

Virgin Islands Territorial Emergency Management Agency Territorial Homeland Security Strategy 2011-2014

Prepared for:



TERRITORIAL EMERGENCY
MANAGEMENT AGENCY
UNITED STATES VIRGIN ISLANDS

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EXECUTIVE SUMMARY

This Territorial Homeland Security Strategy (THSS) is intended to enhance the Territory's ability to prevent, protect against, respond to, and recover from a variety of threats through a direct vision and strategy. This strategic planning effort is developed to establish leadership, identifying goals and identifying resource requirements.

This plan is a guidance tool for a defined course of action to achieve specific goals through the application of sound strategies in order to enhance homeland security preparedness and response. It allows for monitoring and assessment of overall performance, strengths, and weaknesses. It also provides direction and a management plan for future performance goals. It is important to keep in mind that a strategic plan outlines strategic objectives, each of which present financial considerations, and is different from a response plan, as it does not identify operational roles or command structures.

Congruent with national and state preparedness guidelines, this Strategy was developed utilizing capabilities-based planning as an approach to manage risk, establish preparedness goals and priorities, make investment choices, and to evaluate preparedness efforts. Supporting guidance from the National Planning Scenarios, National Target Capabilities List (TCL) and the Universal Task List (UTL) were employed to establish benchmarks related to mission capacity.

The strategy focuses on the following Statewide and National Priorities:

- Implement the National Incident Management System and the National Response Framework
- Expand Regional Collaboration
- Implement the National Infrastructure Protection Plan
- Strengthen Information Sharing and Collaboration Capabilities
- Strengthen Interoperable and Operable Communications Capabilities
- Strengthen Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Detection, Response, and Decontamination Capabilities
- Strengthen Medical Surge and Mass Prophylaxis Capabilities
- Strengthen Planning and Citizen Preparedness Capabilities

PURPOSE, VISION, FOCUS, AND COORDINATION

Purpose

The Virgin Islands Territorial Emergency Management Agency (VITEMA) is designated as the territorial agency with primary responsibility for ensuring resilience to disasters in the U.S. Virgin Islands. VITEMA is designed to build and manage the government's collective effort to reduce the risk of a catastrophic event—a terrorist act or natural disaster—from severely impacting the citizens, critical infrastructure, and natural resources of the U.S. Virgin Islands and to provide a safe and enjoyable experience for visitors to the islands.

The primary purpose of this document is to assist territorial agencies, individual island jurisdictions, and the private sector in the development, coordination, and implementation of a cohesive strategy for safeguarding all those who live, work, and play in the U.S. Virgin Islands.

This document serves as the Territorial Homeland Security Strategy (THSS) for the U.S. Virgin Islands. The THSS identifies the territory's homeland security goals and objectives and explains how the Virgin Islands' government plans to achieve them. The THSS provides the strategic vision that will guide how the departments, agencies, and authorities of the territorial government will work in partnership with federal, regional, local, and private sector entities to enhance territory-wide capabilities to detect, prevent, respond to, and manage the consequences of acts of terrorism and other critical incidents.

Vision

"To develop methods that ensure resiliency before, during and after a natural or man-made incident that provide for enhanced information-sharing and intelligence mechanisms, increased protection capabilities, and robust response and recovery capability in a unified, all-discipline, and all-hazards approach to homeland security and emergency management."

VITEMA's strategic vision aims to enhance homeland security and emergency management capabilities through planning, training, and exercises using an all-hazard, all-risks approach to managing crisis response operations. The THSS vision statement emphasizes detection, prevention, protection, and response to incidents as a unified, all-discipline, all-hazards approach.

Focus

"Establish plans, procedures, systems, interagency relationships, training and exercise programs, and mutual aid agreements required for major events to enhance performance for all hazard responses."

VITEMA's focus takes an all-hazards approach; embracing the wide range of activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from a terrorist incident or natural disaster. VITEMA's focus recognizes preparedness foremost, and emphasizes the collective efforts at all

levels of governmental, private-sector, and non-governmental organizations to identify threats, determine vulnerabilities, and identify activities and resources required to mitigate risk. In conjunction with the *National Preparedness Goal*, all THSS coordination, planning, and implementation efforts are designed to support the U.S. Department of Homeland Security's (DHS) key mission areas of prevention, protection, response, and recovery. The THSS mission area focuses are as follows:

- **Prevention:** Actions taken to avoid an incident or to intervene and prevent an incident from occurring. The territory's primary prevention efforts are based on enhancing and developing a reliable, interoperable, territory-wide communications capability to collect, consolidate, analyze, and share the flow of terrorism information for the purpose of predicting and preventing acts of terrorism.
- **Protection:** Actions taken to reduce the overall risk of exposure, injury, destruction, incapacitation, or exploitation to personnel, critical infrastructure assets, systems, networks, or their interconnecting links. The territory's primary protection activities include strengthening and designing defensive systems for personnel, physical, and cyber assets. The protection focus also includes safety, environmental, natural hazard monitoring, and mitigation activities.
- **Response:** Immediate actions to preserve life, property, and the environment; meet basic human needs; and maintain the social, economic, and political structure of the community. The territory's primary response efforts include developing and executing local emergency operations plans, the National Response Framework (NRF), and the National Incident Management System (NIMS) to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.
- **Recovery:** Actions that comprise the development, coordination, and execution of services and site-restoration plans and reconstitute government operations and services through individual, private-sector, non-governmental, and public assistance programs. The territory's recovery efforts focus on long-term healthcare issues; providing long-term assistance to affected persons; the resettlement and repatriation of affected persons; debris and hazardous waste management; site remediation; natural resource restoration; reconstitution of government services; and the restoration of the economy and institutions.

