

The Virgin Islands Territorial Emergency Operations Plan





Promulgation Document/Signature Page

Transmitted herewith is the Virgin Islands Territorial Emergency Operations Plan (TEOP) for the United States Virgin Islands, which supersedes all previous formats and revisions. In 2021/22, the Virgin Islands Territorial Emergency Management Agency (VITEMA) initiated a complete revision of the TEOP. The new version includes this Base Plan, annexes specific to the 15 Emergency Support Functions (ESF), and the following hazard-specific annexes: Active Threat/Active Shooter; Cyber Attack; Hurricane/Tropical Storm; Earthquakes; Tsunamis; and Pandemic-Human. All Coordinating Agencies with roles and responsibilities participated in the revision of this document.

The purpose of the TEOP is to establish the overall framework within which all entities of Territorial government, non-governmental organizations, private sector, and our citizens will operate in an integrated and coordinated fashion before, during and after a disaster.

This plan is in accordance with existing federal and territorial statutes and understandings of the various departments involved. It will be reviewed and recertified periodically by the VITEMA Director. All recipients are requested to advise VITEMA of any and all changes which might result in its improvement or increase in its usefulness.

Plan Approval and Review Acknowledgment

Emergency Support Function Representatives	Signature	Date
Department of Property and Procurement		4/8/2022
Bureau of Information and Technology		4/8/2022
Department of Public Works		4/8/2022
VI Fire Services		4-8-2022
Department of Human Services		04.11.2022
Department of Health		4.8.2022
Department of Agriculture		4-8-2022
VI Energy Office		4-12-2022
Water and Power Authority		4-13-2022
VI Police Department		4/8/2022
Office of Disaster Recovery		4/8/2022
Office of the Governor		4/11/2022



U.S. Virgin Islands Territorial Emergency Operations Plan



By virtue of the authority vested in me, by the United States Virgin Islands, I hereby promulgate and issue the Territorial Emergency Operations Plan as the official guidance of all concerned.

Daryl D. Jaschen
Virgin Islands Territorial Emergency Management Agency

13 APRIL 2022

Date



Record of Distribution

The TEOP is digitally published at the Virgin Islands Territorial Emergency Management Agency Website: www.vitema.vi.gov.



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- Cyber Attack
- Hurricane/Tropical Storm and Flooding
- Earthquakes
- Terrorism
- Tsunamis
- Pandemic-Human



TERRITORIAL EMERGENCY OPERATIONS PLAN BASE PLAN

I. INTRODUCTION

- A. In accordance with Virgin Island Code, Title 23, the VITEMA Act (5233) of 1986 and VI Emergency Management Act of 2009, VITEMA establishes direction and control of a Territory response based on functional support groups, involving broad participation from Territory, private and voluntary relief organizations, and compatible with the federal response and recovery concepts of operation.
- B. Each territorial agency tasked with a responsibility in the TEOP or supporting plans and annexes shall develop, maintain, and ensure their ability to implement response plans in support of the TEOP, as required by Virgin Islands Code Title 23, Chapter 10 of Territorial Emergency Management Act.
- C. Emergency response personnel, equipment, and facilities will maintain a state of readiness to save lives, prevent or minimize damage to property, protect public health and provide assistance to all who are threatened by an emergency or become victims of a disaster.
- D. The Territory will coordinate emergency response and recovery operations across the various U.S. Virgin Islands, including support provided by other states, the federal government, Non-Governmental Organizations (NGO), and private organizations.
- E. The Governor will determine the level and duration of commitment of Territorial resources.
- F. The TEOP provides the foundation for territorial emergency response and recovery operations.

II. PURPOSE

- A. Identifies the role of territorial government and coordinating non-governmental organization (NGO) and private sector partners before, during, and after a disaster, large-scale emergency, or event affecting the U.S. Virgin Islands.
- B. Establishes the concepts and policies under which all elements of territorial government and coordinating NGOs and private sector partners will operate during emergencies.
- C. Outlines responsibilities of Territorial government officials, agencies, and private organizations that the annexes specify in more detail.
- D. Provides the framework within which more detailed emergency plans or procedures can be developed and maintained.
- E. Provides a framework for a prompt, effective and seamless assistance to U.S. Virgin Islands and individual Districts when federal assistance is requested.



III. SCOPE

- A. Designed to address all hazards identified in the Threat and Hazards Identification and Risk Assessment (THIRA) as well as the Territory's Hazard Mitigation Plan.
- B. Establishes the policies and procedures by which the Territory will coordinate Territory and federal response to disasters affecting the U.S. Virgin Islands and its citizens. The mechanisms include coordination structure and processes for incidents requiring:
 - 1. Local-to-local support through Territory Mutual Aid (TMA).
 - 2. Territory support to St. Croix District and St. Thomas-St. John-Water Island District.
 - 3. State-to-Territory support through the Emergency Management Assistance Compact (EMAC) or other appropriate instruments; and public and private sector incident management integration.
 - 4. Direct federal support through federal agencies acting within their own authorities.
- C. Describes how the Territory will mobilize resources and conduct activities to guide and support Territory efforts through preparedness, response, recovery, and mitigation.
- D. Addresses the various types of emergencies likely to occur, from Territory emergencies with minor impact to catastrophic disasters.
- E. Describes the responsibilities of the Government of the Virgin Islands (GVI) agencies in executing effective response and recovery operations and assigns specific functions and responsibilities to the appropriate GVI agencies and organizations.
- F. Outlines the types of assistance private sector and voluntary organizations provide.
- G. Supports the National Incident Management System (NIMS) and the Incident Command System (ICS) including Community Lifelines.¹

¹ <https://www.fema.gov/emergency-managers/practitioners/lifelines>



IV. PLAN STRUCTURE

- A. The TEOP describes a territory-wide, integrated approach to incident management and includes overarching planning assumptions, roles and responsibilities, concept of operations, specific hazard plans, and plan maintenance guidance.
- B. Emergency Support Functions (ESF)-specific annexes and appendices provide all-hazard overviews from the coordination agencies with input from stakeholders.
- C. Hazard-specific annexes and appendices provide a detailed concept of operations tailored specifically to the most-likely incidents to cause catastrophic impact to the Territory.

V. SITUATION AND ASSUMPTIONS

- A. Situation
 1. The U.S. Virgin Islands is a group of Caribbean islands, comprised of the islands of St. Croix, St. Thomas, St. John, Water Island, and smaller islets and cays. The Territory encompasses about 134 square miles.
 2. Based on the 2020 Census, the U.S. Virgin Islands has a population of 105,870—similar to its 2010 population of 106,405.
 3. The tourism population in the U.S. Virgin Islands is significant. The following tourist information for 2019² is provided by the V.I. Bureau of Economic Research:
 - a. Cruise ship passenger arrivals: 1,433,122
 - St. Thomas/St. John: 1,391,802
 - St. Croix: 55,806
 - b. Airline passenger arrivals: 419,247
 - St. Thomas/St. John: 329,300
 - St. Croix: 89,946
 4. The proximity of the large percentage of the Territory's residential population to the coastline combined with a huge tourist population creates the potential for a catastrophic loss of life and property due to an array of hazards.
 5. The U.S. Virgin Islands is vulnerable to a variety of hazards threatening human loss and injury; property damage; environmental degradation; destruction of tourism and industrial resources; and disruption of

² Note: 2020 statistics were not used due to the impacts from the COVID-19 pandemic.



government, social, and economic activities. A synopsis to the Territory hazard analysis is included in **Appendix A** to this Base Plan.

- a. The Territory conducted planning analysis based on a hazard's relative frequency, potential severity, and historic information available.
 - b. Hazards generally fall into four categories: natural; accidental; civil or political incident; or terrorist or criminal incident. In a major disaster situation, hazards in more than one of these categories may occur concurrently.
 - c. Hazards outlined in the Territorial Hazard Analysis are considered potential risks to the U.S. Virgin Islands. Historically, the greatest risk is from natural hazards such as hurricanes, and earthquakes. However, the expansion of Water and Power Authority (WAPA) and the use of Liquefied Petroleum Gas (LPG) increases hazardous materials risks in the Territory.
 - d. No single threat or hazard exists in isolation and incidents may create multiple impacts. The TEOP focuses on core capabilities that can address emergent impacts as part of crisis and contingency planning courses of actions.
6. The government is led by an elected Governor and is comprised of 42 agencies.
 7. The Territory is committed to Continuity of Government (COG) and Continuity of Operations (COOP) programs. The Territory has developed standalone COG and COOP Plans in considering all potential hazards to the Territory.
 8. Incidents are typically managed at the lowest possible geographic and organizational level. As such, direction of emergency operations will be executed within the St. Croix District and St. Thomas-St. John-Water Island District. The Territory maintains emergency operations centers (EOC) in St. Thomas, St. Croix, and St. John to manage island-specific response operations and coordinate local-to-local support through TMA.
 9. VITEMA maintains an Emergency Communications Center (ECC) in St. Thomas and St. Croix to serve as the 24/7 public safety answering point (PSAP).
 10. If the cause of an incident is determined to have been a terrorist act, appropriate federal agencies will likely assume direction and control of the investigation, in coordination with Territory authorities. Territory resources will continue to be responsible for all non-investigatory response and recovery functions.



11. The TEOP can be activated with or without a Presidential Disaster Declaration.
12. Territorial agencies and NGO's are prepared to fulfill responsibilities assigned to them in the TEOP. Territorial agencies' abilities to execute their response and recovery tasks are enhanced through the development, maintenance, and exercising of agency continuity plans.
13. VITEMA briefs appropriate Territorial officials and private organizations on their roles and responsibilities in the execution of this TEOP.
14. The TEOP complies with appropriate territory and federal laws and authorities (see Part XII, Authorities and References).
15. A planned and coordinated response on the part of territory and local officials can save lives, protect property, and more quickly restore essential services. The Territory maintains the *United States Virgin Islands Disaster Recovery Plan* to manage the long-term restoration of critical lifelines following a disaster.
 - a. The Virgin Islands Office of Disaster Recovery (VIODR) was established by Executive Order No. 487-2019 on 17 June 2019.
 - b. The VIODR Director is the Governor's Authorized Representative (GAR) for the purposes of federal disaster recovery matters and administers the federal disaster assistance program on behalf of the Territory of the U.S. Virgin Islands. VIODR is under the Virgin Islands Public Finance Authority (VIPFA).
 - c. VIODR provides executive oversight and coordination to all disaster recovery program funds and operations, thus ensuring compliance, efficiency, and effectiveness.

B. Assumptions

1. Incidents or special events, including large-scale emergencies, require full coordination of operations and resources, and may:
 - a. Occur at any time with little or no warning.
 - b. Require significant information sharing across islands and between the public and private sectors.
 - c. Have a significant territory-wide impact requiring significant intergovernmental coordination.
 - d. Can result in mass casualties; displaced persons; property loss; environmental damage; and disruption of the economy and normal life support systems, essential public services, and basic infrastructure.



2. Incident effects may be minimized by the proactive notification and deployment of Territory resources in anticipation of or in response to major incidents in coordination and collaboration with NGOs, private, and federal entities. A catastrophic incident will:
 - a. Require resources to assist individuals with disabilities and those with access and functional needs.
 - b. Impact critical infrastructure across sectors.
 - c. Exceed the capabilities of the Territory, NGOs, and private sector partners.
 - d. Attract a sizeable influx of public, private, and voluntary resources, including independent and spontaneous volunteers.
 - e. Require short-notice asset coordination and response.
 - f. Require prolonged, sustained incident management operations and support activities for long-term community recovery and mitigation.
3. Agencies, organizations, and individuals are aware of responsibilities assigned to them in this plan and respond as directed in this plan.
4. Territory officials are aware that a disaster can exhaust capabilities and require mutual aid assistance.
5. Federal capabilities and resources can augment territorial efforts to meet disaster related needs, particularly if responses are beyond the capabilities of each island/District.
6. Government agencies provide information, guidance, and coordination to private and volunteer organizations that cooperate with government officials at all levels.
7. The likelihood that an incident uniformly impacts the entire Territory is minimal. Physical damage, economic impacts, and community-level consequences are expected to vary. Depending on the emergency, impacts may be exacerbated by the incident type, geographic location, and/or pre-existing population vulnerabilities.

VI. CONCEPT OF OPERATIONS

- A. General
 1. This Plan, and its annexes, support the National Response Framework (NRF).
 2. This plan is supported by Territorial and federal organizational levels of Emergency Management.



3. Preparedness, response, recovery, and mitigation are general responsibilities of all levels of government working together to provide a system to meet the needs of the public.
 4. Emergency operations will be initiated at the lowest level able to effectively respond to the situation.
 5. Virgin Island Code, Title 23, the VITEMA Act (5233) of 1986 and VI Emergency Management Act of 2009, delegates to the Governor ultimate responsibility and authority for all emergency management activities in the Territory. The Governor can delegate authority but not responsibility.
 6. The VITEMA Director supervises all emergency operations at the EOC, coordinates emergency functions of other Territory agencies as dictated by the TEOP, and acts as the central point of contact for all assistance from outside the Territory.
 7. When an emergency exceeds the Territory's capability to respond, VITEMA coordinates requests to the proper federal agencies, as outlined in the NRF and all federal disaster response and recovery plans and legislation.
 8. The U.S Virgin Islands must be prepared to manage initial emergency activities for at least 96 hours, regardless of the size and scope of the incident. Federal government resources may not be available in the early stages of an emergency.
- B. Emergency Support Functions
1. The Territory has established ESF with Territory agencies and volunteer organizations to support response and recovery operations to mirror the NRF.
 2. A Territory agency within each ESF has coordinating responsibility for the planning and implementation of each ESF. The exception is WAPA who has responsibility for ESF 12 (Energy).
 3. By Executive Order, the designated coordinating agency will coordinate the development and preparation of ESF annex and any supporting Standard Operating Guides (SOG) and Procedures (SOP).
 4. Coordinating agencies, support agencies and volunteer organizations are incorporated into plans and annexes.
 5. Additional Territory agencies may be required to support each ESF and hazard-specific annex.
 6. ESFs and hazard-specific annexes and coordinating agencies are designated in Table 1.



Table 1. ESF and Hazard-Specific Annex Coordinating Agencies

ESF	TITLE	Coordinating Agency
Emergency Support Functions		
ESF 1	Transportation	Department of Property and Procurement
ESF 2	Communications	Bureau of Information and Technology
ESF 3	Public Works and Engineering	Department of Public Works
ESF 4	Firefighting	VI Fire Service
ESF 5	Emergency Management	Virgin Islands Territorial Emergency Management Agency
ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services	Department of Human Services
ESF 7	Resource Management	Department of Property and Procurement
ESF 8	Public Health and Medical Services	Department of Health
ESF 9	Search and Rescue	VI Fire Service
ESF 10	Oil and Hazardous Materials Response	VI Fire Service
ESF 11	Agriculture and Natural Resources	Department of Agriculture
ESF 12	Energy	Virgin Island Energy Office Water and Power Authority
ESF 13	Public Safety and Security	VI Police Department
ESF 14	Long-Term Community Recovery	Office of Disaster Recovery
ESF 15	Public Information	Governor’s Office/ Communications Division
Hazard-specific Annexes		
NA	Active Threat/Active Shooter	VI Police Department
NA	Cyber Attack	Bureau of Information and Technology
NA	Hurricane/Tropical Storm and Flooding	Virgin Islands Territorial Emergency Management Agency
NA	Earthquakes	Virgin Islands Territorial Emergency Management Agency
NA	Terrorism	Virgin Islands Territorial Emergency Management Agency
NA	Tsunamis	Virgin Islands Territorial Emergency Management Agency
NA	Pandemic-Human	Department of Health



C. Emergency Operations

1. The Territory has established a system of emergency classification levels that increase from "I" to "III" based on activation levels. The emergency classification system specified in **Appendix B** is key for activating EOCs and mobilizing Territory resources — each department or agency implements internal personnel notification procedures when notified of an emergency classification.
 - a. EOC staffing is determined by the type and scope of the incident.
 - b. Territory agencies or the EOC may conduct some level of response operations at any classification level but responses requiring multiple ESF-level coordination normally occur at Class II.
 - c. A Class II emergency normally includes activation of the TEOC.
 - d. A Class I emergency is normally accompanied by a Governor's State of Emergency.
2. When an emergency occurs, VITEMA will be notified by its partners across the Territory or direct observation from the ECCs in St. Thomas or St. Croix.
3. VITEMA may activate one or more EOCs in St. Thomas, St. Croix, and St. John to manage island-specific and territory-wide response operations. See **Appendix B** to this Base Plan for the EOC activation levels.
4. Awareness of an incident is not a mandate for VITEMA to coordinate operations.
 - a. In most cases, a Territory agency exercises its own authority to maintain public order and safety or to exercise its statutory functions in response to an incident.
 - b. VITEMA's authority does not impede state agencies from carrying out their responsibilities under law.
5. Private and volunteer organizations augment local resources whenever possible. They coordinate personnel and resources with the Territory to avoid duplication of effort or omission of needed assistance.
6. On behalf of the Governor, VITEMA evaluates requests for assistance. If VITEMA determines assets have been used fully and Territory resources are available, VITEMA and ESF coordinating agency provides coordination of Territory resources through TMA.
7. The Governor may authorize use of Territory resources by declaring a "State of Emergency" according to Virgin Island Code, Title 23, the VITEMA Act (5233) of 1986, under which response and recovery provisions of the TEOP are implemented. Appropriate assistance may also come without a state



emergency declaration if resources are needed to save lives or relieve extreme suffering and hardship.

- a. The Governor or designee may verbally issue a State of Emergency or activate the TEOP, and then complete the written Executive Order.
8. The Governor and the heads of Territory agencies are referred to as the Emergency Management Council (EMC). The EMC coordinate their assigned emergency responsibilities either in person or virtually.
9. Territory emergency management activities emanate from the EOC. Depending on the nature of the incident, other direction and control facilities may be activated (District EOC and/or mobile command post).
10. Agency functions critical to territorial emergency response and recovery operations shall have restoration priority. Top priorities for incident management are to:
 - a. Save lives and protect the health and safety of the public, responders, and recovery workers.
 - b. Protect property and mitigate damages and impacts to individuals, communities, and the environment.
 - c. Protect and restore critical infrastructure and key resources.
 - d. Facilitate recovery of individuals, businesses, communities, governments, and the environment.
11. Damage assessment and advisory teams are dispatched in accordance with procedures in damage assessment procedures. This activity does not require a Governor's Declaration.
12. Warnings are disseminated through a collaboration of ESF 5 (Emergency Management) and ESF 15 (Public Information). The Governor's Office and VITEMA coordinates state warning activities.
13. If Territory government capabilities (financial or operational) are exhausted, the Governor can request several types of federal disaster assistance. If the request is approved, provision of assistance and management proceed.
14. Restoration of Lifelines
 - a. The Federal Emergency Management Agency (FEMA) developed the community lifelines construct to increase effectiveness in disaster operations.
 - b. Lifelines represent the most fundamental services in the community, that when stabilized, enable all other aspects of society.



c. Lifelines provide an outcome-based, survivor centric frame of reference that assists with identifying interdependencies, prioritizing operations, and facilitating communications. Table 2 highlights the FEMA Lifeline descriptions and objectives.

Table 2: Lifelines and Descriptions

Lifeline	Components	Related ESF
Safety and Security 	<ul style="list-style-type: none"> • Law Enforcement/Security • Fire Service • Search and Rescue • Government Service • Community Safety 	<ul style="list-style-type: none"> • ESF 4 • ESF 8 • ESF 9 • ESF 10 • ESF 13
Food, Water, Shelter 	<ul style="list-style-type: none"> • Food • Water • Shelter • Agriculture 	<ul style="list-style-type: none"> • ESF 3 • ESF 6 • ESF 11
Health & Medical 	<ul style="list-style-type: none"> • Medical Care • Public Health • Patient Movement • Medical Supply Chain • Fatality Management 	<ul style="list-style-type: none"> • ESF 8
Energy (Power & Fuel) 	<ul style="list-style-type: none"> • Power Grid • Fuel (gas, diesel, and propane) 	<ul style="list-style-type: none"> • ESF 12
Communications 	<ul style="list-style-type: none"> • Infrastructure • Responder Communications • Alerts, Warnings, and Messages • Finance • 9-1-1 and Dispatch 	<ul style="list-style-type: none"> • ESF 2
Transportation 	<ul style="list-style-type: none"> • Highway/Roadway/Motor Vehicle • Mass Transit • Railway • Aviation • Maritime 	<ul style="list-style-type: none"> • ESF 1
Hazardous Materials 	<ul style="list-style-type: none"> • Facilities • Hazardous Materials, Pollutants, Contaminants 	<ul style="list-style-type: none"> • ESF 10



- d. ESF 5 (Emergency Management), ESF 7 (Resource Management), and ESF 15 (Public Information) support all lifelines.
 - e. Following a disaster or large-scale incident, the Territory will lead the restoration of critical functions, services/programs, vital resources, facilities, and infrastructure to affected areas.
- D. Direction, Coordination and Control
- 1. Direction and control of a Territory emergency resides with the VITEMA Director and the EOC Command Section (see ESF 5 Annex, Emergency Management, for command organization).
 - a. The Director of VITEMA will coordinate all territorial agencies and departments mobilized pursuant to this plan.
 - b. In the event of an emergency situation beyond the Territory government's control capabilities, and to assure efficient response and use of resources, the VITEMA Director, under a State of Emergency declared by the Governor and at the direction of the Governor, may assume direct operational control over all or any necessary part of the emergency operations functions within the Territory.
- E. National Incident Command System
- 1. The Territory has adopted NIMS, as outlined in DHS protocol, as the standard incident management structure within the U.S. Virgin Islands.
 - 2. ICS is the standard for on-scene emergency management throughout the Territory.
 - 3. Each ESF Coordinating and Support agency will integrate the principles of NIMS and ICS into their respective ESF agency planning and response operations, and ensure their personnel are trained on the principles of both NIMS and ICS.
 - 4. Incident Command
 - a. In accordance with ICS, the senior on-scene official of the first responding agency (VI Fire Service [VIFS], VI Police Department [VIPD], or Emergency Medical Service [EMS]) to arrive at the incident will assume command and organize the response.
 - b. The Incident Commander (IC) can be from a district unit of government or from a Territorial or federal agency, as long as they have the expertise, capability, and authority. The IC may change as the incident progresses.
 - c. The IC has tactical control of personnel and equipment resources employed at the incident site.



- d. The IC is the only authority who may authorize the release of any resources. No resources may leave the incident until authorized to do so.
 - e. The EOC has operational control of personnel and equipment resources of their respective islands.
 - f. The EOC has strategic control of personnel and equipment resources supporting the Territory.
5. Unified Command
- a. If the incident affects a wide geographic area, or if agencies with distinctly different capabilities need to perform several functions, a transition may occur from an Incident Command to a Unified Command.
 - b. The local IC or federal On-Scene Coordinator (OSC) may recommend the formation of a Unified Command.
 - c. When a Unified Command is implemented, the IC and other representative responding within their authority meet and take the following measures:
 - (1) Agree to act in concert, or at least coordinate efforts.
 - (2) Agree on objectives, priorities, and strategies.
 - (3) Recognize each other's authorities, capabilities, limitations, roles, and responsibilities.
 - (4) Establish lines and methods of communication.
 - d. The Unified Command may appoint a single person to carry out command decisions.
 - e. The Unified Command and response generally continue until the response is terminated, or the roles of all but one level of government have diminished to the point where the primary level of government provides a single Incident Command.
 - f. Seniority is ranked according to competency and breadth of responsibility. Competency is determined by meeting the requirements of training and experience. All officials meeting the competency criteria are senior to those who do not, unless specifically charged with overriding authority applicable to the specific incident situation by Territory or federal law.
 - g. VITEMA will coordinate core incident command functions including Planning, Operations, Logistics and Finance
 - h. Use of ICS throughout a response and recovery is encouraged.



F. Damage Assessment

1. Upon notice that a potentially damaging incident has occurred, "situation monitoring" activities are established at SEOC.
2. Raw damage information is gathered and reported to the EOC, where Damage Assessment and Incident Analysis refine the raw data into information useful for effective management decisions. This involves three groups.
 - a. Operations Section: Monitor input from various collectors and overall mission management.
 - b. Planning Section: Analyze collected information to identify significant trends. Develop draft recommendations of response priorities.
 - c. ESF 15 (Public Information): Disseminate information in a variety of reports and through the media via the Public Information Officer (PIO). Provide information to all persons with operational needs quickly enough for them to take appropriate and timely action(s).
3. After evaluating the damage information, the VITEMA Director may decide to organize state damage assessment personnel (survey teams) to assess and enhance local efforts.
4. The Territory will form damage assessment teams as needed with the appropriate representatives.
5. In a catastrophic disaster, the VITEMA Director may request damage assessment support from FEMA.
6. If a request to the President for federal assistance seems imminent, VITEMA and FEMA conduct a joint, on-site, preliminary damage assessment. Appropriate personnel accompany the federal and Territory damage survey teams and participate in the survey.
7. Damage assessment information gathered from the field is recorded on forms provided by VITEMA/FEMA.
8. Two types of damage reports are completed. One records damage to private property (individuals, residences, and businesses), and the other documents damage to public facilities (infrastructure).
9. All damage reports coming to EOC are tabulated, recorded, and maintained for access and review.
10. Responsibilities for damage assessment are assigned based on the infrastructure associated with each ESF.
11. Damage assessment will be synthesized and reported by lifelines.



VII. INFORMATION COLLECTION AND DISSEMINATION

A. General

1. VITEMA has developed a list of Essential Elements of Information (EEI) applicable to all hazards. The list is included in **Appendix E**.
2. VITEMA maintains computer-based planning aids, such as HAZUS for hazard mitigation planning. HAZUS allows planners to model and estimate damages from natural hazards disasters based on severity.
3. FEMA will request data be collected, organized, and reported by community lifelines.
4. A common operating picture based on situational awareness is needed in order to develop action plans, produce Situational Reports, identify shortfalls, and manage resources.
5. It is important to obtain and disseminate the most current and accurate disaster related information possible.
6. ESF 5 (Emergency Management) conducts a preliminary analysis to ensure the Territory's residents life safety and protection of property upon receiving initial data after an incident.
7. Providing emergency information to the public and all levels of government is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred.

B. Information Flow

1. Information obtained in the field, or from other sources, is made available to VITEMA as soon as possible. However, routing of the information is dependent upon if the EOC is staffed.
2. In the event an EOC is not activated, either the St. Croix or St. Thomas VITEMA office will receive information from sources throughout the Territory and pass it on to the appropriate EOC Manager.
 - a. The EOC Manger, in accordance with SOPs, records and notifies the VITEMA Deputy Director of Operations.
3. VITEMA will notify Territorial agencies, ESF coordinators, and volunteer groups and the general public as required for further action.
4. When the EOC is activated, the Operations Section will receive and disseminate information.
5. Information will flow from and internally between various sources including EOCs, ESFs, Territory agencies, other federal warning points, and personnel in the field.



C. State Warning Point

1. VITEMA provides the Territory with a 24-hour, single point, emergency communications center to receive and disseminate information, and initiate warnings and notifications to Territory governmental officials of a situation that could threaten the general welfare, health, safety, and/or property of the Territory's residents and visitors.
2. VITEMA will coordinate with all appropriate departments/agencies and organizations to ensure timely warning readiness in case of a disaster or emergency.
3. VITEMA will maintain and test alternate warning systems for use in the event the existing primary system is damaged and rendered inoperable.
4. VITEMA will notify the EOCs, FEMA Region II, and ESF stakeholders whenever the potential for an emergency exists.
5. In the event of an imminent or actual disaster, VITEMA will initiate actions to warn districts and other Territorial agencies by all means necessary.
6. VITEMA will receive Weather Advisories from the National Weather Service (NWS) using the National Warning System (NAWAS) and other electronic means. VITEMA will forward weather advisories throughout State and local communications networks to alert local governments to conditions.
7. The Emergency Notification System is primarily used by emergency management, public safety, and public health organizations to contact either a localized segment of the public, threatened populations, or specialized groups, such as hospitals and response teams.
8. A variety of warning systems are available for use during emergency operations including:
 - a. Landline Telephone/Voice Over Internet Protocol (VOIP)
 - b. Cellular phone
 - c. Satellite phones/radios
 - d. 800 MHz radios
 - e. Integrated Public Alert and Warning System (IPAWS)
 - (1) Emergency Notification System
 - (2) National Alert Warning System (NAWAS)
 - (3) Emergency Alert System (EAS)
 - (4) Wireless Emergency Alerts (WEA)
 - (5) National Oceanic and Atmospheric Administration (NOAA) Weather Radio



- f. Alert VI
 - g. Telecommunications Device for the Deaf (TDD) or Text Telephone Relay (TTY)
 - h. Warning Sirens
 - i. Web postings
 - j. Social Media
 - k. Roving Patrols
9. Emergency Communication Systems are further detailed in ESF 2 (Communications).
- D. Emergency Warnings
1. Providing emergency warnings to the public and all levels of government is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred.
 2. Upon the Declaration of a State of Emergency by the Governor, ESF 15 (Public Information) will be the primary coordinating element in the dissemination of public information during emergency and disaster operations.
 - a. Details on the roles, responsibilities, resources, and methods is detailed in the ESF 15, Public Information Annex.
 - b. Prescription messages are managed by the Governor's Office.
 3. ESF 15 (Public Information) will release territorial government news releases to the media territory-wide and to national and international media as appropriate, with priority consideration given to the medium that can most effectively communicate with the at-risk population.
 4. Processes to disseminate information of public interest will follow established public information channels [radio, television (both broadcast and cable), print, news release, social media, and live interviews].
- E. Notification Systems
1. Alert VI
 - a. Alert VI is the Virgin Islands all-hazards alert and notification system.
 - b. Individuals must register in Alert VI to receive emergency notifications.
 - c. Alert VI issues critical emergency related information including instructions and recommended protective actions developed in real-time by emergency services agencies.



- d. Notification is accomplished through various communications systems including email, cell phone, landline, fax, and web postings.
 - e. The information provided includes severe weather warnings, significant road closures, hazardous materials spills, and other emergency conditions.
 - f. Additionally, Alert VI issues, through alerts and press releases, information regarding response actions being taken by Cabinet Agencies and protective actions that should be taken to protect individuals, families, and properties.
 - g. Text-to-speech and audio recording is also built into the system to meet American with Disabilities Act requirements.
2. All-Hazards Siren Warning System
- a. General
 - (1) The siren system is made up of sirens located on St. Croix, St. John, St. Thomas, and Water Island
 - (2) The All-Hazards Siren Warning System includes 44 sirens placed along USVI throughout the Territory.
 - (3) The system is set up to notify people who are outside of buildings.
 - (4) The system was developed primarily for no-notice or short disaster awareness lead times.
 - (5) The system alerts the public using tones, pre-recorded voice messages, and actual voice messages.
 - b. System configuration
 - (1) Tsunami
 - (2) Hurricane
 - (3) Flash Flood
 - (4) Curfew
 - (5) Hazardous
 - (6) All Clear
 - (7) Public Address
 - c. System testing
 - (1) Silent testing conducted once a month.
 - (2) Live testing to be conducted once a month using one of the preprogramed alerts on a rotating basis.



