 24 – 27.

VI National Guard’s Hurricane Preparedness Conference, June 2.

External Affairs Conference, Washington, D.C., June 8 – 11.

Sponsored by VITEMA

CERT (Community Emergency Response Team) Train the Trainer, St. Thomas, February 23.

VI Tsunami Workshop, Carambola Resort, St. Croix, July 21.

VI Tsunami Workshop, Frenchman’s Reef, St. Thomas, July 23.
Exercises

- Territorywide Tsunami Exercise, March 24.
- Territorywide Hurricane Functional Exercise, August 4.
- Agriculture Department Multi-Agency Emergency Response Table Top Exercise, St. Croix, May 25 - 26. (Participant)

Senate Appearances

- Committee on Economic Development, Energy and Technology to discuss GIS, April 7.
- Senate Homeland Security and Public Safety Committee – Tsunami Preparedness, June 1.
- FY 2011 Budget Hearing, Legislative Building, St. Thomas, August 20.