Coordination

The principal mission of VITEMA is to protect lives and property by preparing territorial organizations to respond to, recover from, and mitigate against all-hazards, through planning, coordinating, and training and exercise activities. VITEMA is the sole U.S. Virgin Islands government agency designated to supervise, administer and coordinate all-hazards response and recovery operations. Authority is derived from V. I. Code, Title 23, the Emergency Management Act of 2009 (Act 7074).

VITEMA ensures the territory is ready and able to mitigate, prepare for, respond to, and recover from the effects of emergencies that threaten lives, property, and the environment. The VITEMA works through the Territorial Emergency Management and Homeland Security (EMHS) Council, which is currently represented by each member

from territorial government department's agencies, and private-sector agencies. The THSS coordination is consistent with the all-hazard, multi-disciplined, and multi-jurisdictional concept of planning. The following territorial offices are responsible for the THSS development, coordination, and approval:

- **Office of the Governor, U.S. Virgin Islands:** The Office of the Governor establishes priorities and employs resources in the application of the THSS. The Governor is the approval authority for the strategy.
- **Virgin Islands Territorial Emergency Management Agency:** VITEMA's mission is to direct local civil authorities in the event of natural disasters, terrorism, civil disturbances, and emergencies. VITEMA also leads the Territorial Coordination Command (TCC) and serves as the direct liaison to DHS and the Federal Emergency Management Agency (FEMA) in matters of homeland security and emergency management. VITEMA assists local authorities with the planning and coordination of territorial response to emergencies and disasters and educates the public on components of disaster preparedness, including mitigation planning and implementation.

Efforts

The territory's homeland security efforts rely on various disciplines and agencies throughout the government to fulfill the goals and objectives of the THSS. A fiscal year (FY) 09 capabilities assessment was completed. This process is reviewed and updated on an annual basis. To ensure realistic and achievable outcomes of the THSS, all territory-wide efforts for emergency preparedness and response will concentrate on the following:

- Protecting lives
- Supporting first-responders
- Preserving property
- Sharing intelligence and warning
- Strengthening border and transportation security
- Protecting critical infrastructure and key assets
- Defending against catastrophic threats

Territorial Homeland Security Lead Agencies

The following departments are designated as the territory's lead agencies responsible for their areas of expertise:

- The VITEMA will coordinate the comprehensive territory-wide homeland security effort. The office is the territory's focal point for all counterterrorism efforts.
- VITEMA is the lead agency for the planning of preparedness, response, mitigation, and recovery operations for natural disasters and major incidents.
- The Virgin Islands Police Department is the lead agency for terrorism prevention and protection of physical infrastructure and citizens. It is the lead agency for the development and management of an all-source regional fusion center for the

- collection and dissemination of law enforcement and terrorist-related information or intelligence.
- The Virgin Islands Bureau of Information Technology is the lead agency for cyber security and all interoperable communication infrastructure assets and systems.
 - The Virgin Islands Department of Agriculture is the lead organization for coordinating the protection of the territory's agricultural infrastructure and food supply.
 - The Virgin Islands Department of Planning and Natural Resources is the lead agency for advising communities and law enforcement agencies on water protection, hazardous waste management, and environmental protection responses.
 - The Virgin Islands Department of Education is the lead agency for the establishment of a school terrorism awareness program for grades K–12.
 - The Virgin Islands Department of Health is the lead agency for the coordination of all health-related matters and emergency medical services.
 - The Virgin Islands Port Authority is the lead agency for the development and management of counterterrorism prevention operations involving maritime port operations and airport security planning and coordination.

Regionalization and All-Hazards Response Districts

The U.S. Virgin Islands is divided into two, geographically-separated, inter-island all-hazards response districts: District #1 includes the Island of St. Thomas/Water Island/St. John, and District #2 includes the Island of St. Croix.

The Virgin Islands regionalization planning framework describes the inter-island districts and the way that inter-island partnerships will function within the territory's homeland security program. Regionalizing the territory for the purposes of homeland security planning and grants allows for more efficient use of funds by rationally identifying the islands' needs and capabilities and by reducing duplication of equipment and supplies. Regionalization also filters the multitude of grant applicants down into a more workable number, resulting in a more efficient use of public time and resources. All grant requests and allocations are based on risk, capabilities planning assessments, and territorial and federal priorities and initiatives.

Preventing, protecting against, responding to, and recovering from major events may require that capabilities be drawn from outside territorial borders. The territory is aggressively examining regional collaboration efforts to develop new partnerships and new approaches to developing regional capabilities.

The U.S. Virgin Islands currently uses and plans to use mutual aid agreements and compacts for all phases of catastrophic events when external resources are needed. All levels of government are charged with developing and embracing a regional approach to building homeland security capabilities.