- (3) During exercises as appropriate.
 - d. Siren Activation
 - (1) The All-Hazards Warning System is activated by the ECCs.
 - (2) Each ECC has the capability to activate the entire territorial siren system or selected sirens as needed.
 - (3) The first ECC to receive a tsunami warning through the National Warning System or from the Pacific Tsunami Warning Center (PTWC) will immediately activate the siren system for the areas identified in the warning message.
 - (4) Once the sirens are activated, the ECC will implement their call down procedures.
3. Integrated Public Alert and Warning System
 - a. IPAWS is a modernization and integration of the nation's alert and warning infrastructure.
 - b. IPAWS provides an effective way to alert and warn the public about serious emergencies using the EAS, WEA, NOAA Weather Radio³, and other public alerting systems from a single interface.
 - c. VITEMA will test the EAS thru IPAWS once a month.
4. Wireless Emergency Alert System
 - a. WEA is a public safety system that allows customers who own certain wireless phones and other enabled mobile devices to receive geographically targeted, text-like messages alerting them of imminent threats to safety in their area.
 - b. The technology ensures that emergency alerts will not get stuck in highly congested areas, which can happen with standard mobile voice and texting services.
 - c. WEA enables government officials to target emergency alerts to specific geographic areas through cell towers that broadcast the alerts for reception by WEA-enabled mobile devices.
5. Emergency Alert System
 - a. EAS is a national public warning system that requires TV and radio broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, direct broadcast satellite service providers and wireline video service providers to

³ As of December 2019, the NOAA Weather alerts system in the Territory is nonoperational. NOAA has identified two (2) sites (1-St. Croix, 1-St. Thomas) to become broadcast stations that are part of their recovery plan.



- offer the President a communications capability to address the American public during a national emergency.
- b. EAS may be used by Territory authorities to deliver important emergency information such as AMBER (missing children) alerts and emergency weather information targeted to a specific area.
 - c. VITEMA has the ability to issue life safety alerts through EAS.
 - d. VITEMA will conduct Required Monthly Tests (RMT) of the EAS on different days and at different times each month.
6. Joint Information Center (JIC)/Joint Information System (JIS)
- a. A JIC is a physical location where the coordination and dissemination of information for the public and media are managed.
 - b. JICs may be established locally, regionally, or nationally depending on the size and magnitude of an incident.
 - c. In the event of incidents requiring a coordinated federal response, JICs are established to coordinate federal, Territory, and private-sector incident communications with the public.
 - d. The JIC staff facilitates dissemination of accurate, consistent, accessible, and timely public information to numerous audiences.

VIII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. General
1. Emergency activities before, during, and after an emergency are the responsibility of all levels of government.
 2. The Territory government conducts normal business when the TEOC is activated, except that the TEOC reports directly to the Governor and coordinates all agency and department activities.
 3. Most departments and agencies within the Territory government have emergency functions to perform in addition to their normal duties.
 4. Each department and agency is responsible for developing and maintaining emergency management procedures in accordance with the direction and guidance given in this plan.
 5. Specific responsibilities are outlined in separate ESF and Hazard-specific annexes of this Plan.
 6. Responsibilities of certain organizations not part of the Territory government are also addressed in appropriate Annexes.
- B. Emergency Organization



1. The VITEMA Director supervises all emergency operations at the EOC, coordinates emergency functions of other state agencies as dictated by the TEOP, and acts as the central point of contact for all assistance from outside the Territory.
 2. Organizational responsibility assignments (i.e., ESF Coordinating and Support Agencies) covered by this Plan are found in **Appendix C** to the Base Plan, Table C-1 (Territory Emergency Support Functions, Responsibilities, and Assignments).
 3. Agencies requesting outside assistance will coordinate the request through the VITEMA Director on behalf of the Governor.
- C. Roles and Responsibilities
1. Territory Responsibilities.
 - a. Develop a Territory-level emergency management organization involving all government agencies, private and volunteer organizations that have responsibilities in comprehensive emergency management within the U.S. Virgin Islands.
 - b. Develop and implement a broad-based public awareness, education and preparedness program designed to reach U.S. Virgin Island residents and tourist.
 - c. Implement an equitable emergency management program designed to meet the needs of individuals with disabilities and those with access and functional needs.
 - d. Maintain the TMA and EMAC programs to provide and receive resources during time of need.
 - e. Coordinate assistance from FEMA and all federal agencies in accordance with their program requirements.
 - f. Establish direction and control of a Territory response and recovery organization based on ESFs, involving broad participation from Territorial government, private and voluntary relief organizations, and compatible with the federal response and recovery organization and concept of operations.
 - g. Develop and implement programs or initiatives designed to avoid, reduce, and mitigate the effects of hazards through the development and enforcement of policies, standards, and regulations.
 - h. Train Territorial agency personnel under each ESF on EMAC procedures and EOS to include identifying agency resources to sustain emergency operations, pre-scripting EMAC mission ready



- packages (MRP) with anticipated resource request, and listing agency resources available for interstate mutual aid missions.
- i. Ensure the overall TEOP is consistent with current Territory and federal guidance.
 - j. Verify the TEOP's accuracy and courses of action through exercise evaluation and ESF training.
2. Territory Agencies Responsibilities
- a. Preparedness
 - (1) Appoint a Coordinator, and alternate, to support EMC as assigned in this Plan.
 - (a) Emergency Coordinators will prepare and maintain assigned ESF and hazard-specific annexes of this Plan.
 - (b) Emergency Coordinators will have the authority to commit agency resources and expedite program operations in the provision and coordination of emergency services.
 - (2) Develop and maintain SOG/SOPs for the execution of primary functions in accordance with this plan.
 - (3) Assign liaisons to staff the EOCs in accordance with requirements set forth by the VITEMA Director.
 - (4) Maintain a 24-hour response capability to mobilize and use allocated and available resources to meet incident requirements.
 - (5) Maintain current internal notification/recall rosters and communications systems.
 - (6) Maintain a capability for the emergency procurement of resources required and not otherwise available.
 - (7) Support EMAC by ensuring lead and support ESF agencies are trained on EMAC responsibilities, to include pre-identifying resources that may be allocated to support other states.
 - (8) Inventory equipment and supplies and alleviate shortages.
 - (9) Provide training as appropriate to personnel assigned to execute respective emergency functions in this Plan and the overall Emergency Management Program.



- (10) Annually participate in Territorial exercises to validate TEOP and supporting SOPs.
 - (11) Review this plan annually and update assigned annexes and SOG/SOPs to meet current department policy and organization.
- b. Response
- (1) Staff EOC liaison.
 - (2) Participate in situation briefings.
 - (3) Facilitate in the IAP development process.
 - (4) Collect EEs to maintain a common operating picture and produce SitReps.
 - (5) Participate in damage assessment operations Identify and provide a Liaison Officer for each Agency EMAC Request to facilitate arrival and onward movement of EMAC support at the appropriate Staging Areas.
 - (6) Assist federal representatives in providing emergency response or disaster assistance within the affected areas.
- c. Recovery
- (1) Transition recovery operations to VIODR.
 - (2) Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.
- d. Mitigation
- (1) Facilitate disaster mitigation activities at ESF-specific facilities.
 - (2) Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.
3. VITEMA and VIODR Responsibilities
- a. Preparedness - VITEMA
- (1) Prepare for emergencies and disasters by conducting comprehensive assessments of the threats to the Territory and update the TEOP as required.
 - (2) Establish procedures for the maintenance, distribution, and publication of this Plan.
 - (3) Maintain a 24-hour Warning Point with ability to warn the public 24 hours a day.



- (4) Promote awareness, education, and preparedness programs designed to reach the whole community.
 - (5) Assign Territory resources specifically to support individuals with disabilities and those with access and functional needs.
 - (6) Identify and maintain resources available for response.
 - (7) Establish and maintain memorandums of agreement (MOA) with Puerto Rico, federal agencies and other states. Encourage mutual aid agreements with private industry.
 - (8) Provide technical and planning assistance to Territory agencies upon request.
 - (9) Establish and conduct an exercise and training program to test and evaluate Territory plans to maintain a high standard of preparedness.
 - (10) Establish an appropriate level of operational readiness.
 - (11) Maintain the VITEMA Emergency Operations Center SOP for EOC activities.
 - (12) Develop a SOG to relocate Territorial EOCs to an alternate location.
 - (13) Test communications.
 - (14) Conduct liaison activities with the federal government_ either directly with the FEMA Liaison Officer or the Region II Incident Management Assistance Team (IMAT).
 - (15) Initiate actions deemed necessary for effective implementation of this plan.
 - (16) Maintain surveillance of potentially threatening conditions to the Territory, and direct appropriate warning and response actions.
- b. Response - VITEMA
- (1) Activate and operate the EOC to a level appropriate to the threat when an actual or potential incident is first detected. See ESF 5 (Emergency Management) Annex for organization and duties.
 - (2) Manage incident planning, operations, logistics, and finance.
 - (3) Deploy or request liaison officers (LNO) as appropriate.
 - (4) Advise the Governor, Territory agencies, and necessary federal agencies of severity and magnitude of the incident.



- (5) Manage the Territory's response effort through ICS protocols.
 - (6) Coordinate execution of the various Annexes of this Plan with the emergency activities of Territory and federal government, NGOs, and private agencies.
 - (7) Upon declaration of a State of Emergency, provide public information through ESF-15 (Public Information). Conduct public information briefings, news releases and coordinate all emergency information generated by Territory agencies and departments.
 - (8) Manage the damage assessment process.
 - (9) Conduct a regular situation briefing to include reports from operating Territorial departments and agencies.
 - (10) Facilitate the "Planning P" process to develop the Incident Action Plan (IAP) for each defined operational period.
 - (11) Collect EEs to maintain a common operating picture and produce SitReps.
 - (12) Support ESF-specific operations in accordance with the IAP.
 - (13) Initiate and coordinate federal assistance requests
 - (a) Upon occurrence of an incident clearly beyond the capabilities and resources of the Territory, the Governor may request assistance from the federal government.
 - (b) If the disaster is of Class I or II, VITEMA will alert the FEMA Region II Regional Operation Center (ROC) to request a FEMA Liaison or alert them the Governor may submit a formal request for federal assistance.
 - (c) Upon request from the VITEMA Director, FEMA Region II may elect to use the Territory Liaison Officer or dispatch the Incident Management Assistance Team (IMAT) to the EOC to coordinate with VITEMA, and provide assistance in accordance with the NRF, as appropriate.
 - (14) Document the resources and personnel used by responding State agencies from incident onset through the Recovery Phase.
- c. Recovery - VIODR



- (1) Provides executive oversight and coordination to all disaster recovery program funds and operations, thus ensuring compliance, efficiency, and effectiveness.
 - (2) Maintain activities as detailed in the *United States Virgin Islands Disaster Recovery Plan*.
- d. Mitigation – VITEMA
- (1) Maintain and review the U.S Virgin Islands Hazard Mitigation Plan (THMP) annually, and update and publish changes as necessary.
 - (a) The THMP serves as the Territory's operational and programmatic guidance to promote cost-effective measures to reduce hazard impacts.
 - (b) The THMP encourages the development and implementation of mitigation strategies and establishes a comprehensive program to effectively and efficiently coordinate the Territory's services and resources to make the U.S. Virgin Islands more resilient to the human, environmental, and economic impacts of disasters.
 - (c) Mitigation measures may be implemented prior to, during, or after an incident.
 - (d) VITEMA conducts a comprehensive update of the THMP every five (5) years for submission to FEMA.
 - (2) Develop and implement THMP-specified programs designed to avoid, reduce, and mitigate the effects of hazards through the development and enforcement of policies standards and regulations.
 - (3) Promote mitigation efforts in the private sector by emphasizing business recovery plans and COOP Plans.
4. Federal Responsibilities
- a. The NRF outlines Federal Emergency Management responsibilities.
 - b. Preparedness
 - (1) Develop plans and procedures detailing how the federal government will assist States and Territories in response to all levels of disasters.
 - (2) Through FEMA, maintain a regionally based system to expedite the flow of information and response to emergencies.



- (a) The NRF provides guidance in preparation for federal assistance to the States and Territories.
 - (b) To help ensure state/federal coordination, FEMA Region II's Regional Response Plan contains an Annex detailing the Territory's Emergency Management System. This Annex refers to the TEOP and unique operational activities the Territory implements when responding to disasters.
- c. Response
 - (1) Provide federal assistance as directed by the President of the United States under the coordination of FEMA, and in accordance with federal emergency plans.
 - (2) Identify and coordinate provision of assistance under other federal statutory authorities.
 - (3) Supplement Territory-led efforts by providing federal assistance under governing secretarial or statutory authorities including the Defense Coordinating Element (DCE).
 - (4) Establish direct liaison between the federal ESFs and their corresponding Territory ESFs.
 - (a) Through the NRF, the federal government provides assistance through its 15 designated ESFs that mirror the Territory's response organization.
 - (5) Establish direct coordination with the Territory through a Federal Coordinating Officer (FCO).
 - (a) In most disaster response situations, (i.e., situations covered by the Stafford Act), the President will appoint an FCO to coordinate overall federal incident management and assistance.
 - (b) In situations not covered under the Stafford Act, the Secretary of Homeland Security may appoint a Principle Federal Officer (PFO) to coordinate overall Federal incident management and assistance. The Secretary of Homeland Security has currently retained that authority and is the PFO.
 - (6) Assist in development, review, and process of the Governor's request for a Presidential Disaster Declaration.



- (a) A Presidential Disaster Declaration makes available a series of federal disaster assistance programs to aid the Territory in its response and recovery efforts.
 - (b) The basis for the declaration is the determination by the President that the disaster is of such severity and magnitude that response is beyond the Territory's capabilities.
 - (7) To the extent that public law provides, channel federal assistance through and coordinated with the Governor or the designated authorized representative.
 - (8) Provide emergency response on federally owned or controlled property.
 - d. Recovery
 - (1) Initiate the federal emergency recovery process under the National Disaster Recovery Framework (NDRF), which occurs when the President of the United States issues a Presidential Disaster Declaration.
 - (2) Assist the Territory in conducting recovery operations in accordance with the *United States Virgin Islands Disaster Recovery Plan*.
 - (3) Reimburse response and recovery claims utilizing the authority of the FCO as authorized by the Stafford Act.
 - (a) Upon declaration of a major disaster, federal assistance to disaster victims may become available from three program areas: Individual Assistance, Public Assistance, and Mitigation.
 - (b) Administration of these programs may be coordinated through a joint Federal/Territorial effort in a Joint Field Office (JFO).
 - (c) Federal Individual and Public Assistance programs will be administered in accordance with the administrative plans submitted to FEMA post-event.
 - e. Mitigation
 - (1) Coordinate with the Hazard Mitigation Officer for Federal mitigation programs for the Territory/State.
 - (2) Programs include the National Flood Insurance Program (NFIP), Hazard Mitigation Grant Program (HMGP), Building



Resilient Infrastructure and Communities program (BRIC), and Flood Mitigation Assistance Grant Program (FMA).

5. Whole of Community
 - a. Reducing hazards in and around their residence by taking simple actions, such as raising utilities above flood level or taking in unanchored objects during high winds.
 - b. Preparing an emergency supply kit and household emergency plan to take care of themselves until assistance arrives. This includes supplies for household pets and service animals.
 - (1) See recommended disaster supplies list at <http://www.vitema.vi.gov> or <http://www.ready.gov>.
 - c. Monitoring emergency communications carefully for critical information and direction on how residents and visitors can reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.
 - d. Volunteering with an established organization.
 - (1) By volunteering with an established voluntary agency, individuals and households become part of the emergency management system and ensure their efforts are directed where needed most.
 - e. Enrolling in emergency response training courses such as basic first aid through the American Red Cross (ARC) or a more complex course through a local college to take initial response actions required to take care of themselves and their households, thus allowing first responders to focus on higher priority tasks that affect the entire community.
6. Voluntary Organizations Active in Disaster (VOAD)
 - a. Helps coordinate the Volunteer Management Plan and communicates within the Volunteer Donations Management Team (VDMT) to match volunteer's skills, ability, and interests with the ongoing labor needs of all ESF operations.
 - b. Collaborates among VOAD member organizations to accept unaffiliated volunteers who were successfully processed and found capable of contributing to the mission.
 - c. Monitors the Intake Process for unaffiliated volunteers and monitors the overall management of volunteers during disaster.



- d. Collaborates and helps coordinate the Donations Management Plan to support all ESFs and monitors the flow and distribution through the equitable distribution system and reports interruptions or inconsistencies to the VDMT Coordinator.
 - e. Helps volunteer and community organization representatives complete and submit their daily reports required to substantiate the eligible number of labor hours, supplies and materials contributed to the disaster effort. Ultimately, the Territorial Government may receive reimbursement from the FEMA Public Assistance Program.
 - f. Communicates the need for volunteers with civic associations such as:
 - (1) Rotary clubs and other civic groups, e.g. Lions, American Legion, Community Emergency Response Team (CERT), etc.
 - (2) Animal-related organizations, e.g. Humane Society, Animal Shelter, etc.
 - (3) Churches, synagogues, mosques, and interfaith groups.
 - g. Develops, trains, and exercise unaffiliated volunteers and goods and materials support program.
 - h. Establishes partnerships for coordination purposes with all community organizations active in disaster.
 - i. Helps voluntary organizations develop emergency preparedness plans including a system for badging or identifying volunteers.
 - j. Encourages member organizations to inventory their facilities, equipment, and personnel.
7. Private Sector Responsibilities:
- a. Planning for the protection of employees, infrastructure, and facilities.
 - b. Planning for the protection of information and business continuity of operations.
 - c. Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
 - d. Working with VITEMA pre-incident to determine what assistance and resources the private sector could provide the Territory.
 - (1) Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.



- e. Developing and exercising emergency plans before an incident occurs.
- f. Providing assistance (including volunteers) to support emergency management and public awareness during response and recovery processes.

IX. CONTINUITY OF GOVERNMENT

- A. COG is a coordinated effort within the executive, legislative, or judicial branches is needed to ensure that essential functions continue to be performed during and after an incident.
- B. COG is intended to preserve the statutory and constitutional authority of elected officials.
- C. COG and COOP planning give the Government of the Virgin Island (GVI) the capability to delegate authority, preserve records, maintain, and/or reconstitute its functions under threat or occurrence of any emergency that disrupts government operations and/or services.
- D. Each department, agency, division, or organization that has either primary or support responsibility for any ESF or Hazard-specific annex will maintain a line of succession of at least three persons by title. The line of succession for Territorial government and primary emergency support service agencies is documented in COG Plan.
- E. Development of U.S. Virgin Island's COG capability involves a series of preparedness and planning activities designed to ensure that territorial government can perform essential functions under emergency conditions.
- F. Developing and maintaining the COOP and COG plans ensures the Territory's COG capability.



X. ADMINISTRATION, FINANCE, AND LOGISTICS

A. General

1. The logistics function is a collaboration of ESF 5 (Emergency Management) and ESF 7 (Resource Management). See ESF 5 and ESF 7 for procurement processes.
 - a. VITEMA will staff and maintain the Logistics Section within ESF 5 (Emergency Management).
 - b. ESF 5 identifies all resources for use in a disaster situation, including those available through mutual aid
 - c. Property and Procurement (P&P) will staff and maintain emergency procurement support within ESF 7 (Resource Management).
 - d. If allowable, a territory agency can use its own procurement system; but all expenditures eventually must be reported to P&P and VITEMA, if for no other purpose than reimbursement.
2. A large-scale emergency or disaster will place great demands on the resources of the Territory.
3. Distribution of required resources may be made more difficult by the emergency itself.
4. Volunteer organizations provide an excellent resource to support logistical and administrative disaster response and recovery.
5. Coordination between Territory and district EOCs is essential for an effective logistical and administrative response.
6. The Territorial agencies will conduct administrative procedures in accordance with existing laws, rules, and regulations.
7. Emergency authority is set forth in Territory and federal laws and regulations. For more information, see the Glossary, Authorities, and References.
8. Each affected or participating Territory agency maintains records and reports that clearly identify disaster-related expenditures and obligations. This documentation is in accordance with VITEMA instructions and is mandated by federal statutes and regulations for reimbursement.
9. Disaster-related expenditures and obligations of Territory agencies may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work restoring certain public facilities after a major disaster declaration by the President or under the statutory authority of some federal agencies.



10. Agreements and understandings with other states, higher levels of government, and outside agencies are referenced to supplement Territory resources when necessary. These agreements must follow statutory procedures. EMAC is the most notable of them. Requests for this assistance proceed in accordance with negotiated mutual aid agreements and are formalized in writing whenever possible. VITEMA coordinates the negotiated agreements under the authority of EMAC.
 - a. The U.S. Virgin Islands is a signatory of the EMAC that provides for mutual assistance (e.g., people, equipment, skills, etc.) between participating member States in managing any emergency or disaster that is duly declared by the Governor(s) of the affected state(s).
 - b. The Director of VITEMA is the GVI's Authorized Representative for EMAC. VITEMA will coordinate all EMAC deployments to and from the U.S. Virgin Islands.
 - c. VITEMA will maintain access and skills to use the EMAC Operations System (EOS) to manage the request and offer process and generate the Resource Support Agreement (RSA).
 - d. The assisting state will receive approval from its Governor before providing assistance. The U.S. Virgin Islands will reimburse the assisting State for the cost of response when requested.
 - e. Procedures for implementing the Compact are found in the Emergency Management Assistance Compact: EMAC Operations Manual (December 2017) published by the National Emergency Management Association (NEMA).
11. Discrimination on the grounds of race, color, age, sex, religion, nationality, physical impairment, or economic status is not allowed in the execution of activities outlined in this plan. This policy applies to all levels of government, volunteer organizations, and the private sector.
12. Disaster assistance from the federal government is used in accordance with federal regulations and statutes. Requests for this assistance can come only from the Governor or the Governor's designated successor.
13. Procedures for obtaining resources, including donations and services from the private sector and volunteer organizations, are specified in ESF 7 (Resource Management) and in appropriate organization SOGs.
14. Whenever possible, procurement of necessary resources proceeds using normal requisition channels.
15. During unusual situations, when constraints of normal requisition procurement procedures would threaten life and property or prolong



needless suffering, usual procedures can be circumvented—but only under authorities set forth in territorial statutes.

16. Voluntary Organizations are organized and structured under ESF 6 (Mass Care). The Territory maintains mutual aid agreements and/or memoranda of understanding (MOU) of duties and areas of responsibility to be performed during emergencies.

B. Administration

1. Documentation

- a. WebEOC will be the primary tool for the EOCs to document actions taken during both the response and recovery phases of a disaster.
- b. In the event WebEOC is not available or operational the following forms and logs at the minimum will be used.
 - (1) ICS 203 – Organizational Assignment List
 - (2) ICS 205 - Incident Communications Plan
 - (3) ICS 213 – General Messaging
 - (4) ICS 214 – Activity Log
 - (5) ICS 215 – Operational Planning Worksheet

2. After Action Reports

- a. Whenever an EOC is activated, there needs to be a process for evaluating EOC and field operations. This process helps to identify areas needing improvement, including personnel, operations, communications, facilities and equipment, and training.
- b. Thoughts, ideas, and recommendations will be solicited from response participants to assist in identifying areas for improvement or best practices that should be memorialized to provide faster and more effective service to the citizens of the Territory during emergency operations.
- c. Primary ESF agencies will collect input from their Support Agencies and submit a compilation of information gathered.
 - (1) Data from hotwashes, surveys or other methods will be provided to the VITEMA Planning and Preparedness Division.
 - (2) VITEMA will analyze, collate, and prepare the AAR for the Director of VITEMA.
- d. Observations, areas of improvement, strengths, and recommendations should be compiled into a Homeland Security Exercise and Evaluation Program (HSEEP)-compliant AAR.



- e. VITEMA will manage the corrective action process and monitoring.
- C. Finance
- 1. The U.S. Virgin Islands Public Assistance State Administrative Plan outlines programmatic and financial operational processes for the Territory.
 - 2. Territory
 - a. Agencies will fund emergency operations from existing agency accounts.
 - b. If the Governor signs a State of Emergency Executive Order, it may include an authorization for reimbursement of emergency expenditures from the Disaster Contingency Fund maintained by the Commissioner of Finance.
 - c. If the emergency results in a Presidential Declaration, federal funds administered by FEMA will become available.
 - d. The Territory is normally required to provide between 10% and 25% of all expenditures.
 - e. Agencies will conduct and account for expenditures of Territorial funds for emergency operations in accordance with USVI laws and regulations and their records are subject to audit.
 - f. Using emergency powers, the Governor may mobilize all available resources of the Territorial government as necessary to cope with the emergency.
 - g. Territorial agencies/departments are responsible for the collection, reporting and maintenance of records of obligation and expenditures incurred during response to an incident. These records will serve as data in assessing the need and preparation of requests for federal assistance.
 - 3. Federal
 - a. Federal funds made available to the Territory pursuant to an emergency or disaster program will be, to the extent provided by law, channeled through the Governor or designated representative.
 - b. Use of Federal funds is subject to audit and verification by Territorial and federal auditors.
 - c. Territorial agencies and departments will establish systems to report on and account for any public funds used for emergency or disaster purposes.
 - 4. For FEMA Public Assistance (PA) reimbursements, the Department of Finance works with VITEMA to collect relevant documentation including ICS



214 (Activity Log) forms, concise check history reports, invoices, receipts, and work logs in order to compile the FEMA Project Worksheet (PW).

- a. All of the Territories documentation procedures follow the most current FEMA guidance to ensure maximum reimbursement of Territory expenditures.
- b. Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs and formal records, and file copies of all expenditures (including personnel time sheets) in order to provide clear and reasonable accountability and justification for future reimbursement requests.
 - (1) Reimbursement is not an automatic “given,” so, as much deliberative prudence as time and circumstances allow should be used.
- c. After the issuance of a local disaster declaration, mutual aid assistance shall be documented according to the FEMA reimbursement documentation process in anticipation of Territory and federal disaster declarations.
- d. All records relating to the allocation and disbursement of funds pertaining to activities and elements covered in this plan must be maintained, as applicable, in compliance with:
 - (1) The Code of Federal Regulations–Title 44 Emergency Management and Assistance (CFR 44); relevant Circulars and Federal Statutes, in a manner consistent with provisions of the Federal Stafford Act.
 - (2) Department of Finance policies and procedures.
 - (3) The PA Policy Digest, in which FEMA provides policies and procedures for the Public Assistance Program.

D. Logistics

1. General

- a. Initial priority for the distribution of supplies is to immediately sustain life: food, water, and medication.
- b. Additional requirements will be identified, and resources provided as soon as possible, through EOCs.

2. Resource Limitations

- a. Ability to house, feed, and support responders from outside of the Territory.
- b. Trained and equipped hazardous material response teams.



- c. Trained and equipped search and rescue teams.
- d. Trained and equipped water rescue teams.
3. Resource Mitigation efforts
 - a. The shortfall of search and rescue, water rescue, and hazardous materials (hazmat) teams are identified on the Territory's THIRA and State Preparedness Report (SPR).
 - b. The Territory continues to pursue opportunities to send personnel to hazmat, search and rescue, and water rescue training.
4. Pre-Existing Emergency Contracts
 - a. WAPA maintains contracts for emergency line crews and equipment for the restoration of electrical transmission lines and distribution systems.
 - b. Department of Property and Procurement maintain emergency contracts for the following products and services.
 - (1) Bottled Water
 - (2) Generator Maintenance
 - (3) Road Clearance
 - (4) Roof Repair
 - (5) Debris Removal
5. All emergency contracts should be renewed no later than June 1st annually.

XI. ANNEX DEVELOPMENT AND MAINTENANCE

- A. The VITEMA Deputy Director for Planning and Preparedness is responsible for ensuring the TEOP is maintained and updated.
- B. Virgin Islands departments and agencies identified as ESF Coordinating Agencies in the TEOP are responsible for maintaining their respective ESF Annex in coordination with VITEMA and their ESF team.
- C. The process used to develop and maintain the TEOP will be based on nationally recognized emergency planning principles and best practices.
- D. The TEOP is designed to be a flexible, dynamic document subject to revision, as appropriate.
- E. Revisions may result from a variety of causes such as:
 - a. New procedures, policies, or technologies.
 - b. Lessons learned from an actual event or exercise.
 - c. Feedback during training or case study review.



- d. To accommodate new organizations, organizational structures, or systems.
- F. Major revisions are considered revisions which significantly alter or establish new policy and will be approved by the VITEMA Director and Emergency Management Council (EMC).
- G. The VITEMA Deputy Director for Planning and Preparedness will coordinate a review of the TEOP every two years and incorporate suggestions and changes from the EMC as needed.
- H. The TEOP review will be conducted in accordance with Comprehensive Preparedness Guide (CPG) 101 v2, Developing and Maintaining Emergency Operations Plans.
- I. New versions of the TEOP will be disseminated to all stakeholders and the current version will always be posted on VITEMA's public website which is www.vitema.vi.gov.
- J. The VITEMA Deputy Director of Planning and Preparedness in coordination with the VITEMA Director will regularly conduct training and exercises to ensure that VITEMA staff, key stakeholders, and partners are familiar with the TEOP.
- K. Exercise records, Improvement Plan(s) and AARs will be developed and kept on file following each exercise for a period of 7 years:
 - a. To be used for future improvements and updates to the TEOP.
 - b. To help improve processes and procedures.