GOALS, OBJECTIVES, AND IMPLEMENTATION STEPS

Goals

A goal is a position that the territory wants to achieve regarding an improved level of capability. These goals will help the territory achieve its vision, focus on the long-term, and broaden their scope of preparedness. The U.S. Virgin Islands has identified the following 10 goals for 2011-2014:

1. Enhance Weapons of Mass Destruction (WMD) & Hazardous Materials (HazMat) Response and Decontamination Capability.
2. Improve the interoperability of territorial communications functions for “all-hazards” responses, enhance the communication capability among all first responder agencies in a multi-disciplinary environment, and enhance the territory’s 9-1-1 system.
3. Develop a territory-wide medical surge capability to rapidly expand the capacity of the existing healthcare system in order to handle a catastrophic event or major incident.
4. Develop an Intelligence Information Sharing Fusion Center to produce up-to-date threat, vulnerability, and risk information.
5. Ensure that “All-Hazards” Emergency Management and Critical Infrastructure Protection planning and programs are maintained and enhanced territory-wide.
6. Strengthen Continuity of Operations (COOP) and Continuity of Government (COG) plans to support the VITEMA Comprehensive Emergency Management Program to recover from CBRNE/WMD events and major natural disasters.
7. Enhance the U.S. Virgin Islands’ Mass Fatality, Mass Care, Citizen Corps, and Volunteer Organization programs and capabilities territory-wide.
8. Ensure the implementation of NIMS, the NRF, and regional collaboration to manage response to domestic incidents, regardless of cause, size, or complexity.
9. Ensure Emergency Public Information and Warning capabilities can deliver useful information under all hazards and Citizen Evacuation and Shelter-in-Place capabilities can effectively protect at-risk populations.
10. Enhance Border Security capabilities for territorial waterways and international borders protection.

Objectives

An objective sets a reasonable and measurable target level of performance. Objectives are intended to be meaningful in the context of a specific action item or preparedness effort, and the measures can be verified with reliable data. Objectives are results-oriented and are designed to help identify what is to be achieved and accomplished.

Implementation Steps

Corresponding implementation steps are guided by solution areas—Planning, Organization, Equipment, Training, and Exercises—that support achievement of the goal and reduce shortfalls in capabilities.

GOAL 1: Enhance Weapons of Mass Destruction (WMD) & Hazardous Materials (HazMat) Response and Decontamination Capability.

National Priority: Strengthen CBRNE Detection, Response, and Decontamination.

Mission Area: Response

1. **Objective:** Maintain robust “on-island” plans and procedures to provide WMD/HazMat capabilities to handle up to 3,000 victims on an annual basis.
 - 1.1. **Implementation Steps**
 - 1.1.1 Maintain territory-wide Incident Command System (ICS) response protocols to coordinate and facilitate victim care and decontamination.
 - 1.1.2 Maintain protocols to identify, train, and equip HazMat personnel to respond to WMD/HazMat incidents and to provide initial rapid HazMat incident size up within 30 minutes of notification.
 2. **Objective:** Maintain Territorial Quick Response (TQR) Teams, HazMat, Explosive Disposal Unit (EDU), and Special Weapons and Tactics (SWAT) capabilities (at least one team per island) to respond to WMD incidents ensuring annual updates to plans.
 - 2.1. **Implementation Steps**
 - 2.1.1 Maintain standard operating guidelines via an annual review, based on the incident action plan (IAP), for implementation by TQR teams within two hours of arrival on-scene.
 - 2.1.2 Maintain equipment and continue to ensure that personnel are trained in usage and maintenance of equipment.
 - 2.1.3 Continue to ensure that firefighters are trained to the operational level in HazMat response and all HazMat teams are trained to the technician/specialist level.
 3. **Objective:** Conduct/participate in WMD exercises to ensure a maximum level of readiness for all response agencies and disciplines annually.
 - 3.1. **Implementation Steps**
 - 3.1.1 Test, train, and exercise the plans, policies, and procedures within the guidelines of NIMS, ICS, the Target Capabilities List (TLC) and the Homeland Security Exercise and Evaluation Program (HSEEP).
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GOAL 2: Improve the interoperability of territorial communications functions for “all-hazards” responses, enhance the communication capability among all first responder agencies in a multi-disciplinary environment, and enhance the territory’s 9-1-1 system.

National Priority: Strengthen Interoperable Communication Capabilities.

Mission Area: Prevention, Protection, Response, and Recovery

4. Objective: Continue to maintain communication plans, policies, procedures, and systems that support required emergency communications and the exchange of secured and non-secured voice and data with all federal, regional, and local governments and agencies as well as voluntary agencies annually.

4.1. Implementation Steps

- 4.1.1 Continue the acquisition of state-of-the-art Emergency Operations Center (EOC) communications equipment to ensure a reliable, user-friendly, primary interoperable communications system.
- 4.1.2 Ensure that annual reviews are conducted on plans, policies, procedures and systems to ensure interoperability systems meet remain valid and meet future mandates.

5. Objective: Continue to enhance Public Safety Answering Point (PSAP), Public Safety Communication Centers, and EOCs to ensure operational integrity before, during, and after an incident or event.

5.1. Implementation Steps

- 5.1.1 Annually conduct a feasibility study to enhance emergency public safety communications (E-911) equipment territory-wide.
 - 5.1.2 Develop and maintain protocols to enhance coordination among responding agencies during day-to-day emergencies and large-scale and/or national-level disasters such as terrorist attacks or natural disasters.
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GOAL 3: Develop a territory-wide medical surge capability to rapidly expand the capacity of the existing healthcare system in order to handle a catastrophic event or major incident.

National Priority: Strengthen Medical Surge and Mass Prophylaxis Capabilities.

Mission Area: Response

6. Objective: Identify and procure resources and trained personnel for a Triage/Pre-Hospital Treatment Operations Plan by 1st Quarter 2012.

6.1. Implementation Steps

6.1.1 Assess and enhance current protocols and procedures as well as develop and maintain new procedures for emergency medical services (EMS) dispatch, assessment, triage, treatment, transport, logistical support, medical command and coordination, safety, communications, and tracking of patients during day-to-day operations as well as catastrophic incidents.

6.1.2 Develop medical protocols for EMS assessment, triage, transport, and tracking of 50 patients per hour in each district during a catastrophic event.

7. Objective: Develop a Medical Surge Plan that is NIMS and ICS-compliant and includes standard operating procedures for all responding agencies by 3rd Quarter 2012.

7.1. Implementation Steps

7.1.1 Develop protocols to rapidly expand the capacity of the existing healthcare system in response to a catastrophic event that results in increased need for personnel (clinical and non-clinical), support functions (laboratories and radiological), physical space (beds, alternate care facilities) and logistical support (clinical and non-clinical equipment and supplies).

7.1.2 Conduct a capability analysis and develop medical surge capability able to sustain itself for at least 72 hours following a disaster or event.

8. Objective: Develop capability to respond rapidly—either independently or in support of a federal response—to animal or human outbreaks of infectious disease with pandemic potential for purposes of assessment and containment by 3rd Quarter 2012.

8.1. Implementation Steps

8.1.1 Enhance capabilities for domestic avian influenza surveillance.

8.1.2 Develop medical strategies for identifying and allocating medical resources, medical services, and mechanisms to support animal or human outbreaks of infectious disease with pandemic potential.

GOAL 4: Develop an Intelligence Information Sharing Fusion Center to produce up-to-date threat, vulnerability, and risk information.

National Priority: Strengthen Information Sharing and Collaboration Capabilities.

Implement the National Infrastructure Protection Plan

Mission Area: Prevention and Protection

9. Objective: Enhance and maintain a multi-discipline Fusion Center to evaluate and analyze terrorism-related and law enforcement information, develop raw information into actionable intelligence, and communicate it in a collaborative effort.

9.1. Implementation Steps

9.1.1 Enhance and maintain a multi-discipline Fusion Center Working Group to determine local and federal requirements for creating an analytical capacity for information gathering and recognition of indicators and warnings, to produce intelligence analysis and production, and to develop protocols for information sharing and dissemination.

9.1.2 Provide annual training, equipment, and personnel requirements, by discipline, for fusion center partners.

10. Objective: Maintain Intelligence-Information Sharing coordination between local, territorial, and federal agencies, as well as the public sector partners.

10.1. Implementation Steps

10.1.1 Maintain an Intelligence Information Sharing Fusion Center Plan to receive, analyze, disseminate, and respond to terrorist-related intelligence that pertains to the U.S. Virgin Islands.

10.1.2 Maintain an Intelligence Information Sharing training and education program for Fusion Center members, law enforcement personnel, and private sector partner in relevant intelligence gathering, analysis, and dissemination.

11. Objective: Develop Fusion Center protocols to serve as the primary point of contact for reporting criminal/terrorist information to the local Joint Terrorism Task Force (JTTF) and DHS Homeland Security Operations Center (HSOC) by 4th Quarter of 2012.

11.1. Implementation Steps

11.1.1 Establish protocols to determine local information needs to and from all levels of government.

11.1.2 Develop territory-wide methods to gather and share information throughout the territory.

11.1.3 Develop protocols to screen, authenticate, analyze, and disseminate secure and non-secure information to federal partners.

11.1.4 Enhance interagency intelligence analysis, sharing and dissemination through acquisition of a software solution.

11.1.5 Enhance awareness of services available through the Fusion Center to the emergency responder community.

GOAL 5: Ensure that “All-Hazards” Emergency Management and Critical Infrastructure Protection planning and programs are maintained and enhanced territory-wide.

National Priority: Expand Regional Collaboration.

Implement the National Infrastructure Protection Plan

Mission Area: Prevention, Protection, Response

12. Objective: Develop a Regional Emergency Response Plan in order to establish and organize multi-jurisdictional or multi-national “all-hazards” response teams by 3rd Quarter 2013.

12.1. Implementation Steps

- 12.1.1 Establish working groups to develop and adopt a regional strategy that foster multi-jurisdictional or multi-national mutual aid compacts.
- 12.1.2 Identify, organize, and equip regional response teams.
- 12.1.3 Conduct regional training and exercises to enhance understanding and support of mutual aid compacts.

13. Objective: Assist Response Districts in the development of district-level “all-hazards” response plans to maximize all available resources and to foster a coherent strategy for the allocation of additional resources by 2nd Quarter 2012.

13.1. Implementation Steps

- 13.1.1 Establish working groups to develop and adopt a district-level all-hazards plan that integrates mutual aid compacts.
- 13.1.2 Identify, organize, and equip response district teams.
- 13.1.3 Conduct district-level training and exercises to enhance understanding and support of mutual aid compacts.

14. Objective: Assess and secure all critical infrastructure/key resources (CI/KR) in accordance with the National Infrastructure Protection Plan (NIPP) annually.

14.1. Implementation Steps

- 14.1.1 Identify and harden CI/KR targets based on the NIPP risk-based methodology.
 - 14.1.2 Maintain standard operating guidelines for sharing and reporting threat-based activity on the territory’s CI/KR.
 - 14.1.3 Enhance working groups or partnerships with the public/private sector agencies responsible for security and safety at port facilities, cruise ship docks, border security, and other CI/KR.
 - 14.1.4 Conduct training/exercise for public and private sector security/response personnel at CI/KR on an annual basis.
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GOAL 6: Strengthen Continuity of Operations (COOP) and Continuity of Government (COG) plans to support the VITEMA Comprehensive Emergency Management Program to recover from CBRNE/WMD events and major natural disasters.

National Priority: Expand Regional Collaboration.