XII. AUTHORITIES AND REFERENCES

- A. Territorial
 - 1. V. I. Code, Title 23, the VITEMA Act (5233) of 1986 VI Territorial Emergency Management Act of 2009
 - 2. VI Emergency Management Act of 2009
 - 3. Executive Order #487-2019, 17 June 2019
 - 4. Territorial Hazard Mitigation Plan, 2019
 - 5. United States Virgin Islands Disaster Recovery Plan, 2020
- B. Federal
 - 1. Posse Comitatus Act of 1878 (18 U.S.C. § 1385)
 - 2. Robert T. Stafford Disaster Relief and Emergency Assistance Act FEMA Comprehensive Planning Guide (CPG) 101 Version 2
 - 3. National Incident Management System (NIMS) Homeland Security Act of 2001



4. Homeland Security Presidential Directive-5 (HSPD-5), Management of Domestic Incidents, February 28, 2003
 5. Homeland Security Presidential Directive-8 (HSPD – 8), National Preparedness, December 17, 2003
 6. Post Katrina Emergency Management Reform Act of 2006, Public Law 109-295 Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308
 7. Insurrection Act of 2006, as amended, (10 U.S.C §§ 251-255)
 8. The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007
 9. National Continuity Policy, May 4, 2007
 10. National Infrastructure Protection Plan (NIPP), 2013
 11. FEMA RII Hurricane Annex for Puerto Rico & U.S. Virgin Islands, October 20, 2014
 12. National Protection Framework, 2nd Ed, June 2016 National Prevention Framework, 2nd Ed, June 2016
 13. National Mitigation Framework, 2nd Ed, June 2016
 14. FEMA Comprehensive Preparedness Guide (CPG) 201, 3rd Edition, 2018
 15. National Response Framework (NRF) 4th Ed, October 2019
- C. Other
1. Emergency Management Assistance Compact Operations Manual, Oct 2013



Appendix A to the Base Plan Hazard and Threat Analysis Summary

I. PAST DECLARED DISASTERS

A. The USVI has undergone several declared disasters. Table A-1 lists these by decade.

Table A-1: USVI Declared Disasters

Decade	Disaster(s)
2020	Tropical Storm Isaias (EM-3531-VI), 2020 COVID-19 (EM-3433), 2020
2010	Hurricane Dorian (EM-3418), 2019 Hurricane Maria (DR-4340; EM-3390), 2017 Hurricane Irma (DR-4335; EM-3883), 2017 Severe Storms, Flooding, Rockslides and Mudslides associated with Tropical Storm Tomas (DR-1949), 2010 Severe Storms, Flooding, Mudslides and Landslides associated with Tropical Storm Otto (DR-1948), 2010 Hurricane Earl (DR-1939); 2010
2000	Hurricane Omar (DR-1807), 2008 Tropical Storm Jeanne (DR-1567), 2004 Flooding Rains (DR-1503), 2003
1990	Hurricane Lenny (DR-1309; EM-3152), 1999 Hurricane Georges (DR-1248; EM-3129), 1998 Hurricane Bertha (DR-1126), 1996 Hurricane Marilyn (DR-1067), 1995
1980	Hurricane Hugo (DR-841), 1989 Tropical Storm Klaus (DR-729), 1984 Severe Storms, Flooding, Mudslides (DR-681), 1983
1970	Hurricane David, Tropical Storm Frederick (DR-602), 1979 Drought (EM-3042), 1977 Severe Storms, Landslides, Flooding (DR-451), 1974 Drought, Livestock Losses (EM-3001), 1974 Heavy Rains, Flooding (DR-298), 1970
1960	Extreme Drought Conditions (DR-171), 1964



II. THREATS AND HAZARDS OF CONCERN

- A. The Territorial Hazard Mitigation Plan identifies the following natural hazards that may require activation of the Pre Disaster Recovery Planning (PDRP):
1. Drought
 2. Earthquake
 3. Coastal/Riverine Flooding and Erosion
 4. Hurricane/Tropical Storm
 5. Rain-induced Landslide
 6. Tornado
 7. Tsunami
 8. Wildfire.
- B. Additional threats and hazards that may necessitate activation of the PDRP include:
1. Act of Terrorism
 2. Building Collapse
 3. Civil Unrest
 4. Cyber-Security Breach
 5. Hazardous Materials
 6. Pandemic/Infectious Disease Outbreak or Other Public Health Emergency
 7. Prolonged Utility Outage
 8. Water Main Break.

III. HAZARD AND THREAT ANALYSIS

- A. The Territory conducted planning analysis based on a hazard's relative frequency, potential severity, and historic information available. Data assessed post Hurricane Irma and Maria were also taken into consideration to allow a comprehensive assessment to be conducted which will assist with the analysis of identified hazards.
- B. The Analysis identified hazards as posing a threat both immediate (e.g., earthquake, hurricane, etc.) and long-term (e.g., earthquake, tsunami, etc.). These hazards have the potential to disrupt day-to-day activities, cause extensive property damage, and create mass casualties. Table A-2: Hazard and Threat Analysis Summary, identifies the hazards and associated challenges in relation to the 32 Core Capabilities identified in the National Response Framework (NRF).



Table A-2: USVI Hazard and Threat Analysis Summary

Active Shooter	Hazmat Release-Chemical	Cyber Attack	Hurricane / Tropical Storm/ Flooding	Earthquake/ Tsunami	Pandemic-Human
Presents the greatest challenge to:					
Interdiction and Disruption	Access Control and Identify Verification	Intelligence and Information Sharing	Public Information and Warning / STJ Communication	Operational Coordination	Virus/Identification Diseases
Screening, Search and Detection	Physical Protective Measures	Forensics and Attribution	Planning	Risk Mgmt. for Protection Programs and Activities	Screening, Search and Detection
On-scene Security, Protection, and Law Enforcement	Long-term Vulnerability Reduction	Cybersecurity	Supply Chain Integrity and Security / Local Federal FEMA	Risk and Disaster Resilience Assessment	Physical Protective Measures
	Environmental Response/ Health & Safety			Critical Transportation	Supply Chain Integrity & Security
	Situational Assessment		Logistics and Supply Chain Management	Fatality Management Services	Logistics and Supply Chain Management
	Health and Social Services		Mass Care Services	Fire Management and Suppression	Public Health, Healthcare and EMS
			Operational Communications	Mass Search and Rescue Operations	Health and Social Services
			Economic Recovery	Infrastructure Systems	
			Housing/Critical Transportation/ Infrastructure Systems	Natural and Cultural Resources	

Reference: FEMA Comprehensive Planning Guide (CPG) 201: THIRA/SPR – 3rd Edition



IV. DETAILS ON POSSIBLE NATURAL AND MAN-MADE HAZARDS CONFRONTING THE U.S. VIRGIN ISLANDS

A. Active Shooter

1. In recent years Active Shooter scenarios have become very prevalent throughout the entire world which has caused communities to be more vigilant, prepared and on constant alert. Although the Territory has encountered situations where there were active shooters, the effects were not as severe as other situations. This hazard has caused the Territory to offer active shooter trainings which reinforce the three actions of Run, Hide, and Fight. Understanding the importance of education and outreach to the community has caused VITEMA to work aggressively with other agencies to maximize the information and trainings available.

B. Earthquake

1. The first recorded incident directly affecting the U.S. Virgin Islands was in 1777, when a shock with an estimated intensity on the Modified Mercalli scale of IV-V. Table A-3 provides an earthquake magnitude/intensity comparison reported on St. Thomas.
2. Over the 200 years, as many as 170 individual events were recorded but none have been of great consequence since 1867 when an earthquake estimated at MMI VIII on St. Thomas and VII-VIII on St. Croix as recorded. Since that time there have been no major events with the highest estimated intensity measured at MMI IV-V.
3. Due to the moderate nature of these events and their non-destructive nature there has been no federal disaster declaration for any of these occurrences.
4. St. Thomas and St. John have hillsides that are susceptible to earthquake induced land sliding as a result of increased hillside development; removal of slope vegetation; and steeper man-made slopes.
5. Other critical areas include the waterfront area of Charlotte Amalie, Christiansted, and Frederiksted that are built upon alluvial soils and various landfill making the areas prone to liquefaction.



Table A-3 Earthquake Magnitude / Intensity Comparison:

PGA (in %g)	Magnitude (Richter)	Intensity (MMI)	Description (MMI)
<0.17	1.0 - 3.0	I	I. Not felt except by a very few under especially favorable conditions.
0.17 - 1.4	3.0 - 3.9	II - III	II. Felt only by a few persons at rest, especially on upper floors of buildings III. Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock lightly. Vibrations similar to the passing of a truck.
1.4 - 9.2	4.0 - 4.9	IV - V	IV. Felt indoors by many, outdoors by few during the day. At night, some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy ruck striking building. Standing motor cars rock noticeably. V. Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
9.2 - 3.4	5.0 - 5.9	VI - VII	VI. Felt by all, many frightened. Some heavy furniture moved; a few instances of plaster. Damage slight. VII. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures.
34 - 124	6.0 - 6.9	VIII - IX	VIII. Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of columns, monuments, walls. Heavy furniture overturned. IX. Damage considerable in specially designed structures; well-designed frame structures thrown out of alignment. Damage great insubstantial buildings, with partial collapse. Buildings shifted off foundations.
>124	7.0>	X to XII	X. Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent. XI. Few, if any (masonry) structures remain standing. Rails bent greatly. XII. Damage total. Lines of sight and level are distorted. Objects thrown into the air.

Source: Wald, D., et al., "Relationship between Peak Ground Acceleration, Peak Ground Motion and Modified Mercalli Intensity in California."



- C. Tsunami
1. The most recent tsunamis affecting the United States Virgin Islands (USVI) and Puerto Rico have occurred in 1867, 1918 and 1946.
 2. Sources are defined as local (less than 25 minutes' travel time), regional (25 minutes to 2 hours) or distant (more than 2 hours travel time).
 3. Rough estimates of arrival times for tsunamis from potential source areas are as follows:
 - a. Slope Slumping on Puerto Rico Northeast Slopes or in the Puerto Rico Trench – approximately 30 minutes for St. Thomas and St. John; about 40 minutes for St. Croix;
 - b. Anegada Passage – approximately 15 minutes for St. Thomas, a little less for St. John, 20–25 minutes for St. Croix;
 - c. Northwest Puerto Rico or Eastern Hispaniola Coasts – possibly 1 hour for St. Thomas, a little more for St. John, and approximately ten minutes more for St. Croix;
 - d. Slope Collapse North Coast of Dominica – maybe 40 minutes for St. Croix, about 50 minutes for St. Thomas and St. John;
 - e. Kick-'em-Jenny Submarine Volcano– 80 minutes for St. Croix, 95–100 minutes for St. Thomas and/or St. John;
 - f. Lisbon, Portugal or Canary Islands – approximately 7 hours.
 4. It is very likely that a tsunami would eventually affect all coasts of the Territory no matter where the source area was located.
- D. Hurricanes and Tropical Storms
1. Densely populated coastal areas, especially during peak tourist seasons, coupled with the generally low coastal elevations, significantly increase the Territory's vulnerability.
 2. The Atlantic Basin hurricane season officially extends from June 1 to November 30 while over the last 117 years, the U.S. Virgin Islands have experienced hurricanes no earlier than July 7 and as late as November 23.
 3. Peak hurricane activity occurs in September with half of the number of average annual storms occurring during that month.
 4. Due to the relatively small geographical size of the Territory, any storm passing within a radius of 100 miles has the potential for causing damage.
 5. Essentially there are no areas of the U.S. Virgin Islands that are free from hurricane force winds.
 6. According to the 2014 USVI Territorial Hazard Mitigation Plan, there is an estimated 5% chance of experiencing a Category 3 hurricane each year.



September 2017 proved that percentage to no longer be factual being that the Territory was plagued with two Category 5 Hurricanes within two weeks of each other which affected the Territory in a devastating capacity.

7. Recent hurricanes that have impacted the Territory:
 - a. Hurricane Klaus (October 1984): caused moderate damage to roads and bridges, heavily damaged the Frederiksted Pier in St. Croix but caused significant flooding due to heavy rains that accompanied the storm.
 - b. Hurricane Hugo (September 1989): passed directly over St. Croix as a Category 5 hurricane causing catastrophic damages. St. Thomas received substantial damage to public and private facilities.
 - c. Hurricane Marilyn (September 1995): resulted in 10 deaths and left thousands homeless damaging or destroying nearly all 12,000 homes on St. Thomas and 5,000 on St. Croix. The damages to the WAPA's electric distribution system were estimated at \$44 million. The storm also destroyed warehoused food stocks and damaged the only hospital on St. Thomas.
 - d. Hurricane Lenny (November 1999): tracked across the Caribbean from the west making landfall on the western coast of the St. Croix causing extensive storm surge damage.
 - e. Hurricane Omar (October 2008): St. Croix received a glancing blow from Omar causing knocked down trees, flooding, and minor mudslides.
 - f. Hurricane Irma (September 2017): Category 5 hurricane which caused St. Thomas to receive at least 12 inches of rain, which caused large amounts of flooding and evacuation attempts to safer locations. There was a widespread structural damage to the critical infrastructure. Three deaths were attributed to Irma on the island. On nearby Saint Croix, there were communication issues and some damage to the infrastructure. Saint John lost access to ferry and cargo services, along with access to the local airport. Due to its normal reliance on electricity from Saint Thomas, the island was left without power.
 - g. Hurricane Maria (September 2017): Category 5 Hurricane Maria came second, striking St. Croix and moving on to devastate Puerto Rico. By the time Maria had passed, U.S. Virgin Islander lives had been lost, and many of the Territory's 110,000 residents were without power, phones, food or running water. Ports and airports were closed for weeks. All three major hospitals and critical care centers across the Territory were damaged and patients flown to



Puerto Rico after Irma had to again be moved the to the U.S. mainland. These second hurricane caused the Territory's infrastructure to be even more severely weakened.

- 8. Saffir-Simpson Hurricane Wind Scale to categorize hurricane intensity utilizing sustained wind speed (highest one-minute surface winds occurring within circulation of systems). Categories of Hurricanes are:

Table A-4: Hurricane Intensity

Category	Wind Speeds
Category 1: Very dangerous winds	74-95 mph
Category 2: Extremely dangerous winds	96-110 mph
Category 3: Devastating Damage	111-129 mph
Category 4: Catastrophic Damage	130-156 mph
Category 5: Catastrophic Damage	Greater than 156 mph

E. Coastal and Riverine Flooding

- 1. Tropical weather patterns combined with hurricane season weather and fall rainy seasonal increase chances for flooding.
- 2. Use of undersized culverts where roads cross guts as witnessed in Dorethea in St. Thomas or Gallows Bay in St. Croix contribute to localized flooding, but under the Hazard Mitigation Grant Program there are plans to proceed with mitigation actions to assist with this hazard. There will be a Territorial Culvert Identification Study also under the Hazard Mitigation Grant Program.
- 3. Lack of effective storm water management and consistent maintenance of facilities also contributes to localized flooding.
- 4. Encroachments to the floodplain areas due to urban development.

F. Hazmat-Released Chemicals

- 1. WAPA's conversion to Liquefied Petroleum Gas (LPG) and large storage facilities on St. Thomas and St. Croix pose a risk of large-scale damage and injury should the facilities suffer an accident or explosion.
- 2. Limetree Bay Terminals facilitating the storage, segregation, blending, and global movement of crude oils, fuel oils, bunker, gasolines, diesel, jet fuel, and liquid petroleum should the facilities suffer any incident explosions can occur.

G. Pandemic Human

- 1. Infectious disease outbreaks or other public health emergencies may occur in the Territory with little or no notice.



2. A large tourist flow through the Territory may contribute to and spread disease outbreaks.
 3. Infectious disease can present special requirements for disease surveillance, rapid delivery of vaccines, antibiotics, or antiviral drugs, allocation of limited medical resources and expansion of health care services to meet a surge in demand for care.
 4. In 2019, the COVID-19 pandemic directly impacted the U.S Virgin Islands. A total of 3,772 cases and 30 deaths were directly linked to the pandemic. Travel was restricted to the islands from March 2019 to April 2020 as a mitigation factor.
- H. Cyber Attack
1. Threat to networks, security access, and critical data exist today. Several governmental agencies have become recent victims to malicious cyber-attacks.
 2. Assessments of vulnerabilities have begun with the assistance of the Department of Homeland Security and funding through federal grants can assist agencies in mitigation measures. Emphasis is on preventive measures to include cyber security policies and end-user education.



Appendix B to the Base Plan Incident Classification Procedures

I. GENERAL

- A. This appendix (1) offers guidelines for classifying emergency incidents reported to the Territory; (2) defines emergency classifications and specifies who is authorized to make each classification; (3) serves as a guide for activating the EOC; and (4) establishes procedures for implementing the TEOP.
- B. After receiving notifications, Territory agencies and participating private and volunteer organizations undertake predetermined actions according to emergency classifications. Each department and organization is responsible for developing its internal notification procedures.
- C. Situations reported but not covered by definitions in this appendix are handled on a case-by-case basis. Notification proceeds, as any one of the following senior VITEMA staff members deems necessary:
 - 1. VITEMA Director
 - 2. VITEMA Assistant Director
 - 3. VITEMA Deputy Director – Operations
 - 4. Other VITEMA staff temporarily designated by the Director because of unavailability of personnel listed above.

II. DEFINITIONS

- A. **Normal Operations:** Standard business hour operations with monitoring from the ECC.
- B. **Class I Emergency (Virtual Activation or Monitoring-only):** An incident that requires or has the potential to require the commitment of resources from more than one agency to bring the situation under control. The incident is limited to a single District. A Class I Emergency may or may not have the potential to escalate to the next emergency classification.
- C. **Class II Emergency:** An occurrence that requires a major response and significant commitment from several agencies but is still within the capabilities of Territory resources to control. Note: This is the lowest class of emergency at which federal disaster assistance can be requested. If a hazard-specific annex is used, the incident is a minimum Class II incident.
- D. **Class III Emergency:** An incident that requires the response and commitment of nearly all Territory departments. This is the highest type of emergency



classification. It is a certainty that federal assistance will be requested to protect the health and safety of Territory citizens.

III. PROCEDURES

E. Class I Emergency (Virtual Activation or Monitoring-only):

1. VITEMA 911 Emergency Communications Centers (ECC) verifies the notification and gathers information on the incident.
2. Information obtained in the field, or from other sources, is made available to VITEMA as soon as possible. In the event an EOC is not activated, either the St. Croix or St. Thomas VITEMA office will receive information from sources throughout the Territory and pass it on to the EOC Manager.
3. VITEMA analyzes the information, makes a Class I Emergency Classification and begins notification. The EOC Manager, in accordance with SOPs, records and notifies the VITEMA Deputy Director of Operations. VITEMA will notify Territorial agencies, ESFs, and volunteer groups as required for further action.
4. VITEMA notifies agencies that will take action as outlined in their ESF annex or agency-specific SOPs.
5. The EOC will not be activated at this class, however, if ECC, EOC Manager, Operation Section Chief, or VITEMA Director determines it is necessary or more convenient to come into the EOC to support Incident Command, a limited activation will ensue.

F. Class II Emergency:

1. VITEMA ECC verifies the notification and gathers information on the incident.
2. Information obtained in the field, or from other sources, is made available to VITEMA as soon as possible. In the event an EOC is not activated, either the St. Croix or St. Thomas VITEMA office will receive information from sources throughout the Territory and pass it on to the EOC Manager.
3. VITEMA analyzes the information and begins notification. The EOC Manager, in accordance with SOPs, records and notifies the VITEMA Deputy Director of Operations.
4. VITEMA will then begin notification of the appropriate Territorial agencies, ESFs, and volunteer groups, as per procedures outlined in EOC SOG.
5. Territorial agencies, ESFs, and volunteer groups will respond as outlined in their ESF annex or agency-specific SOPs.



6. If a Class II emergency is declared, Operations will determine if the EOC is to be opened, what portions of the EOP should be implemented, and if damage assessment teams are to be dispatched.
 7. A partial EOC activation with limited staff based on the nature and scope of the incident. The appropriate Territory agencies will be asked to send a representative to the EOC.
 8. When an EOC is activated, the Operations Section will receive and disseminate the information in accordance with the EOC SOP. The information will flow from and internally between various sources including ESFs, Territorial agencies, WebEOC and personnel in the field.
- G. Class III Emergency:
1. VITEMA ECC verifies the notification and gathers information on the incident.
 2. Information obtained in the field, or from other sources, is made available to VITEMA as soon as possible.
 3. VITEMA analyzes the information and begins notification and contacts the Operations Section Chief and related ESF Coordinating Agency (if applicable). Operations will determine the incident classification and subsequent notification.
 4. After determining the incident to be beyond a Class II, the Operations Section Chief or VITEMA Director contacts the Governor's Officer, while the VITEMA Watch Command continues to gather information.
 5. A Class III emergency will be made by a consensus of the VITEMA Director or designee and the Governor.
 6. If a Class III emergency determination is made, the entire EOP is implemented, all applicable EOC are activated and the VITEMA Operations Section begins notification as indicated in the EOC SOP.
 7. The EOC Manager and/or Deputy Director of Operations notifies the VITEMA Director the EOC is to be activated. Notified Territory agencies will take action as indicated in their SOP and send a representative to the EOC. Further actions to be taken will be determined from the EOC.
 8. When an EOC is activated, the Operations Section will receive and disseminate the information in accordance with the EOC SOP. The information will flow from and internally between various sources including ESFs, Territorial agencies, WebEOC and personnel in the field.



Appendix C to the Base Plan Primary and Support Responsibilities Chart and Task Assignments by Function

The following two sections to this appendix are vital for assigning disaster responsibilities in the U.S. Virgin Islands. Table C-1 lists the Coordinating and Support Responsibilities and Table C-2 lists the task assignments by Emergency Support Function.

I. COORDINATING AND SUPPORT RESPONSIBILITIES CHART

- A. This annex shows assignments for state disaster response. It depicts relations of primary participating agencies to each function.
- B. This annex assigns primary and support responsibilities to various organizations for each emergency function in the TEOP.
- C. Only departments or agencies with major or unique roles are listed separately.
- D. Some emergency functions require shared or joint emergency responsibility—when more than one organization has special capabilities in the same functional area or when needs of an emergency function exceed the capability of a single organization.
- E. Table C-1 includes a general list of emergency assignments. Detailed information about execution of emergency functions is provided in the functional annexes and supporting documents.



Table C-1. Emergency Support Functions, Responsibilities, and Assignments

Territorial Agencies/ Organizations	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Office of the Governor													S			C
VITEMA	C		S			C								S		S
Bureau of Corrections		S												S		S
Bureau of Economic Research																S
Bureau of Information and Technology			C			S										S
Bureau of Internal Revenue							S	S								S
Bureau of Motor Vehicles														S		S
Department of Agriculture		S				S	S	S				C				S
Department of Education		S					S	S								S
Department of Finance								S						S		S
Department of Health						S	S		C	S		S		S		S
Department of Human Services		S				S	C	S	S							S
Department of Justice									S					S		S
Department of Labor								S								S
Department of Licensing and Consumer Affairs									S			S		S		S
Department of Planning and Natural Resources		S		S					S		S			S		S
Department of Property and Procurement		C				S		C	S				S	S		S
Department of Public Works		S		C		S		S	S				S	S		S
Department of Sports, Parks & Recreation		S		S												S
Department of Tourism							S									S
Division of Personnel						S		S								S
Governor Juan F. Luis Hospital									S							S
Law Enforcement Planning Commission						S								S		
Legislature of the Virgin Islands (LEGIT)			S											S		S
Office of Collective Bargaining						S	S		S							S
Office of Disaster Recovery															C	S
Office of Inspector General																S



U.S. Virgin Islands Territorial Emergency Operations Plan



Territorial Agencies/ Organizations	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Office of Management and Budget								S								S
Schneider Regional Medical Center									S							S
Judicial Branch						S								S		S
University of Virgin Islands														S		S
Veterans Affairs									S							S
VI Energy Office*		S				S		S					C			S
VI Fire Services			S		C	S			S	C	C			S		S
VI Housing Authority							S									S
VI Housing Finance Authority							S									S
VI Lottery														S		S
VINGN			S			S										S
VI National Guard		S	S			S				S			S	S		S
VI Police Department		S	S	S	S	S	S	S	S	S	S	S	S	C		S
VI Port Authority		S			S								S	S		S
VI Rescue Squads									S	S						S
VI Taxi Cab Commission		S														S
VI Waste Management Agency				S										S		S
VI Water and Power Authority *				S	S	S							C			S
West Indian Comp LTD							S									
VIYA			S										S			
WTJX			S													S
Amateur Radio Emergency Service (ARES)			S				S		S							
VOAD						S	S		S							
American Red Cross		S					S		S							S
Frederiksted Health Care Inc.							S		S							
St. Thomas East End Medical Center							S		S							
Ferry Operators		S														
VI Hotel Association							S									S
Civil Air Patrol		S	S			S				S				S		

Notes:

C Coordinating, S Support, * Shared Coordinating Agencies



II. TASK ASSIGNMENTS BY EMERGENCY SUPPORT FUNCTION

- A. This annex lists each functional area of the Basic Plan and the ESF-based annex associated with that function.
- B. A concise list of basic task assignments for each functional area is also included. This list overviews the Basic Plan by summarizing each annex to it.

Table C-2: Emergency Support Function Overview

Emergency Support Function	Overview of Responsibilities
ESF 1, Transportation	<ol style="list-style-type: none"> 1. Develop plans and procedures to conduct damage assessment at roads, ports, and airports. 2. Manage emergency fuel distribution. 3. Develop plans and procedures to repair critical infrastructure. 4. Identify special equipment and trained personnel.
ESF 2, Communications	<ol style="list-style-type: none"> 1. Monitor all situations to ensure proper response and adequate data for EOC leadership to reach decisions. 2. Develop the capability to support all other functions. 3. Update and improve the communications system constantly to guarantee survivability of this function, regardless of situation. 4. Develop and maintain all communications systems and procedures, including training and exercises. 5. Provide support to the Warning function. <ul style="list-style-type: none"> • Assist with development of the Emergency Alert System (EAS) Plan. • Coordination of warning equipment (NAWAS). • Augment failed or inadequate capabilities with the mobile command post or other portable communication equipment. • Coordinate actions with federal warning systems
ESF 3, Public Works and Engineering	<ol style="list-style-type: none"> 1. Develop plans and procedures to conduct damage assessment. 2. Develop plans and procedures to repair critical infrastructure. 3. Develop procedures that provide public health sanitation services during an emergency. 4. Identify special equipment and trained personnel.
ESF 4, Firefighting	<ol style="list-style-type: none"> 1. Develop plans and procedures to monitor the fire suppression situation during classified emergencies. 2. Coordinate damage assessment as it pertains to the fire suppression situation. 3. Coordinate movement of fire equipment and personnel during emergency operations. 4. Develop resource lists of fire equipment and personnel. 5. Identify special equipment and trained personnel.
ESF 5, Emergency Management	<ol style="list-style-type: none"> 1. Facilitate the Emergency Management Council (EMC) to make policy decisions relating to emergency management. 2. Develop and maintain disaster plans, including exercises and training. 3. Control and coordinate operations during disasters.



Emergency Support Function	Overview of Responsibilities
	<ol style="list-style-type: none"> 4. Administer disaster relief activities. 5. Provide disaster preparedness assistance. 6. Develop, improve, and maintain the physical capabilities to respond (the Emergency Operation Center, equipment, trained personnel, and so on). 7. Establish lines of communication with outside responding agencies and groups. 8. Support Continuity of Government (COG). 9. Develop plans and procedures to support local evacuations.
ESF 6, Mass Care, Emergency Assistance, Housing, and Human Services	<ol style="list-style-type: none"> 1. Identify facilities suitable for temporary lodging and feeding. 2. Develop and test procedures for managing mass care activities (feeding, registration, lodging, and so on). 3. Establish liaison with outside agencies (American Red Cross [ARC], and so on) that participate in this activity. Coordinate their work with the TEOP. 4. Help plan food and water availability.
ESF 7, Resource Management	<ol style="list-style-type: none"> 1. Develop and test plans and procedures to procure resources during incidents. 2. Develop and maintain resources lists in conjunction with the other functional areas. This includes identifying potential resource requirements. 3. Exercise and train personnel in incident response procedures. 4. Manage and incorporate donations into Territory response.
ESF 8, Public Health and Medical Support	<ol style="list-style-type: none"> 1. Develop and maintain procedures for mass-casualty situations. 2. Develop procedures to identify and organize trained personnel who can augment regular medical staff. 3. Develop plans to provide medical care at mass care facilities if an evacuation occurs. 4. Manage implementation and distribution of medical countermeasures for mass threats to public health. 5. Develop guidelines for assisted nursing facilities. 6. Develop plans for mass inoculation against disease. 7. Develop resource lists for necessary supplies. 8. Recruit and train qualified personnel. 9. Manage mortuary activities. 10. Develop procedures for identifying the dead and notifying next of kin.
ESF 9, Search and Rescue	<ol style="list-style-type: none"> 1. Develop procedures for monitoring and reporting about search and rescue operations during incidents. 2. Establish liaison with outside agencies that have a search and rescue responsibility (CAP, US Army, US Dept. of Agriculture, US Forest Service, FEMA, and others). Coordinate their plans and procedures into the TEOP. 3. Develop resource lists of search and rescue personnel and equipment.
ESF 10, Oil and Hazardous Materials Response	<ol style="list-style-type: none"> 1. Staff a 24-hour Emergency Response Hot Line. 2. Develop plans and procedures for hazardous material response. 3. Develop and improve hazardous materials response preparedness capabilities. 4. Identify special equipment and trained personnel.



Emergency Support Function	Overview of Responsibilities
ESF 11, Agriculture	<ol style="list-style-type: none"> 1. Respond to an animal health emergency stemming from a natural disaster or bioterrorism. 2. Identify personnel and equipment needs.
ESF 12, Energy	<ol style="list-style-type: none"> 1. Analyze utilities and make recommendations to EOC leadership. 2. Manage the distribution of temporary power. 3. Identify personnel and equipment needs.
ESF 13, Public Safety and Security	<ol style="list-style-type: none"> 1. Develop and maintain plans for active shooter/active threat. 2. Develop plans to maintain law and order. 3. Develop and maintain plans for site security and access control. 4. Develop and test methods for traffic control, especially during evacuations or any mass movement of people. 5. Test and improve crowd control procedures and plans. 6. Assist in Warning and Communications functions. 7. Establish regular liaison with federal law enforcement organizations. 8. Develop resource lists of law enforcement equipment and personnel. 9. Designate facilities for lodging institutionalized groups under state control. 10. Respond to a terrorism incident, including chemical, biological, nuclear, radioactive, explosive materials, or cyberterrorism.
ESF 14, Long-Term Community Recovery	<ol style="list-style-type: none"> 1. Develop and maintain necessary procedures to administer federal assistance. 2. Assign responsibilities to external recovery partners. 3. Assist with damage assessment.
ESF 15, External Affairs	<ol style="list-style-type: none"> 1. Establish a Joint Information System (JIS) or Joint Information Center (JIC). 2. Develop provisions with various departments to coordinate release of information to the public. 3. All Agencies having PIOs are required to assist the JIC when informed by VITEMA or the Governor’s Office. 4. Develop information authentication procedures. 5. Develop procedures to clear information with Incident Command before release to the public. 6. Develop procedures for using all news media to disseminate information, including EAS. 7. Develop emergency public information for all hazards identified in the Base Plan. 8. Develop rumor control procedures and plans. 9. Conduct an annual program to acquaint news media with emergency plans.



Appendix D to the Base Plan Succession of Authority and Pre-Delegation

Continuity of government and direction of ESFs are essential during emergency operations. The following lines of succession are specified to ensure availability of a service coordinator/head of Territory offices. Permanent replacements shall be made as required or authorized by law.