Strengthen Planning and Citizen Preparedness Capabilities

Mission Area: Prevention, Response and Recovery

15. Objective: Develop comprehensive Territorial COOP plans in the wake of a terrorist event or major natural disaster by the 3rd Quarter of 2012

15.1. Implementation Steps

- 15.1.1 Develop plans to ensure the continuous performance of the territory's essential functions and operations during an emergency.
- 15.1.2 Develop plans to protect essential facilities, equipment, records, and other assets to reduce or mitigate the impact of disruptions to operations or services.
- 15.1.3 Identify a core group of decision-makers who would be capable of executing government functions in the wake of a disaster or major event.

16. Objective: Enhance economic planning to ensure sustainable and long term recovery of communities impacted by major natural disasters or terrorist events by the 1st Quarter of 2014.

16.1. Implementation Steps

- 16.1.1 Determine the best practices to safeguard the territory's economy from the potential impacts of a terrorist event or major natural disaster.
- 16.1.2 Develop public education and awareness programs for catastrophic events to show communities how to safeguard themselves and respond to incidents.

17. Objective: Develop and/or improve mutual aid partner action plans to address coordination efforts with federal, territorial, and local emergency management agencies by the 4th Quarter of 2011.

17.1. Implementation Steps

- 17.1.1 Coordinate and test emergency response partnerships and agreements with public and private partners using ICS.
 - 17.1.2 Train local corporate leadership, trade associations, and the private sector in emergency management and crisis response to support ISC and NIMS.
 - 17.1.3 Obtain Emergency Management Assistance Compact (EMAC) accreditation to participate in national-level Governor's interstate mutual aid compact for sharing of resources, personnel, and equipment across state lines during times of disaster and emergency.
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GOAL 7: Enhance the U.S. Virgin Islands' Mass Fatality, Mass Care, Citizen Corps, and Volunteer Organization programs and capabilities territory-wide.

National Priority: Expand Regional Collaboration.

Mission Area: Prevention

18. Objective: Develop protocols for assessment and delivery of mass care services to general populations and companion animals in coordination with all responsible agencies by the 1st Quarter of 2013.

18.1. Implementation Steps

- 18.1.1 Develop mass care plans and shelter agreements for each island that include MOUs with non-governmental organizations (NGOs) to provide personnel and equipment support following an incident.
- 18.1.2 Develop protocols for coordination of mass care services with agencies providing human services and housing, transitional/interim housing, companion animal inquiry, and family reunification.
- 18.1.3 Implement training/exercise programs for mass care personnel to include sheltering, feeding, and bulk distribution for the general population in coordination with the Citizen Corps and NGOs.

19. Objective: Support/Improve the Community Emergency Response Team (CERT) program to provide emergency preparedness training and basic response techniques to local citizens to enhance their role in personal safety and public security by the 2nd Quarter of 2014.

19.1. Implementation Steps

- 19.1.1 Develop plans to support the needs of first responders and to match them with volunteers with the skills and abilities to make their communities safer from the threats of terrorism, crime, and natural disasters.
- 19.1.2 Procure equipment and implement efforts to offer citizens volunteer opportunities, educational information, and training courses to address crime, terrorism, and natural disaster risks.
- 19.1.3 Establish volunteer working groups such as local Voluntary Organizations Active in Disasters (VOAD) and volunteer centers to assist in determining planning efforts during a major event.

20. Objective: Enhance and maintain a Territorial Mass Fatality Plan and determine the feasibility of developing local Disaster Mortuary Operational Response Teams via annual review.

20.1. Implementation Steps

- 20.1.1 Maintain and implement training programs for fatality management and develop a process to exercise the Mass Fatality Plan regularly.
 - 20.1.2 Maintain a procurement list of additional equipment to be purchased in the event of a mass fatality incident response.
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GOAL 8: Ensure the implementation of NIMS, the NRF, and regional collaboration to manage response to domestic incidents, regardless of cause, size, or complexity.

National Priority: Implement NIMS and the NRF.

Mission Area: Prevention, Protection, Response, and Recovery

21. Objective: Revise and update the territory's Emergency Operations Plan (EOP) to incorporate NIMS and NRF components, principles, and policies that address all-hazards vulnerabilities by the 4th Quarter of 2011.

21.1. Implementation Steps

- 21.1.1 Develop local EOPs and agency standard operating guidelines for each response district or island to support the territory's EOP.
- 21.1.2 Develop a Web-based EOC capability territory-wide along with databases for resources, credentialing, MOUs, and emergency plans.
- 21.1.3 Develop territory-wide plans for the receipt and distribution of resources as outlined in the NRF Catastrophic Incident Annex and Catastrophic Incident Supplement.

22. Objective: Enhance the EOC capabilities on each island to provide multi-agency coordination (MAC) for incident management for a pre-planned or no-notice event by the 1st Quarter of 2012.

22.1. Implementation Steps

- 22.1.1 Develop protocols to coordinate public information, public warning, and maintenance of the information and communications necessary for coordinating response and recovery activities.
 - 22.1.2 Enhance all participating public safety-related communications centers serving the EOC directly or indirectly to ensure that all critical communication links/circuits/systems are redundant and diverse links exist in case of a single point of failure. Ensure that all emergency circuits are protected with priority telecommunications service for prompt restoration/provisioning.
 - 22.1.3 Develop standard operating guidelines to ensure that all participating public safety-related communication centers provide prompt, accurate, and effective public information, timely notifications, and maintain a valid common operating picture for all responders/participants.
 - 22.1.4 Conduct EOC-specific training for all responders/participants and develop senior chief executive/key officials NIMS/ICS training on the territory's command and control plans for large-scale emergencies.
 - 22.1.5 Develop an exercise program to evaluate the effectiveness of the EOC incident management process.
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GOAL 9: Ensure Emergency Public Information and Warning capabilities can deliver useful information under all hazards and Citizen Evacuation and Shelter-in-Place capabilities can effectively protect at-risk populations.