Table D-1: Succession of Authority and Pre-Delegation

Function - Territorial Governance	Succession of Authority
ESF 1 Transportation	Department of Property and Procurement 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF 2 Communications	Bureau of Information Technology (BIT) 1. Director 2. Assistant Director 3. Deputy Director Operations 4. Deputy Director Planning & Preparedness
ESF 3 Public Works and Engineering	Department of Public Works 1. Commissioner 2. Assistant Commissioner - Administration 3. Assistant Commissioner - Engineering 4. Assistant Commissioner - Operations 5. ESF Coordinator
ESF 4 Firefighting	VI Fire Services 1. Director 2. Assistant Director 3. Chief 4. Deputy Chief
ESF 5 Emergency Management	VITEMA 1. Director 2. Assistant Director 3. Deputy Director Operations 4. Deputy Director Planning & Preparedness
ESF 6 Mass Care, Emergency Assistance, Housing, and Human Services	Department of Human Services 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF 7 Resource Management	Department of Property and Procurement 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator
ESF 8 Public Health and Medical Support	Department of Health 1. Commissioner 2. Assistant Commissioner 3. ESF Coordinator



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Function - Territorial Governance	Succession of Authority
ESF 9 Search and Rescue	VI Fire Services 1. Director 2. Assistant Director 3. Chief 4. Deputy Chief
ESF 10 Oil and Hazardous Materials Response	VI Fire Services 1. Director 2. Assistant Director 3. Chief 4. Deputy Chief
ESF 11 Agriculture and Natural Resources	Department of Agriculture 1. Commissioner 2. Assistant Commissioner 3. Deputy Commissioner
ESF 12 Energy	Water and Power Authority 1. Executive Director/CEO 2. Chief Operating Officer 3. Director – VIEO
ESF 13 Public Safety and Security	VI Police Department 1. Commissioner 2. Assistant Commissioner 3. Deputy Commissioner 4. Chief 5. Deputy Chief 6. ESF Coordinator
ESF 14 Long-Term Community Recovery	Office of Disaster Recovery 1. Director 2. Territorial Public Assistance Officer 3. Territorial Hazard Mitigation Officer
ESF 15 External Affairs	Governor’s Office/Communications Division 1. Director of Communications 2. Deputy Director of Communications 3. VITEMA PIO



Appendix E to the Base Plan Response Essential Elements of Information

The essential elements of information (EEI) for coordinating response activities are included in this Annex. The EEIs support the lifeline reporting for Safety and Security; Food, Water, and Shelter; Health and Medical; Energy (Power & Fuel); Communications; Transportation; and Hazardous Materials. Table E-1 includes details regarding the EEI specifications, methodology, source, responsible entity, products, and timelines. A set of EEIS specific to Recovery is detailed in the *United States Virgin Islands Disaster Recovery Plan*.



Table E-1: Response Essential Elements of Information

Essential Element of Information	Specific Information	Methodology/Source	Responsible Entity	Product	Timeline
Boundaries of Disaster Area (wind damage, tsunami, landslides, storm surge, plume, fires, flooding)	<ul style="list-style-type: none"> • Geographic limits of damage (island-specific Districts) • Description of the severity of damage • Estimated percentage of population evacuated or in need of evacuation • Hurricane track • Potential for tsunamis • Location of epicenter 	<ul style="list-style-type: none"> • Remote/overhead sensing • Aerial reconnaissance • EOC Reports • Assessment teams • Media • National Weather Service • USGS • Modeling 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Geographic Information System (GIS) impact maps • Situation report • Status briefing 	<p>Initial estimate no later than 6 hours and updated every operational period</p> <p>Modeling data as soon as available</p>
Boundaries of secondary disaster areas (flooding, tsunami, fires)	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Same as above 	<ul style="list-style-type: none"> • Same as above
Hazard-specific Information (hazardous, toxic, and radiological issues; safety hazards)	<ul style="list-style-type: none"> • Extent of fires • Potential for (or extent of) flooding • Number/estimate of collapsed structures potentially requiring US&R • Actual or potential for release of hazardous materials • Actual or potential radiological incidents • Affected locations and what these contain • Personal safety issues • Public health concerns 	<ul style="list-style-type: none"> • Assessment Team reports • EOC Reports • Predictive modeling • VI Fire • VITEMA • National Weather Services • USCG 	<ul style="list-style-type: none"> • ESF 4 • ESF 5 • ESF 9 • ESF 10 • Operations • Safety Officer 	<ul style="list-style-type: none"> • GIS product depicting actual or potential threats • Situation report • Status briefing • Daily intelligence summary • Safety briefings/messages 	<p>Initial estimate no later than 4 hours and updated every 12 hours</p>
Weather	<ul style="list-style-type: none"> • Forecast post-incident and implications for impeding operations 	<ul style="list-style-type: none"> • National Weather Service 	<ul style="list-style-type: none"> • ESF 5 • Safety Officer 	<ul style="list-style-type: none"> • Status briefings • Situation reports • Daily intelligence summaries 	<p>As soon as possible post-incident and ongoing as required</p>



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Essential Element of Information	Specific Information	Methodology/Source	Responsible Entity	Product	Timeline
Demographics	<ul style="list-style-type: none"> Population of impacted areas Demographic breakdown of population including income levels, information on elderly and children Number/type of housing units in impacted areas Level of insurance coverage Unemployment levels Languages spoken within greater than 1 percent of the population 	<ul style="list-style-type: none"> Mitigation Reports GIS Predictive modeling Census data 	<ul style="list-style-type: none"> Office of Lt. Governor 	<ul style="list-style-type: none"> District profiles GIS analysis Affected area analysis and summary 	Initial information no later than 24 hours following incident
Socio-Economic Impacts	<ul style="list-style-type: none"> Estimated population affected by district Number of shelters open/population Potential unmet shelter requirements Number of homes affected (destroyed, damaged) Percentage of banks functioning Percentage of grocery stores open and able to meet the needs of the public Percentage of pharmacies open and able to meet the needs of the public 	<ul style="list-style-type: none"> GIS Assessment teams Reports from EOC Voluntary agency reports ESF 6 reports News media and other open sources 	<ul style="list-style-type: none"> ESF 5 ESF 6 	<ul style="list-style-type: none"> Situation briefing Situation reports/maps Displays GIS products Daily Intelligence Summary 	Initial estimate no later than 12 hours and updated every operational period
Initial Needs and Damage Assessments	<ul style="list-style-type: none"> Reports of rapid needs assessment and preliminary damage assessment teams Damages reported by EOC, and other federal agency EOCs Requests for federal support from the Territory 	<ul style="list-style-type: none"> Rapid needs assessment and preliminary damage assessment team reports Open sources EOC Reports Federal agency situation 	<ul style="list-style-type: none"> ESF 5 	<ul style="list-style-type: none"> Situation briefings Situation reports GIS products 	Initial estimate no later than 6 hours and updated every 12 hours
Status of Communications	<ul style="list-style-type: none"> Status of telecommunications service (including Internet and infrastructure, including towers) Reliability of cellular service in affected areas Potential requirement for radio/satellite communications capability Status of emergency broadcast (TV, radio, cable) system and ability to disseminate information 	<ul style="list-style-type: none"> EOC reports ESF 2 News media/open sources Telephone companies Internet service provider 	<ul style="list-style-type: none"> ESF 2 	<ul style="list-style-type: none"> Situation briefings Situation reports 	Initial estimate no later than 6 hours and updated every 12 hours



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Essential Element of Information	Specific Information	Methodology/Source	Responsible Entity	Product	Timeline
Access Points to Disaster Area	<ul style="list-style-type: none"> • Location of access points • Credentials needed to enter • Best routes to approach the disaster area • Accessibility of ports and airports 	<ul style="list-style-type: none"> • EOC Reports • Port Authority • VI Police • Operations 	<ul style="list-style-type: none"> • ESF 1 • ESF 5 • ESF I3 	<ul style="list-style-type: none"> • GIS maps • Displays • Briefings 	Initial estimate no later than 6 hours and updated every 12 hours
Status of EOCs	<ul style="list-style-type: none"> • Status of EOCs on St. Thomas, St. Croix, and St. John • Status of Island-specific Command 	<ul style="list-style-type: none"> • EOC reports 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Situation briefings • Situation reports • GIS products 	No later than 1 hour following incident
Status of Territory and Island-specific Operations	<ul style="list-style-type: none"> • Territory, island, and district priorities • Major operations on each island • EFSs that have been activated • Status of support received under Emergency Management Assistance Compact (EMAC) 	<ul style="list-style-type: none"> • EOC reports 	<ul style="list-style-type: none"> • EOC 	<ul style="list-style-type: none"> • Situation briefings • Situation reports 	Initial determination no later than 6 hours following incident and updated every operational period
Status of Transportation	<ul style="list-style-type: none"> • Status of area airports • Status of major/primary roads • Status of ports • Status of evacuation routes • Status of public transit systems (buses and ferries) • Debris on major roadways 	<ul style="list-style-type: none"> • EOC reports • ESF 1 • Assessment team reports • Port Authority • Airport Authority • Community relations • USACE • Aerial reconnaissance (Civil Air Patrol [CAP]) 	<ul style="list-style-type: none"> • ESF 1 	<ul style="list-style-type: none"> • Situation briefings • Situation reports 	Initial estimate no later than 12 hours and updated every 12 hours
Status of CI/KR	<ul style="list-style-type: none"> • Status of potable and non-potable water and sewage treatment plants/distribution systems • Status of medical facilities (hospitals and nursing homes) • Status of behavioral health services • Status of schools and other public buildings • Status of fire and police facilities • Status of dams and drainage ways 	<ul style="list-style-type: none"> • Remote sensing/aerial reconnaissance (CAP) • EOC reports • ESF 3 • ESF 8 • ESF 12 • GIS 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Situation briefings • Situation reports • GIS products 	Initial estimate no later than 12 hours and updated every 12 hours



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Essential Element of Information	Specific Information	Methodology/Source	Responsible Entity	Product	Timeline
Status of Energy System	<ul style="list-style-type: none"> • Status of electrical generating facilities and distribution grid • Households/people without electric power • Status of propane facilities and distribution • Households/people without propane gas • Status of refinery and gasoline 	<ul style="list-style-type: none"> • ESF 12 	<ul style="list-style-type: none"> • ESF 12 	<ul style="list-style-type: none"> • Situation briefings • Situation reports • GIS products 	Initial estimate no later than 12 hours and updated every 12 hours
Status of Federal Activations	<ul style="list-style-type: none"> • Federal priorities • EFSs that have been activated • Major mission assignments that have been authorized 	<ul style="list-style-type: none"> • EOC • RRCC reports • Mission assignment lists 	<ul style="list-style-type: none"> • Federal Operations 	<ul style="list-style-type: none"> • Situation briefing • Situation report 	Initial determination no later than 3 hours following incident and updated every operational period
Status of Remote Sensing Operations	<ul style="list-style-type: none"> • Remote sensing missions requested • Target areas • Data availability • Report availability and format • Whether the CAP (Puerto Rico) has been activated • Where over-flights are being conducted • Other aerial reconnaissance missions in progress • Commercial remote sensing sources 	<ul style="list-style-type: none"> • Puerto Rico CAP • USCG • USGS • U.S. Department of Defense (DOD) • National Aeronautics and Space Administration (NASA) • Private-sector entities 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Remote sensing imagery derived products 	Ongoing
Status of Donations/ Voluntary Agency Activities	<ul style="list-style-type: none"> • Whether a donations hotline has been established or whether the hotline is needed • Voluntary agencies actively involved in operations 	<ul style="list-style-type: none"> • Voluntary Organizations Active in Disaster (VOAD) • Voluntary agencies • Agency/ESF reports 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Situation briefing • Situation report 	No later than 12 hours following disaster declaration; updated every operational period
Status of Key Personnel/Personnel Issues	<ul style="list-style-type: none"> • Designation of Governor’s Authorized Representative (GAR) • Locations of National Guard commanders • GVI personnel killed or injured • GVI personnel impacted by the incident • Staffing needs for response operations 	<ul style="list-style-type: none"> • EOC reports • Media reports 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Special reports to senior management • COOP/COG 	No later than 4 hours following disaster declaration; updated every operational period



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Essential Element of Information	Specific Information	Methodology/Source	Responsible Entity	Product	Timeline
Status of Declarations	<ul style="list-style-type: none"> • Status of emergency declaration • Status of Presidential declaration • Jurisdictions included • Types of assistance authorized • Special cost-share provisions regarding direct federal assistance 	<ul style="list-style-type: none"> • Territory declarations • FEMA declarations 	<ul style="list-style-type: none"> • ESF 5 	<ul style="list-style-type: none"> • Situation briefing • Situation report • FEMA disaster information database reporting 	As soon as information becomes available; updated every operational period
Priorities for Response/Upcoming Activities	<ul style="list-style-type: none"> • Territory priorities • Priorities: water, food, power, medical, S&R, communications 	<ul style="list-style-type: none"> • EOC reports • Rapid needs assessment team reports • Community relations field reports • Elected officials 	<ul style="list-style-type: none"> • Joint State and Federal Operations 	<ul style="list-style-type: none"> • Incident Action Plan (IAP) • Situation briefings • Situation reports • GIS products 	Initial determination no later than 6 hours following incident and updated every operational period
Major Issues/Shortfalls	<ul style="list-style-type: none"> • Actual or potential resource shortfalls of the affected islands • Anticipated requirements for federal resources • Potential or actual federal shortfalls • Potential sources for resource shortfalls • Resources available and where located 	<ul style="list-style-type: none"> • EOC reports • Rapid needs assessment team reports • Community relations field reports 	<ul style="list-style-type: none"> • ESF-7 • ESF 5 	<ul style="list-style-type: none"> • Situation briefings • Situation reports • GIS products 	Initial assessment no later than 6 hours following incident and updated every operational period



Appendix F to the Base Plan Acronyms and Terms

This annex includes acronyms and terms used throughout the TEOP.

Table F-1: Acronyms and Terms

Acronyms	
AAR	After Action Report
ARC	American Red Cross
ADA	Americans With Disabilities Act
AG	Attorney General
ARES	Amateur Radio Emergency Services
BIT	Bureau of Information Technology
BOC	Bureau of Corrections
BoO	Base of Operations
BRIC	Building Resilient Infrastructure and Communities program
CAD	Computer-aided Dispatch
CAP	Civil Air Patrol
CBRN	Chemical, Biological, Radiological, Nuclear
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations
CPG	Comprehensive Preparedness Guide
CST	Civil Support Team
DCE	Defense Coordinating Element
DEOC	Departmental Emergency Operations Center
DHS	United States Department of Homeland Security
DoD	Department of Defense
DLCA	Department of Labor and Consumer Affairs
DPNR	Department of Planning and Natural Resources
DPW	Department of Public Works
EAS	Emergency Alert System
ECC	Emergency Communications Center
EI	Essential Elements of Information
EMAC	Emergency Management Assistance Compact
EMC	Emergency Management Council
EMS	Emergency Medical Services
EO	Executive Order
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EOS	EMAC Operations System



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Acronyms	
EPA	U.S. Environmental Protection Agency
ESC	Emergency Service Coordinator
ESF	Emergency Support Function
ETA	Estimated Time of Arrival
FAR	Finance, Administration and Recovery
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FLIR	Forward Looking Infrared Radar
FMA	Flood Mitigation Assistance Grant Program
GAR	Governor's Authorized Representative
GIS	Geographic Information Systems
GVI	Government of the Virgin Islands
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
IC	Incident Command
ICS	Incident Command System
IMAT	Incident Management Assistance Team
IND	Improvised Nuclear Device
IPAWS	Integrated Public Alert and Warning System
ISB	Incident Support Base
IST	Incident Support Team
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
LEGIT	Legislature of the Virgin Islands
LMR	Land mobile radio
LSA	Logistical Staging Area
LPG	Liquefied Petroleum Gas
MHADDS	Division of Mental Health, Alcoholism and Drug Dependency Services
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MMI	Modified Mercalli Index
MPH	Miles Per Hour
NGO	Non-Governmental Organization
NAWAS	National Warning System
NCIRP	National Cyber Incident Response Plan
NDRF	National Disaster Recovery Framework



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Acronyms	
NEMA	National Emergency Management Agency
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NTWC	National Tsunami Warning Center
NWS	National Weather Service
OSC	On-scene Coordinator
PA	Public Assistance
PAR	Protective Action Recommendations
PDRP	Pre-Disaster Recovery Planning
PETS	Pets Evacuation and Transportation Standards
PFO	Principal Federal Officer
PIO	Public Information Officer
POD	Points of Distribution
PPE	Personal Protective Equipment
PSA	Public Service Announcement
PSAP	Public Safety Answering Point
PTWC	Pacific Tsunami Warning Center
RDD	Radiological Dispersal Device
RCP	Caribbean Regional Oil and Hazardous Substances Pollution Contingency Plan
RMS	Records Management System
RMT	Required Monthly Test
ROC	Regional Operation Center
SAR	Search and Rescue
SME	Subject Matter Expert
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
SPR	State Preparedness Report
STJ	St. John
STT	St. Thomas
STX	St. Croix
TCC	Territorial Coordination Center
TCO	Territorial Coordinating Officer
TDD	Telecommunications Device for the Deaf
TEOP	Territorial Emergency Operations Plan
TFWP	Tsunami Focal Warning Point
THIRA	Threat and Hazard Identification and Risk Assessment
THMP	U.S. Virgin Islands Hazard Mitigation Plan
TMA	Territory Mutual Aid



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Acronyms	
TTY	Text Telephone Relay
UC	Unified Command
USACE	U.S. Army Corps of Engineers
UAV	Unmanned Aerial Vehicle
US&R	Urban Search and Rescue
USCG	United States Coast Guard
USGS	United States Geological Services
USVI	United States Virgin Islands
UVI	University of the Virgin Islands
VDMT	Volunteer Donations Management Team
VIEO	Virgin Island Energy Office
VIODR	Virgin Islands Office of Disaster Recovery
VIDOH	Virgin Islands Department of Health
VIFS	Virgin Island Fire Service
VING	Virgin Island National Guard
viNGN	Virgin Islands Next Generation Network
VIPD	Virgin Island Police Department
VIPFA	Virgin Islands Public Finance Authority
VITEMA	Virgin Islands Territorial Emergency Management Agency
VOAD	Voluntary Organization Active in Disasters
VOIP	Voice Over Internet Protocol
WAPA	Water and Power Authority
WEA	Wireless Emergency Alert
WHO	World Health Organization
WMA	Waste Management Authority
WMD	Weapons of Mass Destruction



ESF 1: Transportation

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 1: Transportation.

Coordinating: Department of Property and Procurement

Support: Department of Agriculture
Department of Health
Department of Human Services
Department of Public Works/VITRAN
Virgin Islands Energy Office
Virgin Islands Police Department
Virgin Islands Port Authority
Virgin Islands Taxi Commission
American Red Cross of the Virgin Islands
Ferry Operators

I. Introduction

- A. A disaster or emergency may severely damage transportation infrastructure, such as roads, bridges, airports, port services and maritime operations, and pipelines.
- B. The Department of Property and Procurement maintains a Disaster/Emergency Operations Plan which contains the information included in this annex.

II. Purpose

- A. Describe the process to coordinate transportation for Government of the Virgin Islands (GVI) departments and agencies, voluntary organizations, and where possible, territorial agencies requiring support to perform missions following a disaster and conducts damage and impact assessments of transportation infrastructure following a disaster.

III. Concept of Operations

- A. Territorial-level policy direction, control and assistance is provided by the Commissioner of Property & Procurement, the Territorial Emergency Service Coordinator (ESC), or their designee.
- B. The Division of Property and Procurement's (DPP) Division of Transportation is responsible for coordinating emergency transportation assistance to affected territorial departments and agencies.
- C. The primary focus of ESF 1 is to provide transportation assistance to Territorial agencies requiring assistance to meet their disaster assignments. Territorial



agencies are to notify ESF 1 of their operational needs, and the Division of Transportation will work to identify resources to fulfill the requests.

1. If available, territorial transportation capacity is insufficient to meet operational needs, the Division of Transportation Coordinator will coordinate the requests for obtaining civil transportation support.
 2. Care will be taken to coordinate civil transportation resource requests across territorial departments to avoid placing competing service demands upon the civil transportation leader.
- D. ESF 1 will integrate the principles of the National Incident Management System (NIMS) and Incident Command into all ESF 1 planning and response operations.
- E. ESF 1 establishes communications with ESF 5 (Emergency Management) to report and receive damage information.
- F. ESF 1 will implement and coordinate local transportation assistance activity with other governmental departments and agencies through established reporting channels with each ESC's assigned jurisdiction.
1. If the ESC is unable to function for whatever reason after a disaster, the responsibility will be assumed by the senior official within the transportation operations division, in accordance with the established line of succession procedures.

IV. Activities Summary

A. Preparedness

1. Integrate the principles of NIMS and the ICS into all ESF 1 planning efforts.
2. Participate in training and exercise activities with VITEMA and other GVI departments.
3. Maintain situational awareness through coordination with ESF 1 support agencies for current inventories of GVI departmental transportation facilities, supplies and equipment.
4. Update the DPP Disaster/Emergency Operations Plan

B. Response

1. Activate Territorial and Local ESF, as required.
2. Coordinate with the Federal ESF for logistical support until the Local ESF is operational.
3. Alert DPP Managers and staff that the ESF has been activated.



4. Coordinate resource/logistics support for the Territorial response.
5. Provide information and status updates to VITEMA.
6. Maintain situational awareness of inventories and status of availability of GVI-owned transportation assets.
7. Identify operational transportation networks for ingress and egress to affected areas.
8. Coordinate emergency information for public release through ESF 15 (Public Information).

C. Recovery

1. Conduct damage assessments of transportation infrastructure.
2. Determine the repairs needed to reopen damaged infrastructure.
3. Assist with the coordination of the repair and restoration of transportation infrastructure.
4. Coordinate requests for infrastructure and airspace restrictions.
5. Provide documentation to Virgin Islands Office of Disaster Recovery (VIODR) necessary to support the application for funding reimbursement.
6. Transition operations to RSF 5: Infrastructure.
7. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. Support the update of the Hazard Mitigation Plan.
2. Support and plan for mitigation measures including monitoring and updating mitigation actions in the Hazard Mitigation Plan.
3. Support GVI and Federal request and directives concerning mitigation and/or re-development activities.
4. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General



1. Coordinating, primary, and support agencies will identify, train, assign, and provide personnel to staff ESF 1 in the Territory EOCs.
 2. Support agencies will designate a lead contact from their agency to ESF 1 and will maintain contact with and prepare to execute missions in support of ESF 1 during periods of activation.
- B. Department of Property and Procurement
1. Implement, as required, Division of Transportation emergency-related functions to include the prioritization and/or allocation of all or part of civil transportation capacity; air and marine traffic control; emergency highway funding for Territorially-owned highways and highways on the Territorial-Aid system; hazardous material containment response; and damage assessment.
 2. Coordinate the provision of transportation resources in support of Territorial departments and agencies, and volunteer organizations.
 3. Assist the Transportation Coordination Center (TCC), upon their request, in support of their responsibility to provide and procure transportation for support agencies.
 4. Provide territorially-arranged transportation support, in coordination with the General Services Agency (GSA) for:
 - a. Nonmilitary territorial agencies, government departments, agencies, and volunteer agencies
 - b. Virgin Island National Guard upon their request.
 5. Assist territorial departments and agencies in determining the most viable available transportation networks to, from, and within the disaster area; and regulate the use of such networks as appropriate.
 6. Identify supporting resource requirements, accumulate such requirements, and take actions to affect their review and implementation by appropriate territorial authority.
 7. Provide for the prioritization or allocation of available supporting resources as they are made available, if required.
 8. Upon the identification of transportation capacity shortfalls, report such shortfalls and proposed actions to the Territorial Coordinating Officer (TCO).



9. In coordination with the TCC implement and administer civil transportation control systems, if the disaster situation requires the implementation of such controls.
- C. Department of Agriculture
 1. Make available Territorial transportation capacity not required by the agency to fulfill its emergency mission.
 - D. Department of Health
 1. Make available Territorial transportation capacity not required by the agency to fulfill its emergency mission.
 - E. Department of Human Services
 1. Make available Territorial transportation capacity not required by the agency to fulfill its emergency mission.
 - F. Department of Public Works/VITRAN
 1. Make available Territorial transportation capacity not required by the agency to fulfill its emergency mission.
 2. Administer Division of Transportation private transportation control systems (e.g., priorities and allocations) when so requested by the Commissioner of Property and Procurement.
 - G. Virgin Islands Energy Office
 1. Make available Territorial transportation capacity not required by the agency to fulfill its emergency mission.
 - H. Virgin Islands Police Department
 1. Make available Territorial transportation capacity not required by the agency to fulfill its emergency mission.
 - I. Virgin Islands Port Authority
 1. Provide support to Division of Transportation in the emergency operation of inland waterways, ports, and harbors to include specifically dredging operations, as it relates to the United States Army Corps of Engineers (USACE).
 - J. Virgin Islands Taxi Commission
 1. Make available civil transportation capacity under contract at the time of a disaster not required by the agency for its emergency mission.



- K. American Red Cross of the Virgin Islands
 - 1. Assist the Division of Transportation, as required, in providing Territorially arranged transportation support to Territorial agencies, volunteer agencies and local government entities
- L. Ferry Operators
 - 1. Make available civil transportation capacity under contract at the time of a disaster not required by the agency for its emergency mission.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 1 Resource Support.
- B. The Federal Transportation Administration (FTA) provides guidance and support for the operations of transportation assets following a disaster and pre- and post-disaster funding.
- C. The Federal Aviation Administration (FAA) provides guidance and support for reopening airports following a disaster and pre- and post-disaster funding.
- D. The Department of Transportation (DOT) provides guidance and support for the assessment of roads and bridges following a disaster and pre- and post-disaster funding.
- E. The US Coast Guard (USCG) provides guidance and support for the assessment of ports following a disaster.



ESF 2: Communications

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 2: Communications.

Coordinating: Bureau of Information and Technology (BIT)

Support:

- VITEMA
- Legislature of the Virgin Islands (LEGIT)
- VI Fire Services
- Virgin Islands Next Generation Network (VINGN)
- VI National Guard
- VI Police Department
- VI Port Authority
- VIYA
- WTJX Radio
- Amateur Radio Emergency Service (ARES)
- Civil Air Patrol

I. Introduction

- A. Communications includes information and reports, surveillance of threatening conditions, alert and warning systems, and 24-hour two-way radio, telephone/cellular, satellite and internet services.
- B. Territorial assistance under this function consists of the coordination of Territorial and civilian partner organizations/providers for the utilization of equipment and personnel essential to coordinate the operational status of communications systems before, during and after an impending or actual disaster situation.
- C. In the event communications resources become overburdened or destroyed, other communications capabilities will be coordinated as necessary to augment communications.

II. Purpose

- A. Provide a means of defining, specifying, and performing the functions of communication through coordination with appropriate Federal, State, and local agencies/organizations and commercial providers to minimize loss of life and property in the event of an emergency or disaster.

III. Concept of Operations

- A. The USVI, Bureau of Information and Technology (BIT) is responsible for coordinating all ESF 2 administrative, management, planning, training, preparedness, and mitigation, response, and recovery activities to include



developing, coordinating, and maintaining the ESF 2 Standard Operating Procedures (SOP). BIT coordinates Territorial communications contracts for leased land mobile radio (LMR) and point-to-point communication towers and internet service provider (ISP) service with the Department of Property and Procurement.

- B. ESF 2 primary supporting agencies will assist BIT in the planning and execution of the above.
- C. ESF 2 personnel must be familiar with the corresponding Federal Annexes. This familiarization will include but not be limited to the structure, organization, functions, and responsibilities of the Incident Management Assist Teams (IMAT) and the Joint Field Office (JFO).
- D. ESF 2 will coordinate with all primary supporting and other appropriate departments/agencies and organizations to facilitate communications readiness and recovery during disasters or other emergency situations.
- E. In the event of an emergency and/or disaster, ESF 2 will initiate actions appropriate to coordinate support for Territory communications. Every effort will be made to support local equipment and personnel needs when requested and to integrate local resources when appropriate into regional or Territorial responses.
- F. ESF 2, in support of Federal, Territorial, local jurisdictions and commercial partners, and in coordination with local Emergency Management officials, will assess the situation and develop communication strategies.
- G. ESF 2 coordinates alternate communications systems for use in the event the existing systems are damaged and rendered inoperable.

IV. ESF ACTIONS

- A. Preparedness
 - 1. Identify public and private-sector telecommunications facilities, equipment, and personnel to support emergency communications capabilities.
 - 2. Coordinate efforts with commercial communications providers to restore services, to include public safety and first responder priorities.
 - 3. Coordinate the acquisition and deployment of communications equipment, personnel, and resources to establish or re-establish communications capabilities.
 - 4. Develop and coordinate frequency management plans, talk-groups, and channels in preparation for emergency response operations.



5. In coordination with VITEMA, schedule and coordinate periodic training in LMR procedures for disaster response staff for agencies who do not regularly use LMR in daily operations.
6. Develop communication strategies for implementation during disasters.
7. Prioritize the deployment of services based on available resources and critical needs.
8. Participate at least annually in Territorial exercises and/or conduct an exercise to validate this Annex and supporting SOPs.

B. Response

1. Assess communications needs, prioritize requirements, and make recommendations to deploy equipment and personnel to affected areas, as required.
2. Coordinate prioritization and restoration of communications capabilities as appropriate.
3. Maintain communications with appropriate emergency operating services of, Federal, Territorial, and local governments.
4. Coordinate frequency management plans, talk-groups, and channels during emergency response operations.
5. Encourage the application of LMR communications best practices to ensure communications discipline and avoid overloading communications frequencies and/or talk groups.
6. In coordination with Territorial EOC Operations, assist in the identification of communication resources as required.
7. In coordination with VITEMA, maintain awareness of operational status of emergency communications vehicles and mobile command vehicles available throughout the Territory.
8. Coordinate with FEMA for access to communications assets beyond the Territory's capability.
9. Gather communications damage assessment information from public and private telecommunications providers and provide the information to the Situation Unit in the Territorial EOC and ESF 14, Long Term Recovery.
10. In coordination with VITEMA, monitor and document communications costs for any potential reimbursement.



C. Recovery

1. Coordinate alternate communication systems to augment damaged or inoperative systems.
2. Maintain contact and/or coordinate with:
 - DHS
 - FEMA
 - Other EOCs
 - Federal Regional Response Coordination Centers (RRCC)
 - Other Federal, State, and local governments, and Emergency Management organizations
3. Gather communications damage assessment information from public and private telecommunications providers and report to Situation Unit in the Territorial EOC and ESF 14, Long Term Recovery.
4. Assess the need for and obtain communications provider support.
5. Coordinate prioritization and restoration of communications capabilities.
6. Ensure ESF 2 team members and primary support agencies maintain appropriate records of costs incurred during the event.
7. Support long-term recovery priorities as identified by the Recovery Task Force.
8. Provide ESF 2 representation on the Recovery Task Force.
9. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan dated 2021.