National Priority: Expand regional collaboration.

Strengthen Planning and Citizen Preparedness Capabilities

Mission Area: Response

23. Objective: Enhance Emergency Public Information and Warning capabilities on each island to include public information, alert/warning, and notifications by the 4th Quarter of 2011.

23.1. Implementation Steps

- 23.1.1 Identify all pertinent stakeholders across all disciplines and incorporate them into the information flow using a clearly defined information-sharing system.
- 23.1.2 Develop protocols for coordinating, managing, and disseminating public information, alert/warning, and notification under all hazards and conditions.
- 23.1.3 Develop public information and warning communication plans to support information-sharing across all disciplines and to the public.

24. Objective: Develop protocols to ensure affected and at-risk populations (and companion animals) are safely sheltered-in-place and/or evacuated to safe refuge areas, in order to obtain access to medical care, physical assistance, shelter, and other essential services, and effectively and safely re-entered into the affected area by the 1st Quarter of 2012.

24.1. Implementation Steps

- 24.1.1 Develop plans, procedures, and protocols to manage evacuations and sheltering-in-place.
 - 24.1.2 Develop evacuation procedures for populations and locations at risk (high density areas, seaports, and special events venues) and institutions that should begin evacuations early (e.g., hospitals, nursing homes, long-term care facilities and correctional facilities).
 - 24.1.3 Develop and distribute public education materials on evacuation/shelter-in-place preparation, plans, and procedures.
 - 24.1.4 Develop and implement plans and procedures to identify populations requiring assistance during evacuation/shelter-in-place based on known high-risk threat events.
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GOAL 10: Enhance Border Security capabilities for territorial waterways and international borders protection.

National Priority: Expand regional collaboration.

Mission Area: Prevention, Protection and Response

25. Objective: Develop local border security protocols that address both immigration and agriculture issues to prevent the possibility of WMD threats and to support the U.S. Immigration and Customs Enforcement (ICE) Agency by the 4th Quarter of 2012.

25.1. Implementation Steps

25.1.1 Develop interlocking mutual aid agreements (MAA), memorandum of agreements (MOAs) or memorandum's of understanding (MOUs) within the territory, both public and private partnerships, targeted at all border security issues and DHS Secure Border Initiative (SBI).

25.1.2 Develop operational guidelines for information-sharing to preempt border incursions.

25.1.3 Identify federal funding sources to assist local law enforcement authorities in support of ICE and other federal agencies on targeted border enforcement mission.

26. Objective: Develop operational guidelines for all border security response elements (VIPD Blue Lightning Strike Force, DPNR Marine Enforcement) to support the U.S. Immigration and Customs Enforcement (ICE) Agency by the 1st Quarter of 2012.

26.1. Implementation Steps

26.1.1 Develop plans to integrate law enforcement resources along the border to increase both public safety and national security.

26.1.2 Identify border security response elements training and equipment requirements

26.1.3 Procure border security equipment and train security personnel in its usage and maintenance.

ANNUAL EVALUATION

To ensure the success of the THSS, the territory must aggressively monitor the implementation progress, compile key management information; and observe trends to keep the strategy on track. The following process will be used to review and analyze the steps being taken to achieve the goals and objectives of the strategy, and to determine whether the right elements are being used to measure progress.

- VITEMA will establish a THSS Strategic Planning team to include top-level management. The team will review and consider the following:
 - Review the Territory' success in achieving the previous year's performance goals.
 - Evaluate plans for the upcoming year relative to the performance achieved in the previous year;
 - Discuss why specific goals were not met and what corrective actions are required.
 - Report on financial operations and status.
- The THSS should be a normal part of the operations and management of all government and private agencies and all partners should focus on the steps being taken to achieve the goals and objectives of the strategy. All homeland security partners are required to establish a review process to address concerns and issues related to the attainment of the strategy objectives. The outcomes of the review and analysis will be utilized to assist in updating the strategy.
- All agency-level review and analysis processes should collect internal and external data to allow for adaptation and revisions as conditions change. Agency-level reviews should perform the following:
 - Use the strategy's key elements as a framework for monthly business meetings.
 - Conduct a formal review and analysis on a quarterly basis.
 - Conduct an annual review to reassess and update the entire strategy as necessary. This annual review may also revise and/or modify objectives for the out year of the strategy's time frame.
 - Use an automated tool for tracking progress against the THSS, specifically the goals and objectives.
 - Form a review committee with key decision-makers to review reports and progress being made against goals and objectives on a regular basis.

CROSSWALK OF GOALS AND OBJECTIVES

Table 1: Crosswalk of Goals and Objectives

Goal	Priority	Mission Area	Target Capability	Objectives	ESF #
GOAL 1: Enhance Weapons of Mass Destruction (WMD) & Hazardous Materials (HazMat) Response and Decontamination Capability.	<ul style="list-style-type: none"> Strengthen CBRNE Detection, Response, and Decontamination. 	Response	<ul style="list-style-type: none"> CBRNE Detection Explosive Device Response Operations WMD/Hazardous Materials Response and Decontamination 	1, 2, 3	#8: Public Health #13: Public Safety and Security
GOAL 2: Improve the interoperability of territorial communications functions for “all-hazards” responses, enhance the communication capability among all first responder agencies in a multi-disciplinary environment, and enhance the territory’s 9-1-1 system.	<ul style="list-style-type: none"> Strengthen Interoperable Communication Capabilities 	Prevention Protection Response Recovery	<ul style="list-style-type: none"> Communications Emergency Operations Center Management Emergency Public Information and Warning Planning 	4, 5	#2: Communications #5: Emergency Management
GOAL 3: Develop a territory-wide medical surge capability to rapidly expand the capacity of the existing healthcare system in order to handle a catastrophic event or major incident.	<ul style="list-style-type: none"> Strengthen Medical Surge and Mass Prophylaxis Capabilities. 	Response	<ul style="list-style-type: none"> Emergency Triage and Pre-Hospital Treatment Epidemiological Surveillance and Investigation Mass Prophylaxis Medical Surge Planning 	7,8,9	#8: Public Health