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the U.S. Virgin Islands Hazard Mitigation Plan.
2. Review, evaluate, and comment on proposed Territorial Hazard Mitigation Plan amendments, upon initiation and within review period.
3. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
4. Document matters that may be needed for inclusion in agency or Federal/Territorial briefings, situation reports and action plans.
5. Additional details are included in the U.S Virgin Islands Mitigation Plan dated 2021.



V. Responsibilities

A. General

1. ESF 2 support agencies will identify, train, maintain contact with, and upon request, provide staff to prepare and/or execute missions in support of ESF 2 during periods of activation.

B. Bureau of Information and Technology (BIT)

1. BIT provides and manages internet connectivity to both government and semi-autonomous private agencies
 - Provide management of USVI government email system
 - Manage data center for hosting critical applications in the government cloud
 - Provide infrastructure and project management enabling agencies to connect to internet/intranet for various government applications
2. Provide LMR functionality and system oversight
 - Oversee the Territory's trunked radio system (analog)
 - Maintain two BIT-owned LMR towers and manage lease of space on commercial LMR towers
 - Maintain radiofrequency (RF) infrastructure
 - Manage provisioning of LMR radios for all agencies

C. Amateur Radio Emergency Service (ARES)

1. Backup to LMR for emergency management and public safety/security agencies and other government agencies.

D. Civil Air Patrol

1. Backup to LMR for emergency management and public safety/security agencies and other government agencies.

E. Commercial Radio Stations

1. Provide alternate means to disseminate information to the public when traditional means of communications are damaged or unavailable.
2. Support messaging from ESF 15, External Affairs (Public Information Officer).

F. Legislature of the Virgin Islands (LEGIT)

1. Fund Territorial emergency communications.
2. Pass special legislation when necessary to implement disaster response and recovery measures.



3. Authorize Territorial debt and the issuance of bonds for public infrastructure investments to recover from disasters when necessary.
- G. VI Fire Services
1. A primary user of LMR.
 - Purchases own LMR equipment,
 - Provides BIT with feedback for status of LMR,
 - Supports weekly LMR radio checks.
 - User of computer aided dispatch (CAD) records management system (RMS),
- H. Virgin Islands Next Generation Network (viNGN)
1. viNGN is a public corporation, which is a wholly owned subsidiary of the Virgin Islands Public Finance Authority, provides wholesale broadband middle mile service to providers.
 - Wholesale broadband provider via fiber network
 - Provides platform for the internet service providers (ISP) to connect to provide services to customer
 - Provides free Wi-Fi hotspots to visitors/tourists in densely populated areas in the territory
 - Facilitate the computer centers in the territory for public internet access
- I. VI National Guard
1. Communicate with federal partners.
 - Provide liaison with FEMA communication director
 - Provide communications with all military partners during response and recovery
 - Communicate with U.S. Army Corps of Engineers (USACE)
 2. Provide logistics support for communication such as installing mobile LMR towers for BIT during disasters, depending on mission assignment.
- J. VI Police Department
1. A primary user of LMR.
 - Purchases own LMR equipment
 - Provides BIT with feedback for status of LMR
 - Supports weekly LMR radio checks
 - User of CAD RMS
 2. Provide mobile communications/command truck in each district for Police Department communications.



- K. Virgin Islands Territorial Emergency Management Agency (VITEMA)
1. VITEMA is the lead emergency management agency for the Territory as defined in the Virgin Islands Code, Title 23, Chapter 10.
 - Prepare for, coordinate the response to and the recovery from all hazards and threats that impacts the Virgin Islands.
 - Maintain a 24 hour a day capability to warn the public of emergencies or impending disasters including AlertVI, the USVI All Hazards Siren Warning System, and various national warning systems.
 2. House and manage the Territorial 911 system through a Unified Communications Center for St. Croix and St. Thomas/St. John/Water Island.
 - System administrator for CAD RMS
 3. Ensure communications follow National Incident Management System (NIMS) protocols and the incident management plan.
 4. Maintain cache of satellite phones for distribution before a disaster.
- L. VIYA
1. Private sector provider of internet, cellular, satellite communications for territory public and private sector customers.
 - Provide free wi-fi spots throughout the territory
 - Provide cellular coverage throughout the territory
 - Provide backup to FirstNet government cellular network
- M. WTJX Public Radio and Television
1. Provide public television and radio broadcasts in support of emergency public information dissemination.
 - Provide emergency broadcasts

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework, ESF 2, Communications.
- B. Federal ESF 2 supports the restoration of the communications infrastructure, facilitates the recovery of systems and applications from cyber-attacks, and coordinates Federal communications support to response efforts during incidents requiring a coordinated Federal response.
- C. Federal ESF 2 provides communications support to Federal, State, Territorial, tribal, and local governments and first responders when their systems have been impacted and provide communications and Information Technology (IT) support to the JFO and JFO-related field teams.



- D. The National Communications System (NCS) and Cybersecurity and Infrastructure Security Agency Emergency Communication Division (CISA ECD) work closely to coordinate the Federal ESF 2 response to cyber incidents. This convergence requires increased synchronization of effort and capabilities between the communications and IT sectors to facilitate the Federal ESF 2's ability to respond to all types of incidents.
- E. First Responder Network Authority (FirstNet)/Liberty Network
 - 1. FirstNet is an independent authority within the U.S. Department of Commerce. Authorized by Congress in 2012, its mission is to develop, build and operate the nationwide, broadband network that equips first responders to save lives and protect U.S. communities. FirstNet operates a public-private partnership with telecommunications provider AT&T to develop and implement wireless broadband communications for first responders nationwide.
 - 2. FirstNet - Virgin Islands is managed by Liberty Network (development formerly managed by AT&T) and works with BIT in support the implementation and management of broadband public safety communications to first responders in the Territory.
- F. The FEMA Regional Administrator is authorized to establish temporary communications during or in anticipation of an emergency or major disaster, and make them available to State, Territorial, and local government officials and other persons deemed appropriate.
- G. Federal Emergency Communications Coordinator
 - 1. For a major disaster, the Federal Coordinating Officer (FCO) will appoint a Regional Emergency Communications Coordinator (RECC). The RECC will deploy to the disaster area as the principal Federal Telecommunications Manager for that area.
 - 2. The RECC coordinates with the ESF 2 to ensure Federal communications requirements do not conflict with Territorial needs.
 - 3. The RECC will normally deploy as a part of the IMAT and assists in coordinating Federal telecommunications support in the Unified Coordination Group and Staff. On arrival, the RECC will assess the need for mobile and transportable telecommunications equipment and provide assistance to Territorial ESF 2 as required.
- H. Communications provided under the Stafford Act are intended to supplement but not replace normal communications that remain operable after an emergency or major disaster. Such emergency communications will be discontinued immediately when essential communications of the Federal, State, Territorial, and local officials have been restored.



- I. After use, the Lead Agency coordinates the release of Federal communications resources as soon as commercial, Territorial, and local communications can support the response mission. It is also up to the Lead Agency to maintain a record of all communications support provided.

VII. Emergency Communications Capabilities and Limitations

- A. Attachments 1 to this Annex lists the primary capabilities and limitations of USVI emergency communications.

VIII. MEMORANDUMS OF UNDERSTANDING (MOU)

- A. MOU between BIT and VINGN for doing business together.
- B. Memorandum of Understanding Between U.S. DHS Immigrations and Customs Enforcement and BIT of August 11, 2016 for Commitments and Responsibilities for Installation and Maintenance of Communications Equipment by BIT at Two ICE Sites (St. Thomas and St. Croix)



ATTACHMENT 1: EMERGENCY COMMUNICATIONS CAPABILITIES AND LIMITATIONS

This section summarizes the capabilities and limitations of USVI emergency communications systems including emergency notifications, fixed and mobile communications centers, land mobile radios and communications interoperability, satellite communications, and volunteer amateur radio support for emergencies.

I. Emergency Notifications

The following technologies are available to the Territory for alerting the public of emergencies and disasters. ESF2 – Communications oversees the integration and deployment of communication systems to support emergency operations. ESF 5 - Emergency Management determines when to deploy public alerts and warnings. And ESF 15 – External Affairs prepares the messages for dissemination to the public.

A. Alert VI

- i. Alert VI is the Virgin Islands all-hazards alert and notification system.
- ii. Individuals must register in Alert VI in order to receive emergency notifications.
- iii. Alert VI issues critical emergency related information including instructions and recommended protective actions developed in real-time by emergency services agencies.
- iv. Notification is accomplished through various communications systems including email, cell phone, landline, fax and web postings.
- v. The information provided includes severe weather warnings, significant road closures, hazardous materials spills, and other emergency conditions.
- vi. Additionally, Alert VI issues, through alerts and press releases, information regarding response actions being taken by Cabinet Agencies and protective actions that should be taken to protect individuals, families, and properties.
- vii. Text-to-speech and audio recording is also built into the system to meet American with Disabilities Act requirements.

B. All-Hazards Siren Warning System (As of 2021, the system is not operational resulting from Hurricanes Irma and Maria. FEMA has approved recovery projects to resume operations.)

- i. General
 1. The siren system is made up of sirens located on St. Croix, St. John, St. Thomas, and Water Island
 2. The system is set up to notify people who are outside of buildings
 3. The system alerts the public using tones, pre-recorded voice messages, and actual voice messages



4. The All-Hazards Siren Warning System includes 44 sirens placed along USVI throughout the territory. The system was developed primarily for no-notice or short notice events such as a tsunami.
- ii. System configuration
 1. Tsunami
 2. Hurricane
 3. Flash Flood
 4. Curfew
 5. Hazardous
 6. All Clear
 7. Public Address
 - iii. System testing
 1. Silent testing conducted once a month
 2. Live testing to be conducted once a month using one of the preprogrammed alerts on a rotating basis
 3. During exercises as appropriate
 - iv. Siren Activation
 1. The All-Hazards Warning System is activated by VITEMA's 911 Emergency Communications Centers (ECC).
 2. Each 911 ECC has the capability to activate the entire territorial siren system or selected sirens as needed.
 3. The first 911 ECC to receive a tsunami warning through the National Warning System or from the Pacific Tsunami Warning Center (PTWC) will immediately activate the siren system for the areas identified in the warning message.
 4. Once the sirens are activated the 911 ECC will implement their call down procedures.
 5. Siren Activation
 - v. Limitations
 1. As described at the beginning of this section, the All Hazards Siren Warning System is not active as of 2021 due to damage from Hurricanes Irma and Maria. There is a funded recovery project to restore the siren warning system.



- C. Integrated Public Alert and Warning System (IPAWS)
 - i. IPAWS is a modernization and integration of the nation's alert and warning infrastructure.
 - ii. IPAWS provides an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface. As of December 2019, the NOAA Weather alerts system in the Territory is nonoperational. NOAA has identified a site in St. Croix and St. Thomas to become broadcast stations and are part of their recovery plan.
 - iii. VITEMA will test the EAS thru IPAWS once a month.
- D. Wireless Emergency Alert (WEA) System:
 - i. WEA is a public safety system that allows customers who own certain wireless phones and other enabled mobile devices to receive geographically-targeted, text- like messages alerting them of imminent threats to safety in their area.
 - ii. The technology ensures that emergency alerts will not get stuck in highly congested areas, which can happen with standard mobile voice and texting services.
 - iii. WEA enables government officials to target emergency alerts to specific geographic areas through cell towers that broadcast the emergency alerts for reception by WEA-enabled mobile devices.
- E. Emergency Alert System:
 - i. The Emergency Alert System is a national public warning system that requires TV and radio broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service providers, direct broadcast satellite service providers and wireline video service providers to offer to the President the communications capability to address the American public during a national emergency.
 - ii. The system also may be used by state and local authorities to deliver important emergency information such as AMBER (missing children) alerts and emergency weather information targeted to a specific area.
 - iii. In the USVI, VITEMA has the ability to issue life safety alerts through EAS.
 - iv. VITEMA will conduct Required Monthly Tests (RMT) of the EAS on different days and at different times each month.

II. Fixed Communication Centers

- A. VITEMA's three (3) EOCs are equipped with a portable satellite phone and Very Small Aperture Terminal (VSAT) satellite system provided and maintained by FEMA.



III. Land Mobile Radio (LMR) and Communications Interoperability

- A. Territorial agencies operate on a trunked radio system with six analog channels allowing communications within each district.
- B. ACU 1000 radios that allows for interoperability among Federal and Territorial agencies.
- C. LMR coverage has identified coverage gaps in some locations.
 - i. BIT maintains the current known gaps

IV. Satellite Communications

- A. The satellite system supports communication and internet service.
- B. Trunked radios are equipped in a number of essential high-level government officials' vehicles.
- C. Amateur Emergency Radio Service (ARES) volunteers support is based on availability of personnel and equipment. All ARES volunteers completed ICS 100/200, ICS 700/800 courses and are encouraged to completed ICS 300/400 courses if working at EOCs.
 - i. Maintain radio communications at each VITEMA EOC
 - ii. Support ESF 6, Mass Care at general population shelters
 - iii. Support ESF 8, Public Health and Medical at Hospital EOCs
 - iv. Support American Red Cross operations centers.
 - v. Support VITEMA at Points of Distribution
 - vi. Utilize ICS Form 213 (General Messaging) for communications messages to / from EOCs
 - vii. Utilize WebEOC to provide resource requests and track responses back to requestors
- D. VITEMA maintains a cache of Satellite phones they distribute during disasters.

V. Amateur Emergency Radio Service (ARES)

- A. The Amateur Radio Emergency Service® (ARES) consists of licensed amateurs who have voluntarily registered their qualifications and equipment, with their local ARES leadership, for communications duty in the public service when disaster strikes.
- B. ARES volunteers support is based on availability of personnel and equipment. All ARES volunteers completed ICS 100/200, ICS 700/800 courses and are encouraged to completed ICS 300/400 courses if working at EOCs.
 - Maintain radio communications at each VITEMA EOC
 - Support ESF 6, Mass Care at general population shelters
 - Support ESF 8, Public Health and Medical at Hospital EOCs.
 - Support American Red Cross operations centers.
 - Support VITEMA at Points of Distribution



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- Utilize ICS Form 213 (General Messaging) for communications messages to / from EOCs.
- Utilize WebEOC to provide resource requests and track responses back to requestors



ESF 3: Public Works and Engineering

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 3: Public Works and Engineering.

Coordinating: VI Department of Public Works

Support: VI Department of Planning and Natural Resources

VI Police Department

VI Department of Property and Procurement

VI Department of Sports, Parks and Recreation

VI Waste Management Authority

VI Water and Power Authority

I. Introduction

- A. A disaster or emergency may severely damage public works infrastructure, such as water supply and sewer systems.
- B. The V.I. Department of Public Works (VIPW) maintains a Disaster/Emergency Operations Plan which contains the information included in this annex.
- C. VIPW refers to those engineering and procurement activities required to provide or restore, emergency power supplies for critical facilities, water and sewer services, including:
 - Emergency supply of potable water
 - Temporary restoration of water supply and sewer systems
 - Providing water for firefighting
 - Clearance, removal, and disposal of contaminated and uncontaminated debris from public property
- D. Engineer activities include:
 - Technical expertise regarding the structural safety of damaged buildings
 - Coordination of emergency repairs to public facilities
 - Appropriate construction services (i.e., electrical, plumbing, soils, etc.)
 - Emergency demolition or stabilization of damaged structure and facilities designated as hazards to public health.



II. Purpose

- A. Establish policy, procedures, and priorities for water resources, and sewer facilities and waste disposal.
- B. Provide for coordinating immediate and continued engineering resources, construction management, emergency contracting, and expertise following a disaster.
- C. Provide an accurate assessment of damages, losses, and expenditures resulting from an emergency or disaster in order to determine the need for territory and/or federal assistance and to conduct safety evaluations to protect the public health and welfare

III. Concept of Operations

- A. VIPW is the lead agency for ESF 3 and is responsible for the coordination of all ESF 3 administrative, management, planning, training, preparedness, mitigation, response, and recovery activities to include developing, coordinating, and maintain any ESF 3 standard operating procedures (SOP).
- B. ESF 3 supporting agencies should assist the VIPW in the planning and execution of the above.
- C. VIPW will coordinate with all supporting and other appropriate agencies and organizations to ensure continual operational readiness.
- D. The VI Water and Power Authority (WAPA) in coordination with VI Waste Management Authority (WMA) will provide overall guidance concerning water supply matters and provide guidance for sewage treatment and solid waste disposal.
- E. ESF 3 will integrate the principles of the National Incident Management System (NIMS) and Incident Command into all ESF 3 planning and response operations.
- F. The primary focus of ESF 3 is to provide:
 - Emergency power and the restoration of water and sewer services
 - Debris management to include clearance, removal, and disposal of contaminated and uncontaminated debris from public property
 - Water (potable and non-potable)
 - Engineering activities as required
- G. ESF 3 establishes communications with ESF 5 (Emergency Management) to report and receive damage information.
- H. ESF 3 will cooperate and coordinate with other ESFs to ensure GVI assets are deployed effectively and in response to appropriate priorities for the protection of the health, safety, and welfare of territory citizens.



- I. In coordination with and in support of the islands of St. Thomas, St. Croix, and St. John, ESF 3 will assess the situation (both pre- and post-event), and in coordination with the Emergency Service Coordinators (ESC) and officials, develop strategies to respond to the emergency.
 - 1. In the event that the ESC is unable to function for whatever reason after disaster, the responsibility will be assumed by the senior official within the VIPW, WAPA, and WMA, in accordance with the established line of succession procedures.
- J. VITEMA will coordinate with Federal ESF 3 to obtain Federal assistance as needed.

IV. Introduction

- A. Preparedness
 - 1. Participate in territory exercises and conduct, at least annually, an ESF 3 exercise to validate the ESF 3 Annex and supporting SOPs.
 - 2. Train personnel on the principles of the NIMS and Incident Command and integrate those principles into all ESF 3 planning and response operations.
 - 3. Pre-identify assets, needs and resources that may be allocated to support St. Thomas, St. Croix, and St. John as requested and needed.
 - 4. Identify agency resources to sustain emergency operations.
 - 5. Maintain related information in WebEOC.
 - 6. Determine if the islands of St. Thomas, St. Croix, and St. John have a mechanism for obtaining waivers and clearances related to support ESF 3.
 - 7. Plan for the provision of water (potable and non-potable) into the disaster area if island resources and supplies become inadequate.
 - 8. In coordination with VITEMA, develop policy for conservation, distribution and use of potable and firefighting water.
 - 9. In coordination with VITEMA, develop an inventory of additional or alternative sources of potable water to augment or maintain water supplies.
 - 10. Establish operational needs for restoration of public works service during the emergency.
 - 11. Plan engineering, contracting, and procurement assistance for clearance, removal, and disposal of contaminated and uncontaminated debris from public property, demolition, public works repair, and water supply, and sewer missions.



12. Ensure procedures are in place to document costs for any potential reimbursement.

B. Response

1. Provide assistance to include personnel, equipment, and technical expertise necessary to assess damage resulting from an emergency or disaster to territory and island facilities and property.
2. Identify water and sewer service restoration, potable water supply, solid waste disposal, and engineering requirements as soon as possible.
3. Evaluate status of current resources to support ESF 3 operations.
4. Establish priorities to repair damaged roads, water/sewer systems and coordinate the provision of temporary, alternate, or interim sources of emergency power and water/sewer services.
5. Procure equipment, specialized labor, and transportation to repair or restore public works systems.
6. Coordinate with ESF 4 (Firefighting) for advice and assistance regarding firefighting water supply.
7. Coordinate with ESF 6 (Mass Care) for shelter support requirements.
8. Coordinate with ESF 10 (Hazard Materials) for advice and assistance regarding disposal of hazardous materials.
9. Coordinate with ESF 11 (Agriculture and Natural Resources) for advice and assistance regarding disposal of debris containing or consisting of animal carcasses.
10. Coordinate for the possible deployment of engineering assets and personnel into affected areas, as needed.
11. Provide damage assessment personnel and support for joint territory/federal teams into affected areas, as required.
12. Coordinate with VITEMA to train building inspectors, island government engineers, and other interested persons required to make rapid evaluations and decisions regarding continued use and occupancy of damaged buildings and roads.



C. Recovery

1. Anticipate and plan for arrival of and coordination with FEMA and U.S. Army Corps of Engineers (USACE), ESF 3 personnel in the St. Thomas, St. Croix, and St. John EOCs and the Joint Field Office (JFO).
2. Ensure ESF 3 team members, their agencies or other tasked organizations maintain appropriate records of time and costs incurred during the event.
3. Participate in post-incident assessments of public works and infrastructure to help determine critical needs and potential workloads.
4. Provide coordination and technical assistance (to include vessel removal, significant marine debris removal, and hydrographic survey) to affect the rapid recovery and reconstitution of critical waterways, channels, and ports.
5. Maintain coordination with all supporting agencies and organizations on operational priorities for emergency repair and restoration.
6. Continue to monitor restoration operations when and where needed as long as necessary and until all services have been restored.
7. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the U.S. Virgin Islands Mitigation Plan, dated 2021.
2. Support requests and directives from VITEMA, the Governor, and/or FEMA concerning mitigation and/or re-development activities.
3. Document matters that may be needed for inclusion in agency or federal briefings, situation reports and action plans.
4. Implement structural and non-structural mitigation measures, including deployment of protective measures, to minimize adverse effects and fully protect resources prior to an incident.
5. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.



V. Responsibilities

A. General

1. ESF 3 lead and support agencies will ensure their ESF 3 personnel are trained on the principles of NIMS and Incident Command.
2. ESF 3 lead and support agencies will identify, train, and assign personnel to maintain contact with, staff the EOCs as needed, and prepare to execute missions in support of ESF 3 in the VITEMA EOC and in the field during periods of activation.
3. ESF 3 lead and support agencies should maintain inventories and procedures to deploy their agency's public works and engineering assets.

B. VI Department of Public Works

1. Identify, train, and assign personnel to staff ESF 3 in the St. Thomas, St. Croix, and St. John EOCs, as well as the VITEMA EOC.
2. Provide all available public works and engineering assets.
3. Establish operational needs for restoration of public works service during the emergency.
4. Provide coordination with ESF 3 support agencies to identify roads, water and sewer service restoration, debris management, clearance, removal including disposal of contaminated and uncontaminated debris from public property, potable water supply, and engineering requirements as soon as possible.
5. Recommend priorities to repair damaged roadways, water/sewer systems and coordinate the provision of temporary, alternate or interim sources of emergency power and water/sewer services.
6. Provide coordination and technical assistance (to include vessel removal, significant marine debris removal, and hydrographic survey) to affect the rapid recovery and reconstitution of critical waterways, channels, and ports.
7. As needed, recommend priorities for water and other resource allocations.
8. In coordination with ESCs on St. Thomas, St. Croix, and St. John, develop policy for conservation, distribution and use of potable and firefighting water.
9. Develop and maintain listings of commercial and industrial suppliers of services and products, to include POCs and phone numbers, associated with public works and engineering functions.



10. Provide assistance to assist with Eminent Domain and other emergency demolition or stabilization of damaged structures and facilities.
 11. Provide building assessment technical assistance; and building inspectors.
 12. Provide inspectors (engineering and roads/bridges).
- C. VI Department of Planning and Natural Resources
1. Provide engineering inspectors and water testing capability
- D. VI Police Department
1. Provide disaster intelligence information from deployed assets as needed.
- E. VI Department of Property and Procurement
1. Provide technical assistance for procurement and contracting services, as needed.
- F. VI Department of Sports, Parks and Recreation
1. Provide technical assistance.
- G. VI Waste Management Authority
1. Provide emergency survey, surveillance, sampling, testing, and monitoring of water and sewage pumping, treatment, distribution, and collection systems to ensure public health and safety integrity of such systems.
 2. Provide technical assistance concerning the disposal of waste materials, including household hazardous waste, agricultural waste, and debris containing or consisting of animal carcasses.
 3. Identify water and sewer service restoration, debris management, potable water supply, and engineering requirements as soon as possible.
- H. VI Water and Power Authority
1. Assist affected utilities to identify and locate additional or alternative sources of potable water to augment or maintain water supplies.
 2. Provide public utility restoration support.



VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 3 – Public Works and Engineering.
- B. Federal ESF 3 assists FEMA by: coordinating and organizing the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prepare for, respond to, and/or recover from a disaster or an incident requiring a coordinated Federal response.
- C. Activities within the scope of Federal ESF 3 include:
 - 1. Coordinating and supporting infrastructure risk and vulnerability assessments.
 - 2. Participating in pre-incident activities, such as pre-positioning assessment teams and contractors, and deployment of other advance teams.
 - 3. Participating in post-incident assessments of public works and infrastructure to help determine critical needs and potential workloads.
 - 4. Implementing structural and nonstructural mitigation measures to minimize adverse effects or fully protect resources prior to and after an event.
 - 5. Executing emergency contracting support for lifesaving and life-sustaining services, to include providing emergency power, and other emergency commodities and services.
 - 6. Providing assistance in the monitoring and stabilization of damaged structures designed as immediate hazards to public health and safety; and structural specialist expertise to support inspection of mass care facilities and urban search and rescue operations.
 - 7. Providing emergency repair of damaged infrastructure and critical public facilities (temporary power, emergency water, sanitation systems, etc.); and supporting the restoration of critical navigation, flood control, and water infrastructure systems.
 - 8. Managing, monitoring, and/or providing technical advice in the clearance, removal, and disposal of contaminated and uncontaminated debris from public property and the reestablishment of ground and water routes into impacted areas.



9. Providing technical assistance to include engineering expertise, construction management, contracting, inspection of private/commercial structures and real estate services.
 10. Implementing and managing the Federal Public Assistance program and other recovery and mitigation programs to include efforts to permanently repair, replace, or relocate damaged or destroyed public facilities and infrastructure.
- D. Federal agencies are responsible for complying with appropriate environmental and historic preservation statutes.
 - F. A Federal ESF 3 representative will normally deploy to the VITEMA EOC as a part of the Incident Management Assistant Team (IMAT), and supplemental ESF 3 cells will also deploy which will evolve into the ESF 3 cell after the JFO is established.
 - G. The Department of Defense (DoD)/USACE is the primary agency for providing ESF 3 technical assistance, engineering, and construction management resources and support during response activities.
 - H. FEMA is the primary agency for providing ESF 3 recovery resources and support, to include assistance under the FEMA Stafford Act Public Assistance Program.
 - I. Federal ESF 3 maintains close coordination with Federal and GVI officials to determine potential needs for support and to track the status of response and recovery activities.
 - J. Priorities are determined jointly among Federal and GVI officials. Federal ESF 3 support is integrated into the overall Federal, GVI, Non-Governmental Organization (NGO), and private sector efforts.



ESF 4: Firefighting

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 4: Firefighting.

Coordinating: Virgin Islands Fire Services (VIFS)

Support: Virgin Islands Police Department
Virgin Islands Port Authority
Virgin Islands Water and Power Authority

I. Introduction

- A. ESF 4 focuses on actions taken through the application of equipment, manpower, and technical expertise to control and suppress urban, rural, and wildland fires that have, or threaten to, become disasters.
- B. Provision of fire services will be in accordance with mutual aid agreements with private industries and established recognized standard firefighting methods.

II. Purpose

- A. Provide a means of defining, specifying, and performing the functions of firefighting rescue, and emergency services through coordination with appropriate Territory and Federal organizations to minimize loss of life and property in the event of an emergency or disaster.
- B. Coordinate resources to detect and suppress urban, rural, and wildland fires, and to address other fire protection concerns.

III. Concept of Operations

- A. All fire-based resources are managed by Virgin Islands Fire Services (VIFS).
- B. VIFS is responsible for situation assessment and determination of resource needs.
- C. ESF 4 will coordinate with all supporting and other appropriate departments/agencies and organizations that may support ESF 4 to ensure operational readiness prior to, during or after an incident, emergency, or disaster.
- D. Based on known or projected threats, imminent hazards or predicted disasters that may require additional resources, ESF 4 may coordinate the mobilization of resources and the staging of them at designated locations in a condition to respond if assistance is requested.
- E. ESF 4 will coordinate with Federal ESF 4 to obtain Federal assistance as required.



IV. Introduction

A. Preparedness

1. Maintain situational awareness of operational readiness, current inventories/databases of fire service facilities, equipment, and qualified personnel in coordination with supporting agencies.
2. Ensure procedures are in place to document costs for any potential reimbursement.
3. Conduct prior coordination for military and air support assets for firefighting operations.
4. VIFS will work with ESF 4 support partners to ensure emergency contracts are in place and to coordinate planning activities between partners (e.g., training, exercises, coordination meetings, etc.).

B. Response

1. Receive requests for support, determine resource availability, and mobilize resources in support of disaster response.
2. Maintain situational awareness of firefighting assets/resources committed, available, and requested to support response operations.
3. Support fire investigations and inspections, as requested.
4. Obtain and submit situation reports (SitReps) as requested by VITEMA.
5. Establish communications with federal assets mobilized to support response operations.

C. Recovery

1. Coordinate with Planning Section to support demobilization of resources.
2. Participate in VITEMA-led after action reviews to improve future response operations.
3. Provide reports of lost or damaged equipment and records of injuries or equipment accidents to Logistics.
4. Coordinate with FEMA and plan for the arrival of Federal ESF 4 personnel in the Joint Field Office (JFO).
5. Provide documentation to support ODR cost reimbursement requests.



6. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan dated 2021.

D. Mitigation

1. Review, evaluate, and provide comment on the Territorial Hazard Mitigation Plan.
2. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
3. Additional details are included in the U.S Virgin Islands Mitigation Plan dated 2021.

V. Responsibilities

A. General.

1. ESF-4 coordinating, primary, and support agencies will:
 - Maintain personnel and equipment in a state of readiness appropriate to existing and anticipated emergency conditions, including mobilizing resources and staging them at various locations.
 - Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF 4 during periods of activation.
 - Conduct agency after action reviews of incident actions with involved.
 - Document any lost or damaged equipment, record any personnel injuries or equipment accidents, and provide reports through ESF 4.
2. ESF 4 personnel will be familiar with the National Response Framework and the corresponding annex with Federal counterpart concepts, actions, and responsibilities. This familiarization will include but not be limited to the structure, organization, functions, and responsibilities of the Incident Management Assistance Teams (IMAT) and the JFO.
3. Provide ESF 4 representation to Joint Field Office (JFO) as requested.

B. Virgin Islands Fire Service

1. Provide response to manage ESF 4: Firefighting.
2. Notify ESF 4 support agencies upon ESF activation.
3. Conduct response and recovery activities as required to meet the operational needs of the disaster.
4. Develop, organize, alert, activate, and deploy firefighting and rescue resources.