Goal	Priority	Mission Area	Target Capability	Objectives	ESF #
<p>GOAL 4: Develop an Intelligence Information Sharing Fusion Center to produce up-to-date threat, vulnerability, and risk information.</p>	<ul style="list-style-type: none"> ▪ Strengthen Information Sharing and Collaboration Capabilities. ▪ Implement the National Infrastructure Protection Plan 	<p>Prevention Protection</p>	<ul style="list-style-type: none"> ▪ Counter-Terror Investigations and Law Enforcement ▪ Critical Infrastructure Protection ▪ Information Gathering and Recognition of Indicators and Warnings ▪ Intelligence Analysis and Production ▪ Intelligence/Information Sharing and Dissemination 	<p>10, 11, 12</p>	<p>#5: Emergency Management #13: Public Safety and Security</p>
<p>GOAL 5: Ensure that “All-Hazards” Emergency Management and Critical Infrastructure Protection planning and programs are maintained and enhanced territory-wide.</p>	<ul style="list-style-type: none"> ▪ Expand Regional Collaboration. ▪ Implement the National Infrastructure Protection Plan 	<p>Prevention Protection Response</p>	<ul style="list-style-type: none"> ▪ Critical Infrastructure Protection ▪ Emergency Operations Center Management ▪ Planning 	<p>13, 14, 15</p>	<p>#5: Emergency Management #13: Public Safety and Security</p>
<p>GOAL 6: Strengthen Continuity of Operations (COOP) and Continuity of Government (COG) plans to support the VITEMA Comprehensive Emergency Management Program to recover from CBRNE/WMD events and major natural disasters.</p>	<ul style="list-style-type: none"> ▪ Expand Regional Collaboration. ▪ Strengthen Planning and Citizen Preparedness Capabilities 	<p>Prevention Response Recover</p>	<ul style="list-style-type: none"> ▪ Citizen Evacuation and Shelter-in-Place ▪ Community Preparedness and Participation ▪ Economic and Community Recovery ▪ Mass Care (Sheltering, Feeding, and Related Services) ▪ Planning 	<p>16, 17, 18</p>	<p>#5: Emergency Management #6: Mass Care #14: Long-Term Recovery</p>

Goal	Priority	Mission Area	Target Capability	Objectives	ESF #
<p>GOAL 7: Enhance the U.S. Virgin Islands’ Mass Fatality, Mass Care, Citizen Corps, and Volunteer Organization programs and capabilities territory-wide.</p>	<ul style="list-style-type: none"> ▪ Expand Regional Collaboration. 	<p>Prevention</p>	<ul style="list-style-type: none"> ▪ Citizen Evacuation and Shelter-in-place ▪ Community Preparedness and Participation ▪ Fatality Management ▪ Planning 	<p>19, 20, 21</p>	<p># 8: Public Health</p>
<p>GOAL 8: Ensure the implementation of NIMS, the NRF, and regional collaboration to manage response to domestic incidents, regardless of cause, size, or complexity.</p>	<ul style="list-style-type: none"> ▪ Implement NIMS and the NRF. 	<p>Prevention Protection Response Recovery</p>	<ul style="list-style-type: none"> ▪ Emergency Operations Center Management ▪ Planning 	<p>22, 23,</p>	<p>#5: Emergency Management</p>
<p>GOAL 9: Ensure Emergency Public Information and Warning capabilities can deliver useful information under all hazards and Citizen Evacuation and Shelter-in-Place capabilities can effectively protect at-risk populations.</p>	<ul style="list-style-type: none"> ▪ Expand regional collaboration. ▪ Strengthen Planning and Citizen Preparedness Capabilities 	<p>Response</p>	<ul style="list-style-type: none"> ▪ Citizen Evacuation and Shelter-in-Place ▪ Community Preparedness and Participation ▪ Emergency Public Information and Warning ▪ Mass Care (Sheltering, Feeding, and Related Services) ▪ Planning 	<p>24, 25,</p>	<p>#2: Communications #5: Emergency Management #6: Mass Care</p>

Goal	Priority	Mission Area	Target Capability	Objectives	ESF #
<p>GOAL 10: Enhance Border Security capabilities for territorial waterways and international borders protection.</p>	<ul style="list-style-type: none"> ▪ Expand regional collaboration. 	<p>Prevention Protection Response</p>	<ul style="list-style-type: none"> ▪ Counter-Terror Investigation and Law Enforcement ▪ Critical Infrastructure Protection ▪ Intelligence and Information Sharing and Dissemination ▪ Planning 	<p>26, 27,</p>	<p>#1: Transportation #5: Emergency Management #13: Public Safety and Security</p>