5. Maintain situational awareness of fire service operations and provide updates to VITEMA.
 6. Monitor weather conditions that contribute to increased fire danger.
- C. Support agencies provide ancillary capabilities such as logistics and transportation to allow VIFS to engage more staff in actual firefighting response.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 4: Firefighting.



ESF 5: Emergency Management

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 5: Emergency Management.

Coordinating: Virgin Island Territory Emergency Management Agency (VITEMA)

Support: All Territorial Government Agencies, Departments and Offices (Cabinet Agencies)
All Semi-Autonomous Agencies
Coordinating Non-Governmental Organizations, Volunteers, and Private Partners

I. Introduction

- A. The Emergency Operations Center (EOC) in St. Thomas serves as the central clearinghouse for disaster-related information and requests for deployment of territory resources and is also the center for coordinating the territory and federal agencies response and initial recovery actions to an emergency event.
- B. The Territory maintains EOCs in St. Thomas, St. Croix, and St. John to manage island-specific response operations and coordinate local-to-local support through Territory Mutual Aid (TMA).
- C. The Director of VITEMA may operate out of any of the territory EOCs.
- D. Each EOC follows the general structure and functions of the National Incident Management System (NIMS). VITEMA will coordinate core incident command functions including Planning, Operations, Logistics and Finance.
- E. Responsibilities for overall direction and control of operations rest with the Governor, elected officials, and department heads. In the EOC, they are referred to as the Emergency Management Council (EMC). All Cabinet agencies are resources of the Governor and may be activated to support the EMC during response and recovery activities. The Water and Power Authority (WAPA) is the only semi-autonomous agency key to the response as an ESF lead.
- F. In accordance with Virgin Island Code, Title 23, the VITEMA Act (5233) of 1986 and VI Emergency Management Act of 2009, VITEMA establishes direction and control of a Territory response and recovery based on functional support groups, involving broad participation from Territory, private and voluntary relief organizations, and compatible with the Federal response and recovery concepts of operation.
- G. Logistics support is accomplished by coordinating and managing government resources, emergency relief supplies, space, office equipment and supplies, telecommunications, contracting, transportation coordination and personnel.



- H. The Virgin Islands Office of Disaster Recovery (VIODR) was established by Executive Order No. 487-2019 on 17 June 2019. The Director of the VIODR is the Governor's Authorized Representative (GAR) for the purposes of federal disaster recovery matters and administers the federal disaster assistance program on behalf of the Territory of the U.S. Virgin Islands. VIODR is under the Virgin Islands Public Finance Authority (VIPFA). VIODR provides executive oversight and coordination to all disaster recovery program funds and operations, thus ensuring compliance, efficiency, and effectiveness.
- I. There may be instances where an incident is of such magnitude that the Governor or Director of VITEMA will modify the direction, control, and coordination processes outlined in the Base Plan and ESF 5. If that is necessary, any changes to processes will be disseminated by the most practical means possible at the time.

II. Purpose

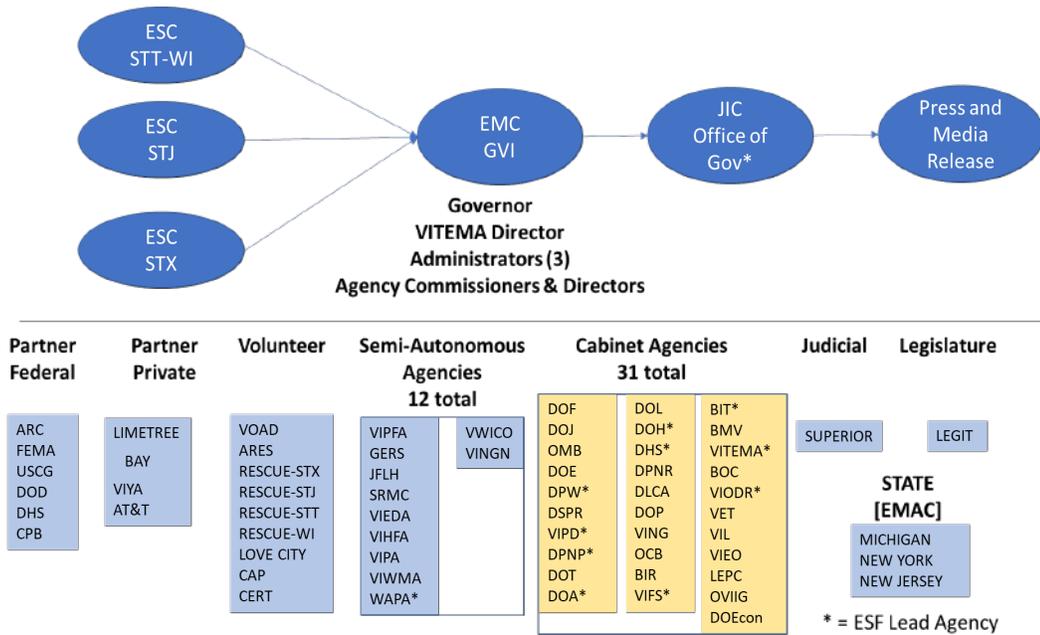
- A. Provide the process for managing and facilitating a coordinated emergency operation through collecting, processing, and disseminating emergency information and disaster intelligence (Situation Reports [SitRep]); developing Incident Action Plans (IAP); and coordinating logistics processes across the United States Virgin Islands (USVI).

III. Concept of Operations

- A. In the U.S. Virgin Islands, each district (St. Croix and St. Thomas/St. John) maintains primary responsibility for emergency operations and will commit all available resources to save lives, minimize property damage, and protect the environment. Should local emergency response capabilities be exceeded, outside assistance is available through mutual aid agreements, or through members of the Territorial Mutual Aid Program, Emergency Management Assistance Compact (EMAC), and Mutual Aid Agreement.
- B. When an incident or potential incident is first detected, the appropriate EOC(s) will activate to a level appropriate to the threat. The Territory will respond to no-notice incidents on a 24-hour basis.
- C. The Territory maintains EOCs in St. Thomas, St. Croix, and St. John to manage island-specific response operations and coordinate local-to-local support through TMA. The Territorial organization is detailed in Figure 5-1.



Figure 5-1. Territorial Organization

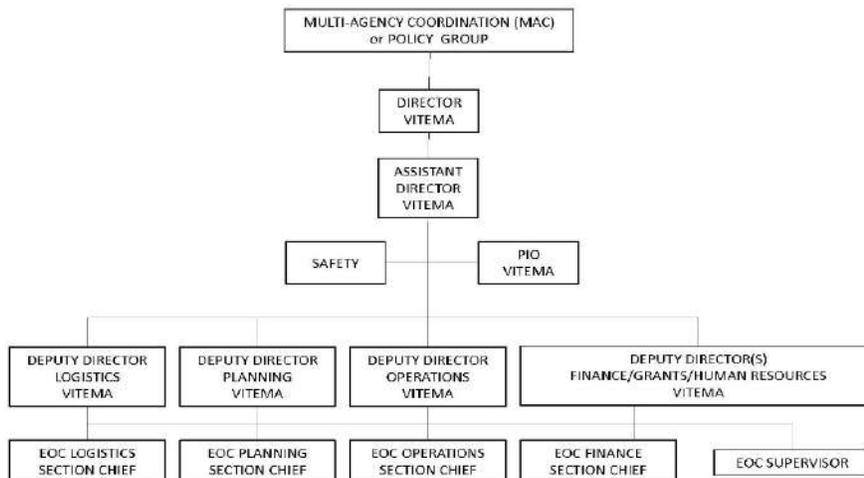


D. Each EOC is organized by function in five major areas:

- Command
- Operations Section, including ESFs
- Planning Section
- Logistics Section
- Finance/Administration Section

E. The EOC organization chart is included in Figure 5-2.

Figure 5-2. EOC Organization Chart





- F. The Territory manages response operations through 15 ESFs. A single primary and multiple supporting organizations are designated for each ESF. As operations wind down, some ESFs may transition activities to Recovery Support Functions (RSF). The EMC provides policy guidance during response and recovery activities.
- G. Personnel functioning in each EOC will integrate the principles of NIMS and Incident Command into operations.
- H. Integrating Federal resources are key to augment the USVI's limited resources. Personnel operating in each EOC will be familiar with the National Response Framework and National Disaster Recovery Framework and the corresponding Federal Emergency Management Agency (FEMA) annexes with Federal counterpart concepts, actions, and responsibilities. This familiarization will include but not be limited to the structure, organization, functions, and responsibilities of the Incident Management Assistance Team (IMAT) and the Joint Field Office (JFO).
- I. Logistics will coordinate with FEMA to obtain Federal assistance as required to support State missions.
- J. Territory EOCs can be activated in St. Thomas, St. Croix, and St. John as appropriate.
 - 1. Activation
 - VITEMA, on behalf of the EMC, will activate and staff the appropriate Territory EOCs in accordance with the established activation level.
 - The coordinating agency (lead agency) for an ESF is responsible for informing and coordinating with their supporting Government and Semi-Autonomous Agencies.
 - In the absence of the VITEMA Director, the VITEMA Assistant Director or designee is authorized to make decisions and take actions and may direct the activation of an alternate EOC.
 - A WebEOC incident will be established to log activities.
 - 2. Deactivation
 - The VITEMA Director, or acting designee, in conjunction with the Operations Section Chief, will deactivate the appropriate Territory EOCs.
 - Upon termination of an incident and/or conclusion of operations at the appropriate Territory EOCs, all appropriate organizations will be notified.
 - The Territory EOCs will be reconfigured to respond to the next operation.
 - At the conclusion of operations at Territory EOCs, all data and files accrued throughout an incident will be archived by VITEMA for any



future reference. Backup paper copies of key documentation will be archived by the Planning Section as needed.

3. To improve USVI response to future incidents, an After-Action Report (AAR) will be prepared. The report will follow Homeland Security Exercise and Evaluation Program (HSEEP) guidelines and standards. Each ESF group should provide after-action inputs.
4. The EOC coordinates the transition from Response to Recovery in conjunction with the FEMA IMAT and the JFO.

IV. Responsibilities

A. General

1. Territory EOC duties and responsibilities are stated in general terms to facilitate an all-hazard approach on processes regarding direction and control. There are, however, some tasks unique to specific responses as detailed in hazard-specific annexes for hurricanes, tsunamis, earthquakes, pandemics, active threat, hazardous material, and cyber incidents.
2. All agencies supporting the Territory EOCs and the members of the EMC will ensure personnel are trained on the principles of NIMS and Incident Command.
3. Emergency Management Council
 - a) The EMC will consist of the Governor, selected officials, agency directors/representatives and key advisors representing the ESF coordinating agencies. The Governor or the Governor's representative may add or delete members of the Group based on the incident or expertise needed.
 - b) Provides legal advice and support to VITEMA on all matters in relation to the incident.
 - c) Coordinates with the Governor's Office Communications Division (ESF-15, Emergency Management) to provide information regarding the incident to members of the Legislature of the Virgin Islands.
 - d) Assists with the preparation of emergency declarations and requests for federal assistance.
 - e) Advises and assists the Governor in executive-level decision making.



4. Coordinating Agency/ESF leads
 - a) Facilitate response operations in accordance with the TEOP Base Plan, ESF annexes, and hazard-specific annexes.

Table 5-1. ESF and Hazard Specific Annex Coordinating Agencies

Coordinating Agency	ESF	TITLE
Emergency Support Functions		
Department of Property and Procurement	ESF 1	Transportation
Bureau of Information and Technology	ESF 2	Communications
Department of Public Works	ESF 3	Public Works and Engineering
VI Fire Service	ESF 4	Firefighting
Virgin Islands Territorial Emergency Management Agency	ESF 5	Emergency Management
Department of Human Services	ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services
Department of Property and Procurement	ESF 7	Logistics Management and Resource Support
Department of Health	ESF 8	Public Health and Medical Services
VI Fire Service	ESF 9	Search and Rescue
VI Fire Service	ESF 10	Oil and Hazardous Materials Response
Department of Agriculture	ESF 11	Agriculture and Natural Resources
Water and Power Authority	ESF 12	Energy
VI Police Department	ESF 13	Public Safety and Security
Office of Disaster Recovery	ESF 14	Long-Term Community Recovery
Governor’s Office/ Communications Division	ESF 15	External Affairs
Hazard-specific Annexes		
VI Police Department	NA	Active Threat/Active Shooter
Bureau of Information and Technology	NA	Cyber Attack
Virgin Islands Territorial Emergency Management Agency	NA	Hurricane/Tropical Storm and Flooding
Virgin Islands Territorial Emergency Management Agency	NA	Earthquakes
Virgin Islands Territorial Emergency Management Agency	NA	Tsunamis
Department of Health	NA	Pandemic-Human



B. Command

1. Direction

- a. Direction and control of a territorial emergency resides with the Director of VITEMA.
- b. The Director of VITEMA will coordinate all territorial agencies mobilized pursuant to the TEOP.

2. Control

- a. In accordance with the Incident Command System (ICS), the senior on-scene official of the first responding agency (VI Fire Service [VIFS], VI Police Department [VIPD], or Emergency Medical Service [EMS]) to arrive at the incident will assume command and organize the response.
- b. The Incident Commander (IC) can be from a district unit of government or from a Territorial or Federal agency, as long as they have the expertise, capability, and authority. The IC may change as the incident progresses.
- c. The IC has tactical control of personnel and equipment resources employed at the incident site.
- d. The IC is the only authority who may authorize the release of any resources. No resources may leave the incident until authorized to do so.
- e. The EOC has operational control of personnel and equipment resources of their respective islands.
- f. The EOC has strategic control of personnel and equipment resources supporting the territory.

C. Planning Section

1. The Planning Section develops an information collection plan to collect current incident data and share it with appropriate stakeholders. Essential Elements of Information (EEI) to be collected include, but are not limited to:

- Incident and boundaries and access points
- Initial impacts
- Current status of lifeline sectors and critical infrastructure
- Impacting weather conditions
- Declarations



- Hazard-specific information including operational status.
2. Provides SitReps and maintains WebEOC to document weather, hazard assessments, and other specialized mission support reporting.
 3. Facilitates the Incident IAP planning process to develop the goals, objectives, priorities of support and priorities of effort, to include identifying and coordinating required resources to support plans and contingency plans.
 4. Produces risk assessments, estimates, and other products in support of the EOC's priorities and decision-making process.
 5. Produces and distribute SitReps, IAPs, and contingency plans.
 6. Provides GIS support to the EOC.
 7. In conjunction with the Logistics Section, plans and coordinates with FEMA for transition to and from a JFO.
 8. Manages incident records keeping in coordination with the Finance and Administration Section.
- D. Operations Section
1. Assists the VITEMA Director with the activation, operation, and demobilization.
 2. Coordinates support for emergency response operations in conjunction with the EMC/ESFs, and in accordance with appropriate plans and procedures.
 3. Facilitates the support and coordination with District response operations.
 4. Coordinates the execution of the IAP with ESFs to ensure the coordinating and support agency actions support the goals and objectives as defined in the IAP.
 5. Coordinates with appropriate Federal response organizations to facilitate the employment of Federal resources and their support to the Territory.
 6. Conducts ESF-specific activities in accordance with the corresponding annex for that function.
- E. Logistics Section
1. Coordinates resources and services to support the achievement of the incident objectives.



2. Staffs the EMAC A Team as the requesting State representative to develop Resource Support Agreements (RSA).
- F. Finance and Administration Section
1. Monitors and records costs related to the incident.
 2. Provides accounting, procurement, time recording, and cost analysis assistance.
 3. Supports the EOC with administrative record keeping (time/cost tracking) internal resource management and communications.
 4. Coordinates with ESF 7 (Resource Management).

V. Federal Assistance

- A. The TEOP is supported by the National Response Framework.
- B. The duties and responsibilities of Federal Agencies and Organizations are detailed in the TEOP Base Plan.



ESF 6: Mass Care, Emergency Assistance, Housing, and Human Services

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 6: Mass Care, Emergency Assistance, Housing, and Human Services

Coordinating: Department of Human Services

Support:

- Bureau of Internal Revenue
- Department of Agriculture
- Department of Education
- Department of Health
- Department of Tourism
- Office of Collective Bargaining
- VI Housing Authority
- VI Housing Finance Authority
- VI Police Department
- West Indian Comp LTD
- Amateur Radio Emergency Services (ARES)
- Voluntary Organizations Active in Disaster (VOAD)
- American Red Cross (ARC)
- Frederiksted Health Care Inc.
- St. Thomas East End Medical Center
- VI Hotel Association

I. Introduction

- A. Mass care services encompasses sheltering, feeding, distribution of emergency supplies, and reunification operations through the use of designated shelter sites in existing structures.
- B. ESF 6 manages sheltering operations for the general population, while maximizing accessibility whenever possible. Medical and special needs sheltering operations are managed by ESF 8.

II. Purpose

- A. Provide Territory resources to meet basic human needs during disaster situations. Basic human needs include sheltering to include pets, food, distribution of emergency relief supplies, and disaster welfare inquiries.
- B. This Annex addresses responsibilities and policies established for mass care operations before, during, and after a disaster.



III. Concept of Operations

- A. The Department of Human Services is the lead agency designated for coordinating Mass Care Operations, including all ESF 6 administrative management, planning, training, preparedness, response, recovery, and mitigation activities, and the maintenance of the ESF 6 Standard Operating Procedures (SOP).
- B. ESF 6 supporting agencies will assist the Department of Human Services in the planning and execution of Mass Care operations. Each mass care agency/organization will manage its own program(s) and maintain administrative and logistical support for its activities.
- C. ESF 6 will assess the situation (both pre- and post-event) and develop strategies on how to respond to the emergency in conjunction with VITEMA and other emergency officials.
- D. The American Red Cross (ARC), in coordination with other voluntary agencies, will provide mass care as part of a broad program of disaster relief.
- E. Shelters will operate in accordance with the Americans with Disabilities Act (ADA) requirements.
- F. ESF 6 will coordinate with Federal ESF 6 for assistance, as needed.
- G. Mass Care
 - 1. General
 - a. Under a declared state of emergency, the Department of Human Services will be the primary organization that will coordinate with ARC, Department of Agriculture, Department of Education (VIEDA), Department of Property and Procurement, VITEMA, and other emergency partners to conduct general mass care operations.
 - b. Residents with acute healthcare needs that require medical personnel should be provided access to a medical shelter within a hospital whenever possible. This population is typically pre-identified. Further elaboration is contained in the ESF 8 (Public Health and Medical Support) Annex.
 - c. ARC will support sheltering by managing and staffing shelter sites, feeding operations for the first 72 hours upon request, the distribution of emergency relief supplies, and the reunification of families separated by the emergency incident.
 - d. ARC-supported shelters are managed by trained ARC volunteers and staff, while the Department of Human Services will provide augmentation to support general population sheltering.



- e. All support partners will provide a liaison during a state of emergency.
 - f. ESF 6, in coordination with ARC, VITEMA, and other partners will pre-identify locations for general population shelters in existing facilities. All efforts will be made to identify sites that are already accessible to individuals with access and functional needs, and will require minimal accommodation enhancements (e.g., placement of temporary ramps in shower facilities).
2. Decision Timeline For Incidents With Notice
- a. No more than 48 hours prior to a known threat (i.e., predicted hurricane landfall), ESF 6 will participate in conversations with VITEMA, ARC, and other emergency partners to determine the recommendation and strategy for opening mass care sites.
 - b. The decision to open shelters must be made no later than 36 hours prior to the arrival of a known threat. Shelter set up takes approximately 6 to 12 hours.
 - c. Shelters open approximately 24 hours in advance of the arrival of known threat (i.e., the arrival of tropical storm force winds).
 - d. Shelters continue through the incident until a decision to close the shelters is made by the Governor.
3. Shelter Types and Order of Priority
- a. The USVI has identified the following shelter types and priorities:

Table 6-1. Shelter Types and Priorities

Shelter Type	Priority
Priority 1	Shelter-in-place. Residents are encouraged to shelter at their home or with friends/family
Priority 2	Congregate shelter. Traditional mass sheltering in open spaces (e.g., gymnasiums, community centers).
Priority 3	Non-congregate shelter. Sheltering in private or semi-private accommodations (e.g., hotel, dormitory-type facilities).

4. Shelter Sites
- e. The following sites have been identified for congregate sheltering use. See the USVI Shelter SOP for additional site-specific detail, including capacities, gaps, and backup power capabilities.



Table 6-2. Shelter Sites

District	Shelter Sites
St. Croix (STX)	<ul style="list-style-type: none"> • DC Canegata Ballpark • St. Croix Educational Complex
St. Thomas (STT)	<ul style="list-style-type: none"> • Bertha Boschulte (BCB) Middle School • Lockhart Elementary School
St. John (STJ)	<ul style="list-style-type: none"> • S. Adrian Senior Center
Water Island (WI)	<ul style="list-style-type: none"> • Water Island Fire House

5. Back-Up Power
 - a. The availability, functionality, and type of generators varies at identified mass care sites.
6. Feeding
 - a. ARC will conduct feeding operations using shelf stable meals for the first 72 hours from the time the Governor requests the opening of shelters. Under certain circumstances, ARC may extend the feeding period.
 - b. The Department of Education will conduct feeding operations following the first 72 hours until shelters are closed.
7. Pets
 - a. The Pets Evacuation and Transportation Standards (PETS) Act of 2006 amended the Stafford Act to ensure emergency preparedness operational plans address the needs of individuals with pets and service animals prior to, during, and following a major disaster or emergency.
 - b. Pets are defined by FEMA to include dogs, cats, birds, rabbits, rodents, or turtles, and does not include reptiles, amphibians, fish, insects/arachnids, agricultural animals, or animals kept for racing.
 - c. Emergency pet sheltering may occur in three different facility types:
 - (1) Cohabitated: Pets are housed with owners within the shelter.
 - (2) Co-Located: Pets are sheltered in a separate area within proximity of the human shelter (e.g., in the same building and a separate room, or separate building on the same property), allowing the owners to provide some care to their pets.
 - (3) Independent: Pets are sheltered separately from the human shelter facility.



- d. Facilities for pet sheltering are pre-identified.

Table 6-3. Pet Shelter Sites

District	Pet Shelter Sites
St. Croix (STX)	• <i>To be identified</i>
St. Thomas (STT)	• <i>To be identified</i>
St. John (STJ)	• <i>To be identified</i>
Water Island (WI)	• <i>To be identified</i>

8. Service Animals

- a. Service animals are not considered pets and can accompany their owners into human shelter facilities, according to the ADA.
- b. Emotional Support Animals (ESA) do not receive protections under ADA and may not be permitted to accompany their owners into human shelter facilities.
 - (1) Ideally, individuals with ESAs will seek non-congregate, pet-friendly housing options; shelter staff and volunteers will be able to help identify these other options.
 - (2) Should an individual bring their ESA to a human shelter, they should bring medical documentation and supporting letters.

9. Distribution of Emergency Relief Supplies

- a. ESF 6 will participate in the distribution of emergency relief supplies to meet the urgent needs of disaster victims for essential items, to include, but not be limited to, water, non-perishable food, personal hygiene products, and clean-up kits.
- b. The Department of Human Services is responsible for supporting Points of Distribution (POD) to meet urgent needs of disaster victims for essential items, to include, but not be limited to, water, non-perishable food, personal hygiene products, and clean-up kits.
- c. Facilities for commodity distribution are pre-identified.



Table 6-4. Points of Distribution Sites

District	Distribution Point Location
St. Thomas	<ul style="list-style-type: none"> • Dorthea Tot Lot • Anna’s Retreat • Tutu High Rise Community Center • Bovoni Housing • Fortuna Multi-purpose Center • Kirwan Terrace Elementary School • Frenchtown Community Center • Winston Raymo Recreation Center • Oswald Harris Court
St. John	<ul style="list-style-type: none"> • Winston Wells Ball Park • Coral Bay Baseball Field
St. Croix	<ul style="list-style-type: none"> • Cotton Valley Fire Station • Alexander Henderson Elementary School • Eulalie Rivera Elementary School • Juanita Gardine Elementary School • St. Croix Educational Complex • St. Gerard’s Hall • St. Mary’s School • Theodora Dunbavin School
Water Island	<ul style="list-style-type: none"> • Multi-purpose Building • The Fort

d. The Department of Human Services will also advise and support the distribution of commodities to individuals with disabilities and those with access and functional needs within each district using existing ESF 6 mechanisms and programs.

10. Reunification and Welfare Inquiries

- a. The reunification of families separated by the disaster and welfare inquiries will be supported by ESF 6 through ARC’s *Safe and Well* platform and ARES HAM radio operators.
- b. All reunification and welfare activities will be completed in accordance with relevant Federal and Territorial laws concerning privacy and confidentiality, and all reunification and welfare information will be available in accessible formats whenever possible.

11. Shelter Management

- a. Coordinate with ESF 6 and other Territorial partners to estimate the number of evacuees and pets who may require shelter.



- b. Identify, assess, and plan shelter space for humans and pets, and address required accommodations for residents with access and functional needs.
- c. Plan and coordinate staffing, feeding operations, and required resource support.
- d. Provide operational and logistical support.
- e. Develop consistent and accurate reporting and communications.
- f. Identify and provide public information for temporary sheltering options for residents and their pets.
- g. Coordinate sheltering opening and closing in coordination with Territory officials.

IV. ESF Actions

A. Preparedness

- 1. Participate in mass care coordination meetings and training.
- 2. Participate in Territorial exercises and/or conduct exercises to validate this Annex and supporting SOPs annually.
- 3. Establish memoranda of understanding (MOU) or memoranda of agreement (MOA) with public and private-sector partners to support Territorial mass care activities.
- 4. Maintain a roster of primary and supporting ESF personnel.
- 5. Identify and assess new and existing shelter sites annually prior to hurricane season.
- 6. Ensure accessibility integration of shelter and POD locations to include both physical and service access.
- 7. Stage commodities for distribution.

B. Response

- 1. Conduct mass care operations to include sheltering (congregate and non-congregate), feeding, distribution of emergency supplies, and reunification and welfare inquiries.
- 2. Address integration concerns related to individuals with disabilities and those with access or functional needs within shelters.
- 3. Coordinate with ESF 15 (Public Information) to provide accessible information to the public related to mass care (e.g., open and closed shelter



locations, what items to bring to the shelter, what to expect in a shelter, etc.).

4. Provide the EOC Operations Section with shelter occupancy levels and shelter needs for the duration of operations.
5. Coordinate with the Department of Education for school nurses and custodial staff.
6. Coordinate with ESF 2 (Communications) and ARES to ensure each shelter has a working communications system and has contact with the EOC.
7. Support and coordinate resources related to evacuee's pets/service animals.
8. Support reunification efforts using the ARC *Safe and Well* platform.
9. Maintain situational awareness of D-SNAP inquiries.
10. Coordinate requests for shelter security through ESF 13 (Law Enforcement).

C. Recovery

1. ESF 6 will support the Office of Disaster Recovery (ODR) to ensure a seamless transition from response to recovery activities and will participate in recovery operations when Recovery Support Functions (RSF) are activated. ESF 6 supports the following RSFs:
 - a. RSF 3: Health and Human Services
 - b. RSF 4: Housing
 - c. RSF 7: Education
2. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. VITEMA is working to identify and improve designated shelter better suited to survive hurricanes and costal storms.
2. Statement Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General



1. ESF 6 will identify, train, and assign personnel to maintain contact with and prepare to execute mass care missions during periods of activation.
 2. ESF 6 will support educating citizens on disaster preparedness and mitigation activities.
 3. ESF 6 will participate in mass care coordination meetings and/or training events with Territory governmental and non-governmental partners.
- B. Department of Human Services
1. The Department of Human Services is the Territorial lead for ESF 6 and is responsible for the overall implementation and coordination of mass care programs.
 2. Supports PODs to meet urgent needs of disaster victims, including, but not limited to, water, non-perishable food, personal hygiene products, and clean-up kits.
 3. Advise and support the distribution of commodities to special populations (i.e., the elderly, individuals with disabilities) within each district.
- C. ARC
1. Provides shelter support staffing, commodities (i.e., cots, blankets, comfort kits), and conducts feeding operations for the first 72 hours upon the Governor's request to open shelters.
 2. Conduct reunification activities using the ARC *Safe and Well* platform.
- D. ARES
1. Coordinates HAM Radio operators and equipment for reunification and disaster welfare inquiries, and redundant communication systems.
- E. Department of Agriculture
1. Provides support and resources for pet sheltering operations.
- F. Department of Education
1. Conducts feeding operations following ARC's initial 72-hour feeding through USDA food stores within educational facilities.
 2. Provides school nurses to shelter health suites and custodial staff and services.
- G. Department of Health
1. Assist within shelter health suites with staff and supplies, as requested.



2. See TEOP ESF 8 Public Health and Medical Support Annex for special medical sheltering activities.
- H. Department of Property and Procurement
1. Coordinates with private vendors for new and standing contract support.
- I. Virgin Islands National Guard
1. Assists with the movement of supplies and shelter set up.
- J. Voluntary Organizations Active in Disaster
1. Establish partnerships for coordination purposes with all community organizations active in disaster.
 2. Support the Volunteer Management Plan, Volunteer Donations Management Team (VDMT), and the Donations Management Plan to support an equitable distribution system.

VI. Federal Assistance

- A. ESF 6 will coordinate with Federal ESF 6 for support as required.
- B. This Annex is supported by the National Response Framework for ESF 6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services.



ESF 7: Resource Management

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands (USVI) Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 7: Resource Management.

Coordinating: Department of Property and Procurement

Support: Department of Agriculture
Department of Education
Department of Finance
Department of Health
Department of Human Services
Department of Labor
Department of Public Works
Division of Personnel
Office of Disaster Recovery
VITEMA

I. Introduction

- A. Disasters can close normal resource channels, deplete vital commodities, impact response capabilities, and place high demand on specialized personnel.
- B. The Department of Property and Procurement is tasked with providing resource support to all ESFs following a natural disaster or other event requiring the activation of the TEOP.
- C. ESF 7 identifies and provides stock of organic supplies and/or procuring additional items under the V.I. Code that covers Procurement Rules and Regulations.

II. Purpose

- A. This Annex describes the process for providing response support following a natural or human-made disaster or emergency. This Annex also identifies resource partners, procedures, and responsibilities to support the activation and coordinating resource support across the USVI.

III. Concept of Operations

- A. Territory-owned resources and sources outside the impacted area are the primary source of equipment, supplies, and personnel. Commercial sources will provide limited support which cannot be provided from Territory-owned resources.
- B. If possible, ESF 7 and its partners will begin mobilizing for resource management operations prior to a known incident, or immediately following the occurrence of an unexpected incident.



- C. Territory resources will be committed or exhausted prior to requesting resource support from other levels (i.e., Federal).
- D. ESF 7 operations will be managed through the Territorial Coordinating Officer (TCO) and all needs will derive through the Territorial Coordination Center (TCC).
- E. Organization
 - 1. Territorial-Level Response Support Structure
 - a. ESF 7 will operate under the direction of the TCC.
 - b. ESF 7 will operate and be coordinated through the Department of Property and Procurement, Building No. 1, Subbase St. Thomas, VI 00802 and 3724 Estate Richmond, St. Croix, VI 00820.
 - c. There will be a liaison Emergency Service Coordinator (ESC) representing the Territorial ESF at the Emergency Operations Center (EOC), when activated.
 - 2. Property and Procurement Response Support
 - a. The Property and Procurement ESC under ESF 7, with the Department's Deputy Commissioner or their designee, will coordinate day to day Resource Management operations from the EOC.
 - b. The ESC under ESF 7 will be assigned to the EOC to assist with resource management support.
 - c. Island-specific resource management operations will be operated at the Department of Property and Procurement, with the ESC acting as liaison between the EOC and the Department.
 - d. When a disaster affects the whole Territory or an Island, location(s) for the consolidation point for all resource support needs will be identified.
 - (1) Location(s) will be determined in conjunction with VITEMA and other support ESF groups during the planning process to enhance emergency response efforts.
 - (2) A liaison will facilitate activities between ESF 7 and representatives in each island's EOC.
 - e. The Department of Property and Procurement will provide administrative support for each local ESC.



F. Notification

1. The TCO will issue an activation alert for ESF 7. The TCC will be activated when the Governor issues an emergency declaration.
2. Upon confirmation that all Territorial departments have been alerted, the Logistics Section Chief will be responsible for activating the TCC.
3. The Territorial ESF leader will notify supporting agencies by any means necessary. If the Territorial ESF leader encounters difficulties notifying supporting agencies, they will inform VITEMA and request communications assistance.
4. Upon Notification:
 - a. All Territorial ESF support agency personnel will notify their agencies and await instructions.
 - b. All Territorial ESF support personnel will notify their parent agencies and report to their pre-designated ESF initial operational location.

G. Response Actions

1. Initial Actions:
 - a. The Department of Property and Procurement Commissioner, or their Authorized Representative, within 2 hours of notification will:
 - (1) Activate the Territorial and local ESF as required, ensuring all Property and Procurement designated members and support staff are put on full alert.
 - (2) Appoint one or more ESF coordinators.
 - b. The Territorial ESF will coordinate resources and space necessary to support the Territorial response.

H. Continuing Actions:

- a. ESF 7 will provide resource support in accordance with its charged responsibilities. The following procedures will be used to provide, control, and account for goods and services:
 - (1) Upon notification of space requirements, Department of Property and Procurement, Division of Property will determine the availability of suitable space owned by the V.I. Government.
 - i. All required office furniture and equipment will be provided from the V.I. Government inventories or



- commercial sources to promptly equip all emergency facilities.
- ii. The Department of Property and Procurement will determine the method of acquisition.
- (2) When space in Government-owned properties is not available, the Logistics Section Chief will notify the TCO, who will then coordinate with the Department of Property and Procurement, Division of Property to assist in locating suitable commercial space.
 - (3) In coordination with ESF 1 (Transportation), ESF 7 will determine the number and types of transportation assets required to support disaster response efforts.
 - (4) In coordination with ESF 2 (Communications), ESF 7 will determine the communications assets required to support disaster response efforts. Communications capability will be provided by in conformance with the Territorial Plan for Telecommunications Support.
 - (5) Supplies shall be provided from the following sources:
 - i. Supplies owned by Territorial agencies that may be reassigned to the Territorial disaster operations
 - ii. Supply vendors
 - iii. Other commercial sources
 - (6) Office supplies and other expendable resources will be provided from the Territorial Central Stores and Supply, and by commercial sources. If items are supplied through commercial sources, a Blanket Purchasing Agreement (BPA) will be negotiated with vendors in the local area whenever possible to expedite the purchase.
 - (7) Procurement support for the logistical requirements of agencies participating will be provided using the Department of Property and Procurement, Division of Contract Administration, for contractual requirements.
 - (8) ESF 7 will make the necessary arrangements for "rapid turn-around" printing, photographic reproduction, layouts, forms and formats, and other printing needs.
 - (9) ESF 7 will make available technical advisors in the areas of procurement, storage, and transportation, as well as



engineering advisory services in connection with damage surveys, appraisals, and building demolition/repair, etc.

- (10) ESF 7 will provide commercial contract guard services to augment Territorial security activities, as needed.

IV. ESF Actions

A. Preparedness

1. The Department of Property and Procurement will identify and secure contracts and agreements through V.I. Government procurement policies and procedures for emergency supplies and commodities.
2. The Department of Property and Procurement will work with ESF 7 support partners to ensure emergency contracts are in place and to coordinate planning activities between partners (e.g., training, exercises, coordination meetings, etc.).
3. The Department of Property and Procurement and ESF 7 partners will review all contracts and agreements (i.e., Memoranda of Understanding (MOU) or Memoranda of Agreement (MOA) for shelter sites and distribution points.

B. Response

1. The Department of Property and Procurement Emergency Services Coordinator will be responsible for providing, directing, and coordinating resource operations through ESF 7.
2. ESF 7 representatives will report to Territorial EOCs to conduct ESF 7 activities under direction of the TCC.
3. ESF 7 will execute established contracts with commercial vendors for fuel, potable water, and emergency power assets.
4. ESF 7 will monitor and provide updates on commodity supplies and requirements for supporting populations affected by the disaster or emergency incident, as well as the Immediate Response Resources (IRR) needed for conducting response operations.
5. ESF 7 will maintain visibility of all off-island and contract-secured assets performing distribution missions and will prepare to release assets as demand decreases.

C. Recovery

1. The Department of Property and Procurement will lead ESF 7 recovery activities to include maintaining awareness of the transition from emergency commodity distribution operations to steady-state commercial



supply chain operations and adjusting resource support actions as necessary.

2. At a point in the recovery operations, all ESF 7 roles may be transferred by the Governor to the Virgin Island Office of Disaster Recovery.
3. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

V. Responsibilities

- A. The Department of Property and Procurement will provide, direct, and coordinate resource management and will engage the partners noted below through planning and preparedness activities.
- B. Department of Property and Procurement
 1. Locate, procure, and issue resources to other Territorial agencies for use in emergency operations as necessary to support Territorial emergency response or to promote public safety.
 2. Coordinate and determine the availability of, and provide, consumable supplies stocked in distribution facilities and customer supply centers when available.
 3. Procure needed stock of resources/supplies from vendors when Department of Property and Procurement items are not readily available.
 4. Establish contingency contracts for support during Points of Distribution (POD) operations, including the movement of commodities, rental of vehicles, rental or purchase of traffic control devices, and rental of restrooms and other temporary facilities.
 - a. Additional details are included in the U.S. Virgin Islands Distribution Management Plan, dated 2020.
 5. Maintain accountability of all commodities received, on hand, and distributed, and manage Warehouse #26 located in Subbase in support of the V.I. Distribution Management Plan and commodity PODs.
 6. Provide services in coordination with the Division of Transportation, and in conformance with its responsibilities for the implementation of emergency-related functions outlined under ESF 1 – Transportation.
 7. Provide procurement services of telecommunication equipment in coordination with ESF 2 – Communications.
 8. Provide support to the authorized Territorial Emergency Coordinator for Property and Procurement.



- C. Department of Agriculture
 - 1. Provide assistance related to transportation procurement requirements at Territorial and local levels.
 - 2. Provide assistance in the management and support of a Mobilization Center.
- D. Department of Education
 - 1. Provide transportation services, as outlined under ESF 1.
 - 2. Provide procurement services of materials and supplies to provide contractual services, as needed.
 - 3. Provide staff to assist in the distribution of emergency commodities.
- E. Department of Finance
 - 1. Facilitate the expedition of financial processes during an emergency to ensure vendors are paid in a timely manner for goods and services rendered.
- F. Department of Health
 - 1. Assist in locating and obtaining alternate sources of medical personnel, health services, facilities and supplies, and the distribution of resources.
- G. Department of Human Services
 - 1. Assist in the bulk distribution of relief items based on the requirement to meet urgent needs of disaster victims for essential items.
- H. Department of Labor
 - 1. Provide a list of available personnel that can assist during a disaster.
- I. Department of Public Works
 - 1. Oversee the transportation infrastructure, which supports roads and access points that must be cleared throughout the Territory. This may include transportation assistance, based on existing inventory of assets used for response operations.
- J. Division of Personnel
 - 1. Provide a list of available personnel who can assist during a disaster.
- K. Office of Disaster Recovery
 - 1. Manage both response and recovery responsibilities.



2. As Disaster Recovery lead, provide guidance for pre-positioned recovery contracts in place to expedite recovery in case of an emergency event.
3. Manage short-term and long-term recovery activities.
4. Maintain agency-specific contracts for emergencies and catastrophic disasters.
5. Manage the FEMA-funded Public Assistance (PA) Program for the Territory, including familiarization with eligibility recommendations.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 7 Resource Support.
- B. The Department of Property and Procurement will engage with the Federal level through the Logistics Section Chief, as requested and required.



ESF 8: Public Health and Medical Support

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 8: Public Health and Medical Support.

Coordinating: Virgin Islands Department of Health
(Note: In times of declared territorial emergency by the Governor, includes Governor Juan F. Luis Hospital and Medical Center and Schneider Regional Medical Center.)

Support:

- Schneider Regional Medical Center
- Governor Juan F. Luis Hospital and Medical Center
- Department of Human Services
- Department of Justice
- Department of Licensing and Consumer Affairs
- Department of Planning and Natural Resources
- Department of Property and Procurement
- Department of Public Works (VITRAN)
- Division of Mental Health, Alcoholism and Drug Dependency Services (MHADDS)
- Office of Collective Bargaining
- Office of Veterans Affairs
- Virgin Islands Emergency Medical Services (VIEMS)
- Virgin Islands Territorial Emergency Management Agency (VITEMA)
- VI Fire Services
- VI Police Department
- VI Rescue Squads
- Amateur Radio Emergency Service (ARES)
- American Association of Retired Persons (AARP)
- Voluntary Organizations Active in Disasters (VOAD)
- American Red Cross
- Frederiksted Health Care Inc. (FHC)
- St. Croix/St. Thomas/St. John Rescue Organizations
- St. Thomas East End Medical Center (STEEMC)

I. Introduction

- A. Effective public health and medical support is essential during emergencies, disasters, and special events to ensure protection of lives.
- B. This ESF-8 Plan supports the public health and medical care component, as required in the Virgin Islands Territorial Emergency Operation Plan (TEOP).
- C. The Virgin Islands Department of Health (VIDOH) has the primary responsibility for mitigation, preparedness, response, and recovery from disasters and emergencies that may create a health and medical threat.



- D. The VIDOH is responsible for collaborating with hospitals, VI Fire Services (VIFS) emergency medical service (EMS), long-term care facilities, other health care providers, and territorial health and medical sites to identify and meet the health and medical needs of victims of a major emergency or disaster. This support is categorized in the following functional areas:
- Assessment of health/medical/mental/behavioral health needs
 - Health surveillance
 - Health/medical personnel
 - Health/medical equipment and supplies
 - Patient evacuation
 - In-hospital care
 - Food/water/drug/medical device safety
 - Worker health/safety
 - Public health information
 - Vector control
 - Pre-hospital emergency medical services
 - Medical shelter
 - Mass fatality management
- E. If the capabilities and resources of VIDOH and its territorial partners are exceeded, assistance is available from other states and the Federal government.

II. Purpose

- A. Provide for coordination and use of public health and medical personnel and equipment in an emergency or disaster.

III. Concept of Operations

- A. The VIDOH is responsible for the coordination of all ESF 8 administrative, management, planning, training, preparedness, and mitigation, response, and recovery activities, to include developing, coordinating, and maintaining the ESF 8 Standard Operating Procedures (SOP).
- B. The VIDOH's role in daily emergency preparedness (such as routine surveillance activities of regulated individuals or facilities, as well as complaint-initiated investigations) provides the foundation for response.
- C. In cooperation with VITEMA, ESF 8 will integrate public health and medical functions with other emergency actions.
- D. Command and Control
1. VIDOH is responsible for coordinating territorial and federal health and medical disaster response resources and assets to support territorial



operations such as the Strategic National Stockpile (SNS), temporary medical treatment stations (TMTS), etc.

2. The overall authority for direction and control of ESF 8 resources and licensees rests with the Commissioner of Health.
3. The overall authority for direction and control of the response to a public health emergency rests with the Governor.
4. The Governor is assisted in the exercise of direction and control activities by his/her staff and in the coordination of activities by the VITEMA.

E. Logistics

1. Upon notification from VITEMA of a significant natural, man-made, or terrorist event, ESF 8 will be alerted by the Territorial Coordinating Officer (TCO), who will also notify and task support agencies/entities to provide 24-hour representation as necessary.
2. Each support agency/entity is responsible for ensuring that sufficient program staff are available to support the Territorial Emergency Operations Center (EOC) at VITEMA and to carry out the activities tasked to their agency/organization on a continuous basis.
3. Requests for health and medical assistance during emergency events will be routed through the Territorial EOC. The request will then be directed by the Territorial EOC manager to the ESF 8 Territorial Emergency Service Coordinator (ESC) to fill. ESF 8 will determine the best resources from a health and medical standpoint to deploy.
4. Staffing will continue until the Territorial EOC stands down, and the duration will depend on the severity of the incident.
5. Individuals representing agencies or organizations who are staffing the Territorial EOC will have extensive knowledge of the resources and capabilities of their respective agencies/organizations and have access to the appropriate authority for committing such resources during an activation.
6. Throughout the response period, Territorial ESCs within ESF 8 will evaluate and analyze medical and public health assistance requests and responses and develop and update assessments of medical and public health status.
7. ESF 8 will maintain accurate and extensive logs to support after-action reports and other documentation of the disaster conditions.

IV. ESF Actions

A. Preparedness

1. Develop, review, and refine ESF 8 plans and standard operating guidelines (SOG) that address specific operational processes and procedures.



2. Ensure adequate levels of training for personnel that will support ESF 8 during a disaster.
3. Participate in exercises to test, refine and validate ESF 8 procedures.
4. Develop, review, refine, and maintain lists of all resources under the control of agencies listed in this plan that can support the execution of ESF 8 duties.

B. Response

1. VITEMA will notify VIDOH when it is required to implement all or a portion of the ESF 8 Annex.
2. If the emergency involves a threat to public health or the health care system, VIDOH may activate the Departmental Emergency Operations Center (DEOC) to coordinate public health and medical services response operations.
3. In addition to a gubernatorial disaster proclamation, the Commissioner of Health can activate the ESF 8 Annex in response to an event significantly affecting, or with the potential to significantly affect, the public's health.
4. If a VIDOH facility becomes inoperable, the Commissioner may activate the VIDOH Continuity of Operations Plan (COOP) to ensure VIDOH can conduct its operations efficiently and with minimal disruption.

C. Recovery

1. The VIDOH Incident Commander (IC), in consultation with Commissioner of Health, will determine when deactivation of the ESF-8 plan, or portions thereof, is appropriate.
2. The IC and Commissioner of Health will also determine when the incident command structure shall be deactivated.
3. Deactivation will be based upon the ability to fulfill the remaining needs of an incident with normal VIDOH functions or after other alternatives have been established. The goal of recovery is to return to a more resilient state.
4. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. Details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General

1. The USVI TEOP provides the general roles and responsibilities of the Government of the Virgin Islands (GVI) departments and Federal agencies in preparation, response, and recovery from a disaster impacting the



territory.

2. This annex provides an overview of the general roles and responsibilities of GVI departments and federal agencies relating to the provision of services under ESF 8: Public Health and Medical Support.
3. Primary and support agencies will identify, train, assign and provide personnel to staff ESF 8 in the Territorial EOC.
4. Support agencies will designate a lead contact from their agency to ESF 8 and will maintain contact with and prepare to execute missions in support of ESF 8 during periods of activation.
5. Support agencies will furnish pertinent law enforcement intelligence.
6. Primary and support agencies will establish and maintain a system for alert and mobilization.

B. VIDOH

1. Coordinate response capabilities and resource requests that cannot be obtained in the territory for hospitals, EMS, and other health and medical facilities.
2. Develop mutual support relationships between agencies, professional associations and other private services and volunteer organizations that may assist during an emergency or disaster, including vulnerable populations' service agencies and advocacy groups.
3. Ensure procedures are in place to document costs for any potential reimbursement.
4. Participate in exercises and/or conduct an exercise to validate this Annex and supporting SOPs.
5. Develop plans and prior coordination efforts to pre-position implementation of the Emergency Health Powers Act.
6. Develop and maintain internal planning and common operating picture tools for disaster implementation.

C. VIDOH Incident Management Team (IMT)

1. Composed of command and general staff members qualified and prepared to respond to a variety of incidents with varying complexity.
2. Communicates with all required VIDOH programs as well as VITEMA through the ESF 8 liaison.
3. Depending on the level of activation, the VIDOH IMT will communicate with the activated VIDOH programs and other health and medical entities engaged in an emergency response in accordance with other applicable VIDOH emergency response plans, policies, and procedures.

D. Departmental Emergency Operations Center (DEOC)



1. Serve as the strategic coordination center for emergency health and medical response activities.
- E. Commissioner of Health
 1. Serve as the command and control element responsible for coordinating health and medical response for the territory.
- F. Territorial EOC
 1. Serve as the strategic center for emergency events in the territory.
 2. Collaborate with the VIDOH for health and medical response activities for the territory.
 3. Coordinate with the VIDOH and appropriate response agencies regarding strategic decisions for health and medical response activities.
 4. Coordinate response activities for the territory.
 5. Ensure all key critical response agencies and elements are present in the Territorial EOC.
- G. Healthcare Coalitions (HCC)
 1. Serve as a collaborative network of health care organizations and their respective public and private sector response partners to assist with preparedness, response, recovery, and mitigation activities related to health care disaster operations in the territory.
- H. Department of Human Services
 1. Serve as the lead agency for mass care.
- I. Department of Justice (DOJ)
 1. Assist Territorial health and medical response operations in victim identification.
 2. The Medical Examiner (DOJ) is responsible for determining the manner, mode and cause of death, and identification of the deceased.
 3. Responsible for securing facilities (permanent and temporary for storing of decedents awaiting identification and disposition).
 4. Authority by law to select a burial site.
 5. Provide the territorial government with legal identification of the dead.
 6. Provide ESF 8 with relevant intelligence information of any credible threat or other situation that could potentially threaten public health.
 7. Provide communications, transportation, and other logistical support to the extent possible.
 8. Provide cold storage for unidentified bodies to include mass fatalities.
- J. Department of Licensing and Consumer Affairs
 1. Provide technical assistance.
- K. Department of Planning and Natural Resources
 1. Assist in the inspection for contamination in foods, water, and water products.



2. Provide technical assistance and environmental information for the assessment of the health/medical aspects of situations involving hazardous materials (HAZMAT).
 3. Provide technical advice and sample analysis for public water supply systems.
 4. Provide air monitoring and wipe sampling for select hazardous materials inside buildings or structures when monitoring resources are not committed to other hazardous materials missions.
 5. Provide toxicological expertise and risk communication expertise in support of health risk communication about chemicals or other health risks.
 6. Provide technical advice to medical care providers on chemical decontamination of emergency responders or other exposed persons, and the disposal of contaminated wastes.
 7. Process expedited permits for waste disposal and/or open burning of debris in aid of vector control.
 8. In coordination with VIDOH, will provide technical expertise on sanitation control for emergency bulk drinking water distribution.
 9. Provide technical expertise on disposal of biomedical waste.
- L. Department of Property and Procurement
1. Assist in identifying and arranging for utilization of all types of transportation (ESF 1).
 2. Provide supplemental distribution assistance.
 3. Provide repair services and fuel for emergency vehicles and emergency power.
 4. Assist Territorial health and medical response operations by providing facilities, equipment supplies and other logistical support including the acquiring of private sector ground and air transportation resources.
 5. Assist in identifying alternate sites to set up operations if main VIDOH facilities are rendered unusable.
- M. Department of Public Works
1. Construct emergency access routes.
 2. Provide temporary emergency power to critical facilities.
 3. Conduct debris clearing, removal, and disposal.
- N. Governor Juan F. Luis Hospital
1. Provide clinical services/support to the Virgin Islands community.
- O. Office of Collective Bargaining
1. Negotiate with union for contract requirements and commitments during disasters.
- P. Schneider Regional Medical Center
1. Provide clinical services/support to the Virgin Islands community
- Q. Veterans Affairs



1. Provide available medical and mental health support to assist in the support of Territorial government within the disaster area through the VI Healthcare Coalition.
 2. Provide information on status and needs of veterans and veterans support agencies in that effected area.
- R. Virgin Islands Fire Services
1. Provide firefighting resources.
 2. Detect and suppress fire.
 3. Provide technical assistance to support capacity building.
- S. Virgin Islands Police Department
1. Provide search and rescue operations in the following environments: collapsed structures, inland/wilderness, waterborne, aeronautical.
- T. Virgin Islands Rescue Squads
1. Provide law enforcement to facilitate infrastructure protection, security planning, technology support, general enforcement assistance.
- U. Amateur Radio Emergency Service (ARES)
1. Provide alternate communication systems for health and hospital venues.
- V. VOAD
1. Help coordinate the Volunteer Management Plan and communicate within the Volunteer Donations Management Team (VDMT) to match volunteer's skills, ability and interests with the ongoing labor needs of all ESF operations.
 2. Collaborate among VI VOAD member organizations to accept unaffiliated volunteers who were successfully processed and found capable of contributing to the mission of the organization.
 3. Monitor the Intake Process for unaffiliated volunteers and monitors the overall management of volunteers during disaster.
 4. Collaborate and help coordinate the Donations Management Plan to support all ESFs and monitors the flow and distribution through the equitable distribution system and reports interruptions or inconsistencies to the VDCT Coordinator.
 5. Help volunteer and community organization representatives complete and submit their daily reports.
- W. Virgin Islands Taxi Commission
1. Provide alternate transportation to and between health and hospital venues.
- X. American Red Cross of the Virgin Islands
1. Provide disaster health services personnel, as available.
 2. Provide disaster mental health personnel, as available.
 3. Provide disaster spiritual care, as available.
- Y. Frederiksted Health Care Inc.



1. Provide clinical services/support to the Virgin Islands community.
- Z. St. Thomas East End Medical Center
 1. Provide clinical services/support to the Virgin Islands community.

VI. Federal Assistance

A. General

1. This Annex is supported by the National Response Framework for ESF 8: Public Health and Medical Services.
2. The U.S. Department of Health and Human Services (HHS) is responsible for directing Federal ESF 8 operations.
3. Federal ESF-8 representatives will deploy to the Territorial EOC or other designated location.

B. U.S. Department of Health and Human Services (HHS)

1. Authority to take actions to protect the public health and welfare, declare a public health emergency, and to prepare for and respond to public health emergencies (Public Health Service Act, 42 U.S.C. §§ 201 et seq.).
2. Provide flexible authorities to expedite and enhance research, development, procurement, and stockpiling of medical countermeasures for a biological incident (Public Law 108-276 (as amended at 21 U.S.C. § 360bbb-3; 42 U.S.C. §§ 247d-6a, 247d-6b).



ESF 9: Search and Rescue

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 9: Search and Rescue.

Primary: Virgin Island Fire Service

Support

- Virgin Island Department of Agriculture
- Virgin Island Dept. of Health (VIDOH)
- Virgin Island Police Department (VIPD)
- Virgin Island Department of Planning and Natural Resources
- Virgin Island Department of Public Works (VIPW)
- Virgin Island National Guard
- VI Rescue Squads
- Civil Air Patrol
- US Coast Guard

I. Introduction

- A. A search and rescue (SAR) service is the performance of distress monitoring, communication, coordination, and search and rescue functions, including the provision of medical advice, initial medical assistance, or medical evacuation, through the use of public and private resources including co-operating aircraft, vessels and other craft and installations.
- B. SAR activities involve locating missing person(s), boats lost at sea, downed aircraft, extrication if necessary, and initial medical stabilization of victims upon rescue.
- C. Wide Area SAR is the search for persons who are lost or in distress on land or inland waterways. Traditionally associated with wilderness zones, ground search and rescue services are increasingly required in urban and suburban areas to locate persons with Alzheimer's disease, autism, dementia, or other conditions that lead to wandering behavior. Some ground search teams employ the use of canines to support with the search. Aircraft may also be used to conduct search operations.
- D. Urban Search and Rescue (US&R) involves the location, extrication, and initial medical stabilization of victims trapped in structural collapse due to natural disasters, mines and collapsed trenches. The causes of US&R incidents can be categorized as accidental, deliberate, or as a result of a natural disaster. Structural collapse incidents can comprise unstable or collapsed structures in an unsafe position. Collapse incidents usually leave voids inside the debris that can result in numerous casualties trapped under large amounts of very heavy and often unstable debris.
- E. Swift water rescue activities include locating victims and effecting safe rescue(s) in a moving water environment by ground, water, or air.



- F. SAR services can face complex rescue operations within hazardous environments.
- G. Incident experience shows that people are often found alive many hours and days after rescue operations commence.
- H. The first 72 hours of an incident are crucial to minimizing the mortality rate and SAR must begin immediately.
- I. No single organization has sufficient SAR resources to provide adequate services. Therefore, Virgin Islands Fire Services (VIFS) will use all available resources (including federal, state, territorial, local, private, and volunteer) to respond to persons and property in distress.
- J. No US&R or Swiftwater capabilities exist in the USVI. Federal assistance would be required to access FEMA-supported teams or State teams through EMAC.

II. Purpose

- A. Provide Territory resources to conduct SAR operations related to various incidents. The incidents can be natural, accidental, civil, political, terrorist, or criminal.

III. Concept of Operations

- A. VIFS is responsible for the coordination of all ESF 9 administrative, management, planning, training, preparedness, mitigation, response, and recovery activities to include developing, coordinating, and maintaining the ESF 9 Standard Operating Procedures (SOP).
- B. Since each SAR operation and variables encountered are unique, SAR operations are implemented with sound judgment, initiative, and due regard for situation specifics.
- C. SAR missions are prioritized according to the potential loss of human lives or critical facilities, equipment, or supplies.
- D. SAR operations begin as needs develop with partial or full activation of the Territory EOCs. ESF 9 will coordinate the Territory's SAR response.
- E. Upon notification of a potential or actual incident requiring response, Territory agencies with SAR assets will be notified of the request. Federal capabilities may also be requested.
- F. All support agency contact persons for SAR will be instructed to alert their contacts throughout the Territory to ensure all resources are available.
- G. Additional specialized resources may be needed from state and federal resources through mutual aid and Emergency Management Assistance Compacts (EMAC).
- H. ESF 9 will coordinate with all supporting and other appropriate departments/agencies and organizations to ensure continual operational readiness.



- I. ESF 9 will provide daily situation reports to all mobilized SAR teams.
- J. As appropriate, ESF 9 will coordinate deployment of liaison staff to unified command post(s).
- K. ESF 9 will coordinate deployment of aviation search and rescue resources. An air operations Branch may be established to support unified command.
- L. ESF 9 will coordinate with Federal ESF 9 to obtain and coordinate federal SAR assistance as required.
- M. US&R operations will use the approved FEMA marking system.
- N. The U.S. Air Force Rescue Coordination Center has jurisdiction of air search operations for incidents involving aircraft.
- O. The US Coast Guard Rescue Coordination Center has jurisdiction of search missions over coastal waterways.

IV. Introduction

A. Preparedness

1. Analyze potential disasters and potential missions.
2. Identify facilities, agencies, personnel, and resources necessary to support SAR.
3. Identify potential locations for FEMA US&R Base of Operations (BoO) in St. Thomas, St. John, and St. Croix to support incoming resources.
4. Establish liaison with outside agencies that have a search and rescue responsibility (FEMA, US Coast Guard, Civil Air Patrol, US Army, US Department of Agriculture, US Forest Service, and others). Coordinate their plans and procedures into the TEOP.
5. Train personnel in special SAR procedures including FEMA marking system.
6. Participate at least annually in Territorial exercises and/or conduct an exercise to validate this annex and supporting SOPs.
7. Maintain Mission Ready Package requirements in EMAC Operations System (EOS).

B. Response

1. Determine need for external SAR resources.
2. Coordinate appropriate resources, to include mobilizing and deploying teams and equipment as needed.



3. Coordinate and maintain situational awareness of resources committed to an incident.
4. Collect damage information received from deployed assets and provide information to the Territorial EOC Situation Unit.
5. Coordinate with support agencies for the deployment of liaisons to Incident/Area Command Post(s).
6. Analyze the type of SAR mission. If more than one mission is required, assign priorities to each. Respond as required on a priority basis.
7. Activate mutual aid if needed and available. Coordinate Territory-based, state-level available through EMAC, and federal support for SAR operations to include planning for reception and deployment to the area of operations.
8. Coordinate air support assets to support SAR operations.
9. Transportation will be provided, if available, or may be the responsibility of the resource agency. Resources will be pre-positioned if necessary.
10. Prepare to brief incoming resources.

C. Recover

1. Inventory equipment, and repair or replace as necessary; replenish supplies as necessary.
2. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. No mitigation activities are associated with search and rescue.
2. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General

1. Coordinating, primary, and support agencies will identify, train, assign, and provide personnel to staff ESF 9 in the Territory EOCs.
2. Support agencies will designate a lead contact from their agency to ESF 9 and will maintain contact with and prepare to execute missions in support of ESF 9 during periods of activation.



3. Coordinating and support agencies will establish and maintain a system for alert and mobilization.
- B. VI Fire Services
 1. Serve as overall ESF 9 Coordinator.
 2. Lead wide area SAR services using ground transportation.
 - C. VI Department of Agriculture
 1. Provide assistance in locating trained personnel for animal SAR operations.
 - D. VI Police Department
 1. Support wide area SAR services using ground transportation.
 - E. VI Department of Health
 1. Provide technical assistance with health and medical support.
 - F. VI Department of Planning and Natural Resources
 1. Wide area SAR services using ground transportation.
 2. Provide off road equipment and boats.
 - G. VI Department of Public Works
 1. Provide heavy equipment and equipment operators
 2. Provide structural and debris management technical assistance
 - H. VI National Guard
 1. Provide trained personnel for air and wide area SAR operations.
 2. Aerial SAR services using airplanes and helicopters to find and remove persons to safe areas or rescue centers.
 3. Provide aviation support with Forward Looking Infrared Radar (FLIR) imaging and high intensity spotlights.
 4. Provide staff, expertise, and supervision of the Air Operations Branch.
 5. Support wide area SAR using ground transportation to find and remove persons to safe areas or rescue centers.
 - I. Civil Air Patrol
 1. Provide trained personnel for air and ground search operations.
 2. Provide aerial SAR services using airplanes and helicopters.