Table 2: Goals and Associated Target Capabilities

Goal	1	2	3	4	5	6	7	8	9	10
COMMON TARGET CAPABILITIES										
1.Planning	.	✓	✓	.	✓	✓	✓	✓	✓	.
2.Communications	.	✓
3.Risk Management
4.Community Preparedness And Participation	✓	✓	.	✓	✓
5.Intelligence and Information Sharing and Dissemination	.	.	.	✓	✓
PREVENT MISSION AREA										
6.Information Gathering and Recognition of Indicators and Warnings	.	.	.	✓
7. Intelligence Analysis and Production	.	.	.	✓
8.Counter-Terror Investigation and Law Enforcement	.	.	.	✓	✓
9.CBRNE Detection	✓
PROTECT MISSION AREA										
10. Critical Infrastructure Protection	.	.	.	✓	✓	✓
11.Food and Agriculture Safety and Defense
12. Epidemiological Surveillance and Investigation	.	.	✓
13. Laboratory Testing
RESPONSE MISSION AREA										
14. On-Site Incident Management
15. Emergency Operations Center Management	.	✓	.	.	✓	.	.	✓	.	.
16. Critical Resource Logistics and Distribution
17. Volunteer Management and Donations
18. Responder Safety and Health
19. Emergency Public Safety and Security Response	.	✓

Goal	1	2	3	4	5	6	7	8	9	10
20. Animal Disease Emergency Support
21. Environmental Health
22. Explosive Device Response Operations	✓
23. Fire Incident Response Support										
24. WMD and Hazardous Materials Response and Decontamination	✓
25. Citizen Evacuation and Shelter-In-Place	✓	✓	.	✓	.
26. Isolation and Quarantine
27. Search and Rescue (Land-Based)
28. Emergency Public Information and Warning	✓	.
29. Emergency Triage and Pre-Hospital Treatment	.	.	✓
30. Medical Surge	.	.	✓
31. Medical Supplies Management and Distribution
32. Mass Prophylaxis	.	.	✓
33. Mass Care (Sheltering, Feeding, and Related Services)	✓	.	.	✓	.
34. Fatality Management	✓	.	.	.
RECOVER MISSION AREA										
35. Structural Damage Assessment
36. Restoration of Lifelines
37. Economic and Community Recovery	✓

Table 3: Projected Timeline of Goals and Objectives

	2011		2012				2013				2014			
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
GOAL 1: Enhance Weapons of Mass Destruction (WMD) & Hazardous Materials (HazMat) Response and Decontamination Capability.														
Objective 1							Annually							
Objective 2							Annually							
Objective 3							Annually							
GOAL 2: Improve the interoperability of territorial communications functions for “all-hazards” responses, enhance the communication capability among all first responder agencies in a multi-disciplinary environment, and enhance the territory’s 9-1-1 system.														
Objective 4							Annually							
Objective 5							Annually							
GOAL 3: Develop a territory-wide medical surge capability to rapidly expand the capacity of the existing healthcare system in order to handle a catastrophic event or major incident.														
Objective 6														
Objective 7														
Objective 8														
GOAL 4: Develop an Intelligence Information Sharing Fusion Center to produce up-to-date threat, vulnerability, and risk information.														
Objective 9							Annually							
Objective 10							Annually							
Objective 11														
GOAL 5: Ensure that “All-Hazards” Emergency Management and Critical Infrastructure Protection planning and programs are maintained and enhanced territory-wide.														
Objective 12														
Objective 13														
Objective 14							Annually							
GOAL 6: Strengthen Continuity of Operations (COOP) and Continuity of Government (COG) plans to support the VITEMA Comprehensive Emergency Management Program to														
Objective 15														
Objective 16														
Objective 17														
GOAL 7: Enhance the U.S. Virgin Islands’ Mass Fatality, Mass Care, Citizen Corps, and Volunteer Organization programs and capabilities territory-wide.														
Objective 18														
Objective 19														
Objective 20							Annually							
GOAL 8: Ensure the implementation of NIMS, the NRF, and regional collaboration to manage response to domestic incidents, regardless of cause, size, or complexity.														
Objective 21														
Objective 22														
GOAL 9: Ensure Emergency Public Information and Warning capabilities can deliver useful information under all hazards and Citizen Evacuation and Shelter-in-Place capabilities can														
Objective 23														
Objective 24														
GOAL 10: Enhance Border Security capabilities for territorial waterways and international borders protection.														
Objective 25														
Objective 26														

AUTHORITIES AND REFERENCES

Authorities

- Executive Order 12148, *Federal Emergency Management*, dated July 20, 1979, as amended.
- Executive Order 12472, *Assignment of National Security and Emergency Preparedness Telecommunications Functions*, dated April 3, 1984.
- Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*, dated November 18, 1988, as amended.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 U.S.C. 5121, et seq.).
- The Homeland Security Act of 2002, PL 107-296, enacted 11/25/02.
- The National Security Act of 1947, 50 U.S.C. 401 (as amended).
- V. I. Code, Title 23, the VITEMA Act (5233) of 1986 and the Emergency Management Act of 2009.

References

- Homeland Security Presidential Directive 3 (HSPD 3), *Homeland Security Advisory System*, dated, March 11, 2002.
- HSPD 7, *Critical Infrastructure Identification, Prioritization, and Protection (CIP)*, dated Dec 17, 2003.
- HSPD 8, *National Preparedness*, dated December 17, 2003.
- *National Infrastructure Protection Plan*, dated 2009.
- *National Planning Scenarios*, dated March 2006.
- *National Preparedness Goals*, dated September 2007.
- *National Response Framework*, dated January 2008.
- PDD 62, *Combating Terrorism – Homeland Defense*, dated May 22, 1998.
- PPD 8, *National Preparedness*, dated March 30, 2011.
- *Target Capabilities List*, dated September 2007.
- *Universal Task List – Version 2.1*, dated February 2007.