3. Provide aerial photography during SAR operations.
4. Provide aviation support with communication.
5. Provide staff, expertise, and supervision of the Air Operations Branch.

J. U.S. Coast Guard

1. Aerial SAR services using airplanes and helicopters to find and remove persons to safe areas or rescue centers.
2. Provide aviation support with FLIR imaging and high intensity spotlights.
3. Provide staff, expertise, and supervision of the Air Operations Branch.
4. Support water rescue services to find and remove persons to safe areas or rescue centers.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 9 (Search and Rescue).
- B. Federal ESF 9 will coordinate US&R support to the Territory. SAR activities on federal property, such as national parks, will be under the direction and control of the federal agency under whose jurisdiction the emergency occurs.
- C. The Regional Administrator of FEMA is authorized to provide federal assistance as emergency protective measures under the emergency and major disaster provisions of the National Response Framework.
- D. Federal ESF 9 will generally be a part of the IMAT and may be represented on any advance element.
- E. The National US&R Response System is an integrated system of 28 US&R task forces, three Incident Support Teams (IST), and technical specialists.



ESF 10: Oil and Hazardous Materials

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 10: Oil and Hazardous Materials.

Primary: Virgin Islands Fire Services (VIFS)

Support: Virgin Islands Department of Planning and Natural Resources (DPNR)
Virgin Islands Police Department (VIPD)

I. Introduction

- A. ESF 10 focuses on actions taken through the application of equipment, manpower, and technical expertise consisting of resources temporarily aligned from established programs having coordination or direct service capability for the following:
 - Hazardous material (hazmat) and oil response
 - Environmental Health/Air Quality
 - Land and Waste Management
- B. Provision of hazmat response will be in accordance with state statutes, mutual aid agreements with private industries, and established recognized standard firefighting methods.

II. Purpose

- A. Coordinate Territory, private sector, and Federal resources to minimize the adverse effects on the population and the environment resulting from an oil or hazmat incident.
- B. Hazmat incidents could also include chemical, biological, radiological, nuclear (CBRN) and Terrorism or Weapons of Mass Destruction (WMD) agents.

III. Concept of Operations

- A. VIFS is responsible for the coordination of ESF 10 related to administrative, management, planning, preparedness, mitigation, response, and recovery activities, which include developing, coordinating, and maintaining the ESF 10 Standard Operating Procedures (SOP) detailing responses to incidents having environmental impacts.
- B. ESF 10 primary and supporting agencies will assist VIFS in the planning and execution of ESF activities.
- C. All land-based hazmat response resources are managed by VIFS.
- D. All water-based hazmat response resources are managed by DPNR.



- E. The USVI is part of the Caribbean Regional Oil and Hazardous Substances Pollution Contingency Plan (RCP).
- F. Collectively, ESF 10 will coordinate with all primary, supporting, and other departments/agencies, private sector, and Federal organizations to ensure operational readiness prior to, during or after an incident, emergency, or disaster.
- G. Responsibility for situation assessment and determination of resource needs lies with VIFS for land-based releases and DPNR for spills in waterways or coastal environments.
- H. Based on known or projected threats, imminent hazards or predicted disasters that may require additional resources, ESF 10 may coordinate the mobilization of resources and the staging of them at designated locations in a condition to respond if assistance is requested.
- I. ESF 10 will coordinate with ESF 4 to obtain Federal assistance, as required.

IV. Introduction

A. Preparedness

1. Prepare inventories of existing threats, including but not limited to: Superfund Amendments and Re-Authorization Act (SARA) Title III, Tier II information; significant and high-hazard dams; and facilities required to maintain risk management plans.
2. Develop plans for response to regulated environmental and/or hazmat.
3. Develop plans for communications, warning, and public information.
4. Maintain the St. Thomas and St. John Local Emergency Planning Committee (LEPC) planning and coordination activities.
5. Develop procedures for identification, control, and clean-up of hazmat, as well as identification and disposal of debris.
6. Maintain the appropriate personal protective equipment, monitoring equipment, and equipment for defensive and operations-based response tactics.
7. Ensure procedures are in place to document costs for any potential reimbursement.
8. Provide, obtain, or recommend training for response personnel using courses made available by U.S. Environmental Protection Agency (EPA), FEMA, Department of Homeland Security (DHS), Department of Energy



(DOE), Nuclear Regulatory Commission (NRC), and manufacturers and transporters of hazmat.

9. Maintain training based on Occupational Safety & Health Administration (OSHA) requirements.
10. Maintain a list of private contractors capable of performing emergency and/or remedial actions associated with environmental or hazmat.
11. Coordinate with primary and support agencies for Territory assets capable of responding to environmental or hazmat incidents.
12. Collect and utilize licensing, permitting, monitoring, and/or transportation information from the appropriate Territory or Federal agencies and/or private organizations to facilitate emergency response.
13. VIFS will work with ESF 10 support partners to ensure emergency contracts are in place and to coordinate planning activities between partners (e.g., training, exercises, coordination meetings, etc.).

B. Response

1. Coordinate environmental and/or hazmat response efforts with Incident Command and provide information to the appropriate EOCs.
2. Coordinate 24-hour response capability to a hazmat incident.
3. Assess the situation to include:
 - Nature, amount, and location of releases of hazmat
 - Exposure pathways to humans and environment
 - Probable direction and time of travel of the materials
 - Potential impact on human health, welfare, safety, and environment
 - Types, availability, and location of response resources
 - Technical support and cleanup services
 - Priorities for protecting human health, welfare, and the environment.
4. After gathering and analyzing information, and consulting with appropriate agencies, determine and provide, as available, the necessary level of assistance.
5. Provide Protective Action Recommendations (PAR) to the public.



6. Coordinate monitoring efforts to determine the extent of contamination and consult with appropriate support agencies to provide access and egress control to contaminated areas.
 7. Decontamination
 - a. Consult with appropriate Territory or Federal agencies and/or private organizations regarding the need for decontamination.
 - b. Coordinate technical assistance regarding decontamination of injured or deceased personnel.
 - c. Coordinate decontamination activities with appropriate Territory or Federal agencies.
 - d. Provide technical assistance and guidance to decontamination activities for the protection of human health and the environment.
 - e. Complete decontamination activities as needed.
 8. Receive requests for support, determine resource availability, and mobilize resources in support of disaster response.
 9. Maintain situational awareness of hazmat assets/resources committed, available, and requested to support response operations.
 10. Obtain and submit situation reports (SitReps) as requested by VITEMA.
 11. Coordinate with appropriate Territory or Federal agencies to ensure the proper disposal of wastes associated with environmental and/or hazmat incidents
 - a. Monitor or track shipments of wastes associated with environmental and/or hazmat incidents to appropriate disposal facilities.
 12. Coordinate with EOC Logistics for the location and use of staging areas for the deployment of personnel, assets, and materials into the affected zones.
 13. Coordinate with FEMA and plan for the arrival of Federal ESF 10 personnel in the Joint Field Office (JFO).
- C. Recovery
1. Coordinate with Planning Section to support demobilization of resources.
 2. Participate in VITEMA-led After Action Reviews to improve future response operations.



3. Provide reports of lost or damaged equipment and records of injuries or equipment accidents to Logistics.
4. Provide documentation to support Office of Disaster Recovery (ODR) cost reimbursement requests.
5. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. Review, evaluate, and provide comment on the Territorial Hazard Mitigation Plan.
2. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
3. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General

4. ESF-10 coordinating, primary, and support agencies will:
 - Maintain personnel and equipment in a state of readiness appropriate to existing and anticipated emergency conditions, including mobilizing resources and staging them at various locations.
 - Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF 10 during periods of activation.
 - Conduct agency after action reviews of incident actions with involved.
 - Document any lost or damaged equipment, record any personnel injuries or equipment accidents, and provide reports through ESF 10.
5. ESF 10 personnel will be familiar with the National Response Framework and the corresponding annex with Federal counterpart concepts, actions, and responsibilities. This familiarization will include but not be limited to the structure, organization, functions, and responsibilities of the Incident Management Assistance Teams (IMAT) and the Joint Field Office (JFO).
6. Provide ESF 10 representation to JFO, as requested.

B. Virgin Islands Fire Service

1. Provide response resources to manage ESF 10: Hazardous Materials.



2. Notify ESF 10 support agencies upon ESF activation.
 3. Develop, organize, alert, activate, and deploy hazmat resources required for land-based response.
 4. Conduct response and recovery activities, as required to meet the operational needs of the disaster.
 5. Provide or coordinate technical assistance regarding known hazards.
 6. Provide or coordinate technical assistance regarding hazmat recognition and identification, containment, and remediation.
 7. Maintain situational awareness of hazmat operations and provide updates to VITEMA.
 8. Provide regulatory assistance and coordination regarding oil spills and releases of hazardous pollutants, coordinate responsible party responses, and provide lists of response contractors.
 9. Provide or coordinate technical assistance regarding air modeling, monitoring, and sampling, as necessary.
- C. Virgin Islands Department of Planning and Natural Resources
1. Notify VIFS upon activation.
 2. Develop, organize, alert, activate, and deploy hazmat and oil resources required for water-based response.
 3. Conduct response and recovery activities as required to meet the operational needs of the disaster.
 4. Provide or coordinate technical assistance regarding known hazards.
 5. Provide or coordinate technical assistance regarding hazmat recognition and identification, containment, and remediation.
 6. Provide regulatory assistance and coordination regarding oil spills and releases of hazardous pollutants and releases of untreated or inadequately treated wastewater; coordinate responsible party responses and provide lists of response contractors.
 7. Provide regulatory assistance regarding disposal of hazmat to include chemical and radiological wastes.
 8. Provide resources to monitor environmental contamination.
 9. Coordinate environmental laboratory services.



10. Provide regulatory assistance and approval of Territory sites for the management of disaster debris.
 11. Coordinate with ESF-11 (Agriculture) for disposal of debris containing or consisting of animal carcasses.
 12. Maintain situational awareness of hazmat operations and provide updates to VITEMA.
- D. Virgin Islands Police Department
1. Coordinate the response on incidents involving explosives or WMD.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 10: Oil and Hazardous Material Response and RCP.
- B. Federal ESF 10 response activities include situation assessment, identification of support resources, and coordination of Federal support of on-scene response operations.
- C. Assistance related to radiological incidents is available from, but not limited to, the following federal agencies under the Nuclear Radiological Incident Annex:
 - Nuclear Regulatory Commission (NRC)
 - Department of Energy (DOE)
- D. Assistance related to hazmat incidents is available from, but not limited to, the following federal agencies under the National Oil and Hazardous Pollution Contingency Plan:
 - U.S. Environmental Protection Agency (EPA)
 - United States Coast Guard (USCG)
 - Department of Defense (DoD)
- E. Response actions carried out by Federal ESF 10 are conducted under the National Response System (NRS) in accordance with the National Contingency Plan (NCP) and Caribbean Regional Oil and Hazardous Substances Pollution Contingency Plan (RCP).
- F. Key components of the NRS include the National Response Team (NRT), Regional Response Teams (RRT), and Federal On-Scene Coordinators (OSC).
- G. During a response, RRTs will deploy their respective agency response resources and provide assistance and advice to Federal OSCs. Either the EPA or USCG Co-Chair of the RRT serves as the Regional Lead for ESF 10 within its region.



- H. The RRT Regional Chair will coordinate with the Federal Coordinating Officer (FCO), other responding federal agencies, and Territory officials.
- I. A Federal ESF 10 representative will coordinate with DPNR and VITEMA counterparts at the EOC. Supplemental ESF 10 cells will also deploy, and these cells will evolve into the ESF 10 cell after the JFO is established.



ESF 11: Agriculture and Natural Resources

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 11: Agriculture and Natural Resources.

Primary: VI Department of Agriculture

Support VI Department of Planning and Natural Resources (DPNR)
VI Department of Health (VIDOH)
VI Department of Licensing and Consumer Affairs (DLCA)
VI Police Department (VIPD)

I. Introduction

- A. The VI Department of Agriculture (VIDA) coordinates the management of:
 - Animal and plant disease and pest response
 - Plants, crops, and horticulture production and manufacturing
 - Agricultural chemicals, such as fertilizers and pesticides
- B. The Department of Planning and Natural Resources (DPNR) coordinates the management of:
 - Natural and cultural resources and historic properties protection
- C. The Department of Health coordinates the management of:
 - Food safety and security
 - Food products and some beverages
- D. The Department of Licensing and Consumer Affairs (DLCA) coordinates the management of food facilities, including markets and retail food establishments and all stakeholders.
- E. Any emergency in the Government of the Virgin Islands (GVI) could adversely affect agricultural, livestock, poultry, plant, and crop industries. Substantial damage to animal and plant production would have significant and long-lasting negative impacts on the GVI's economy through disruption of private agribusinesses, food supply, trade, and tourism.
- C. Public health may be affected by some food safety concerns or animal diseases that affect humans (zoonotic).



II. Purpose

- A. Coordinate plans, policies, actions, and resources of GVI to minimize impacts of emergencies on agribusiness and the economy.
- B. Coordinate resources and actions needed to protect agriculture and animal health and safety, and protect public health and safety related to agriculture and animals.
- C. Coordinate the protection of cultural resources and historic property resources.

III. Concept of Operations

- A. ESF 11 acts to coordinate all ESF 11 primary and support agencies and other appropriate departments/agencies and organizations to ensure operational readiness prior to, during or after an incident, emergency, or disaster. The ESF Coordinator:
 - 1. Organizes and coordinates resources and capabilities to facilitate the delivery of services, assistance, and expertise.
 - 2. Provides for an integrated response to an outbreak of highly contagious or economically devastating animal/zoonotic disease, exotic plant disease, or economically devastating plant or pest infestation.
 - 3. Ensures the safety and security of the commercial supply of food (meat, poultry, and egg products) following an incident.
 - 4. Identifies, secures, and arranges for the transportation of food to areas.
- B. VI Department of Agriculture is the lead agency and will provide overall leadership of ESF 11, and is responsible for coordinating all administrative, management, planning, training, preparedness, mitigation, response, and recovery activities to include developing, coordinating, and maintaining any standard operating procedures (SOP).
- C. ESF 11 primary and support agencies will participate, assist, and support VI Department of Agriculture in the planning and execution of the above.
- D. Each ESF 11 agency, organization, and individual will operate under applicable, Federal, Territory or organizational law, regulations, and guidelines, and will maintain complete administrative and financial control over individual agency activities.
- E. ESF 11 will coordinate with other ESFs and appropriate parties, as necessary, to assist the Territory in emergency incidents.
- F. ESF 11 is the Point of Contact (POC) for Territory resource requests related to agriculture and natural and cultural resources.
- G. Agricultural business owners are responsible for their own disaster planning and resources. However, disasters often present challenges, and back-up resources



may be required. St. Thomas, St. Croix, and St. John islands should maintain resources to address agricultural emergencies, and ESF 11 may be able to provide subject matter expertise to the island emergency service coordinators (ESC), or coordinate assistance if shortfalls occur.

- H. For food supply safety and security, the VI Department of Agriculture and the VI Department of Licensing and Consumer Affairs coordinate the field response.

IV. Introduction

A. Preparedness

1. Maintain programs and plans to protect GVI animal, crop, horticulture, forestry, food production industries, as well as agricultural chemical use and natural and cultural resources protection.
2. Prepare and disseminate educational materials to assist agricultural business owners and animal owners with development of their individual emergency plans.
3. Ensure procedures are in place to identify and train ESF 11 staff, perform and coordinate operations, track resources, and document costs during periods of activation.
4. Develop an inventory of resources and contingency plans for resource gaps to support animal owners, agribusiness, public health and public safety, and natural and cultural resources.
5. Support ESC with preparedness activities related to agriculture, animals, and natural and cultural resources as needed.
6. Participate at least annually in GVI exercises and/or conduct an exercise to validate this ESF 11 Annex and supporting operational procedures and guidelines.

B. Response

1. Ensure coverage of ESF 11, when activated as part of the Virgin Islands Territorial Emergency Operations Plan and the St. Thomas, St. Croix, and St. John emergency operations centers (EOCs)
2. Maintain situational awareness of the emergency's impact on agricultural industries and natural and cultural resources and historic properties.
3. Coordinate the GVI's eradication and control activities in an animal disease event or plant disease/pest event.



4. Coordinate resources to support the islands of St. Thomas, St. Croix, and St. John with animal, plant and produce, forestry, public health and safety, animal feed, agricultural chemicals, non-retail food, non-retail food establishments, and agricultural issues as requested.
 5. Assist ESF 15 (Public Information) with the development and/or dissemination of public service information regarding agricultural, animal, and natural and cultural resources topics.
 6. Coordinate the reporting of damage assessment, resource utilization, any relevant financial records, and services provided to share with VITEMA and/or internal and external stakeholders, as necessary and when appropriate.
- C. Recovery
1. Finalize all GVI animal and plant disease/pest eradication and control activities.
 2. Finalize demobilization of resources used to support requests for assistance with agriculture, animal issues, and natural and cultural resources.
 3. Support the natural and cultural resources priorities identified in Recovery Support Function (RSF) 6.
 4. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.
- D. Mitigation
1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the USVI Hazard Mitigation and Resilience Plan dated 2021, and review and evaluate any amendments to the plan.
 2. Support requests and directives from the USVI Governor, VITEMA, and/or the Federal Emergency Management Agency (FEMA) concerning mitigation and/or re-development activities.
 3. Document matters for inclusion in agency or VITEMA briefings, situation reports, and action plans.
 4. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.



V. Responsibilities

A. General

1. ESF 11 personnel will maintain familiarity with the National Response Framework (NRF) and the corresponding FEMA Annex with Federal counterpart concepts, actions, and responsibilities. This familiarization will include but not be limited to the structure, organization, functions, and responsibilities of the Incident Management Assist Teams (IMAT) and the Joint Field Office (JFO).
2. Develop agreements, such as Memorandums of Understanding (MOU) or Memorandums of Agreement (MOA), with appropriate groups as needed and in coordination with VITEMA.
3. Each ESF 11 agency will identify, train, and assign personnel to staff the St. Thomas, St. Croix, and St. John EOCs, as well as the VITEMA EOC during an activation (in person or virtual as dictated by each emergency declaration), maintain contact and communication with the ESF 11 team, and/or support field operations during activation.
4. Each ESF 11 agency will assist in the development of GVI plans for the protection of agriculture, animals, and natural and cultural resources within their corresponding area of expertise.

B. VI Department of Agriculture

1. Provide leadership for ESF 11, develop training for ESF 11 team members, establish and maintain a system for notifications of ESF 11 team members and agencies upon activation, ensure staging of ESF 11 upon activation; coordinate participating agency involvement; ensure operational plans, procedures, and guidance are in place, and collate emergency operational and situational data for concise reporting.
2. Provide outreach and messaging to regulated industries including animal feed (hereafter called "feed") producers and manufacturers, feed distribution facilities, and stakeholders of forage crops, hay, feeds, and pet food.
3. When appropriate, issue orders of stop sales and embargos for suspected contaminated or adulterated human food and feed, or for human food or feed that may pose a public health risk.
4. Act as a liaison and coordinate resources needed to support forage crops, hay, feeds, produce, and pet food industries.



5. Maintain lists and locations of regulated producers, manufacturers, and distributors that may be impacted by an emergency.
6. Act as a liaison with regulated industries to help ensure the thorough coordination of agricultural damage assessments.
7. Manage and coordinate all GVI eradication and control activities in response to an animal disease emergency event.
8. Maintain regulatory programs and plans to protect the health of livestock and poultry, the food supply, public health, and the economy. These include animal disease surveillance, prevention, and response; veterinary diagnostic laboratory testing; and inspection for regulated meat and poultry processing facilities.
9. Support and assist St. Thomas, St. Croix, and St. John ESC by providing subject matter expertise as needed or requested related to organization and planning for agricultural and animal issues.
10. Maintain a resource list of personnel, organizations, and capabilities that can be used to fulfill requests related to agriculture and animals.
11. Work in coordination with VITEMA and ESCs to activate agriculture and animal MOUs as needed and when appropriate. Resources include, but are not limited to:
 - Qualified and trained personnel, equipment, and vehicles to safely provide animal search and rescue, capture, containment, and transportation for animals at-large or otherwise identified to have a need.
 - Personnel and supplies to provide humane care to stranded livestock and poultry species.
 - Contact information for individuals and organizations that may be able to provide feed, shelter, or equipment for exotic animal species and livestock.
 - Qualified animal handlers who can assist with animal capture, search, and rescue.
12. Provide subject matter expertise to other ESFs, agencies, and organizations as requested or needed.
13. Draft and provide outreach, instruction, guidelines, and situational awareness documentation to internal and external stakeholders as needed.
14. Finalize demobilization of resources used to support ESCs during the emergency.



15. Assist with recovery efforts in impacted areas when available.
16. Work with ESF 7 (Resource Management) to organize and coordinate resources and capabilities to facilitate the delivery of services, assistance, and expertise.

C. VI Department of Health

1. Provide guidance to unaffected areas on precautions that may be taken to ensure animal and plant health.
2. Ensure proper handling and packing of any samples and shipments to the appropriate research laboratory.
3. Provide information and recommendations to the ESCs for outbreak incidents.
4. Conduct subsequent investigations jointly with VI Police Department.
5. Assess the operating status of inspected meat, poultry and egg product processing, distribution, import and retail facilities in the affected area.
6. Evaluate the adequacy of inspectors, program investigators and laboratory services relative to the incident.
7. Establish the need for replacement food products.
8. Provide outreach and messaging to regulated industries, including bottled water, soft drink, wholesale ice manufacturers, dairy product producers and manufacturers, and all related stakeholders.
9. Provide technical assistance for food protection activities.
10. Provide technical assistance for agricultural waste and animal carcass disposal.
11. Provide outreach assistance to retail food establishments and all related stakeholders, including the end consumer.

D. VI Department of Licensing & Consumer Affairs

1. Provide temporary licensing of veterinarians and veterinary technicians who are invited to assist in a declared disaster response, as needed and when appropriate.
2. Maintain regulatory programs and plans to protect plant health and security and regulatory programs to ensure the safe use of agricultural chemicals.



3. Disseminate educational materials to assist agricultural producers, horticulture businesses, agricultural chemical dealers, and distributors with development of their individual emergency plans.
4. In coordination with ESF 11 leadership, assist with ESF 11 staffing and scheduling, as needed and when requested.
5. Maintain a resource list of personnel and capabilities that can be used to fulfill ESC requests for assistance with plant and agricultural chemical issues, protection of crop and horticulture industries, and agricultural chemical use to protect public health.

E. VI Department of Planning and Natural Resources

1. Develop plans to respond to emergency incidents which could include or affect native or free-ranging wildlife species, including the outbreak of a highly contagious animal or zoonotic disease.
2. Maintain a resource list and coordinate resources requested by ESCs to provide native or free-ranging wildlife species support and subject matter expertise.
3. When appropriate, provide subject matter expertise for at-large zoo and exotic animals.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF-11 Agriculture and Natural Resources.
- B. The contents of Annex 11 are supported by the FEMA Community Lifeline "Food, Water, Shelter, Agriculture" and by the federal Government Coordinating Council's critical infrastructure sector "Food and Agriculture Sector."



ESF 12: Energy Annex

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 12: Energy Annex.

Coordinating: Virgin Islands Energy Office (VIEO)
Virgin Islands Water and Power Authority (WAPA)

Supporting: Office of the Governor
Department of Property and Procurement
Department of Public Works
VI National Guard
VI Police Department
VI Port Authority

Private Energy Partners:
Limetree Bay Storage Terminal
Gulf Oil

I. Introduction

- A. Energy includes producing, refining, transporting, generating, transmitting, conserving, building, and maintaining electric, petroleum and natural gas energy system components.
- B. Disasters can interrupt energy distribution at a moment's notice and severely hamper the ability to respond and recover from a disaster.
- C. Damage to the system can have a rippling effect on supplies, distribution, or other transmission systems.
- D. Electricity
 1. WAPA is responsible for generating and delivering electricity to the Territory across two electrical grids: one on St. Croix and one on St. Thomas. Each system is supplied by a primary generation station powered by combustion and steam turbines powered with fuel oil or propane.
 2. The U.S. Virgin Islands energy sector provides electricity to the Territory population of 106,400. This is approximately 45,000 residential and 9,000 commercial customers across five islands: St. Croix, St. Thomas, St. John, Water Island, and Hassel Island. Most of the infrastructure is owned and run by USVI Water and Power Authority (WAPA). Once electricity leaves the main generating station it travels across its respective island transmission and distribution (T&D) system.



3. The St. Thomas system has a generating capacity of about 138 megawatts to supply the 51,000 people on the island as well as the 4,100 on St. John. The St. Croix system has a capacity of about 100 megawatts and serves this island's population of 45,000.
 4. The Estate Richmond Terminal capacity is 10,400 cubic meters, held in a total of eight tanks which provides 19.2 days of effective supply. The Randolph Harley Terminal capacity is 14,000 cubic meters, held in a total of ten tanks which provides 18.23 days of effective supply.
- E. Fuel
1. The USVI does not produce crude oil and is 100% dependent on outside suppliers, mainly from Europe and nations in the Caribbean Basin, for its petroleum supply.
 2. Petroleum arrives by transoceanic vessel to St. Thomas and St. Croix and is stored and distributed across the U.S. Virgin Islands via truck and barge transportation.
 3. Distillate fuel used for electricity production is brought directly to ports located at the WAPA Richmond Generating Station on St. Croix and the Randolph Harley Generating Station on St. Thomas.
 4. Distillate fuel in the form of #2 fuel, #6 fuel and Liquid Propane Gas (LPG) represent 68% of all petroleum imported and it is used for electrical generation and water desalination.

II. Purpose

- A. Provide Territory resources to assess the extent of damage, provide information, and as necessary, coordinate, monitor, and report the restoration of energy systems during a disaster in the U.S. Virgin Islands.
- B. This Annex addresses responsibilities and policies established for energy restoration operations before, during, and after a disaster.

III. Concept of Operations

- A. The Virgin Islands Energy Office (VIEO) is the lead agency designated for coordinating energy management, including all ESF 12 administrative management, planning, training, preparedness, response, recovery, and mitigation activities, and the maintenance of the ESF 12 Standard Operating Procedures (SOP).
- B. WAPA is responsible for the activation of plans for appropriate allocation of resources of personnel, equipment, and services to maintain or restore utility service under their control.



- C. ESF 12 supporting agencies will assist the VIEO and WAPA in the planning and execution of energy restoration and management operations. Each mass care agency/organization will manage its own program(s) and maintain administrative and logistical support for its activities.
- D. ESF 12 will assess the situation (both pre- and post-event) and develop strategies on how to respond to the emergency in conjunction with VITEMA and other emergency officials.
- E. ESF-12 personnel will be familiar with the National Response Framework and the corresponding Federal Emergency Management Agency (FEMA) Annex with Federal counterpart concepts, actions, and responsibilities. This familiarization will include but not be limited to the structure, organization, functions, and responsibilities of the Incident Management Assist Teams (IMAT) and the Joint Field Office (JFO).
- F. ESF-12 will coordinate all supporting and other appropriate departments/agencies, organizations, and utilities to ensure operational readiness.
- G. In a disaster, the Governor would engage with those utility companies to restore power as part of the initial response and stabilize the incident.
- H. Monitoring:
 - 1. ESF-12 is responsible for monitoring and coordinating the availability of electric utility generating capacity and reserves, the availability and supply of natural gas, supply and transportation of generation and transportation fuels, and coordination of emergency power supply, excluding portable generators.
 - 2. Upon notification from operations, and/or anticipation of fuel shortages, ESF-12 will implement plans to ensure fuel stops have adequate fuel supplies and that these stops are accessible to individuals evacuating and/or emergency response personnel.
- I. Coordination:
 - 1. ESF-12 will assess the situation (both pre- and post-event), and in coordination with VITEMA, develop strategies to respond to the emergency.
 - 2. ESF-12 will coordinate with WAPA electric and natural gas utility services and petroleum products suppliers to ensure provision and/or restoration of energy services to the public.
 - 3. ESF-12 will closely coordinate with the electric utilities (WAPA) and petroleum products suppliers operating in the Territory to ensure the integrity of energy supply systems are maintained during emergency



situations and any damages incurred are repaired and services restored in an efficient and expedient manner afterward.

J. Communications:

1. Through the joint information system, ESF 15 will ensure that disaster and emergency information to USVI residents and visitors will be clear, concise, timely, and accurate regarding the existing situation, actions being taken by the authorities, and actions to be taken by the affected populations.

IV. ESF Actions:

A. Preparedness

1. Maintain the U.S. Virgin Islands Energy Assurance Plan.
2. Implement ongoing preventive maintenance programs.
3. Repair and harden internal and external facilities and infrastructure.
4. Continue a structured management system to control planning/preparedness programs, including restoration initiatives and priorities.
5. Continue ongoing documenting/mapping and review of existing facilities and infrastructure.
6. Dedicated contract procurement for critical long-lead materials and supplies.
7. Integrate After Action Reports (AAR) into ongoing lessons learned and exercises to continuously update the ESF 12 Annex.
8. Maintain a roster of primary and supporting ESF personnel.
9. Identify and assess restoration priorities for critical infrastructure annually prior to hurricane season.
10. Stage electric grid infrastructure restoration supplies.

B. Response

1. Activate the S. Virgin Islands Energy Assurance Plan.
2. Conduct damage assessment, verify the status of Power Plant Systems, T&D electrical equipment, and other system components.
3. Manage providing emergency power and fuel to emergency services and critical infrastructure.
4. Establish restoration priorities for electricity and fuel.
 - a. Prioritize the restoration of feeders based on critical infrastructure (hospitals, police, airports, VITEMA and other government



- operations, shelters, potable water pump stations, sewage pump stations, commercial centers, container ports and residential customers.)
- b. Repair power plants, the primary source of power production and water production
 - c. Repair transmission lines
 - d. Restore power to emergency services, including life support facilities, police, and communication networks.
 - e. Restore power to areas with the largest number of homes and businesses.
 - f. Restore individual services to residents.
5. Coordinate with ESF 15 (Public Information) to provide power outage and estimated restoration times.
 6. Coordinate with ESF 7 (Logistics and Resource Management) to maintain and prioritize fuel distribution.
 7. Utilize the energy data tracking plan outlined in the Energy Assurance Plan to gather baseline information of the following essential elements of Information:
 - a. Establish communication protocol with petroleum, electricity, renewables, and retail fuel suppliers.
 - b. Work with VITEMA and other key agencies to outline a framework for communicating energy disruption data.
 - c. Identify and track energy disruptions including supply and demand.
 - disruptions, energy infrastructure failures, price spikes, weather-related disruptions, and other disasters.
 - d. Develop post-incident AARs to analyze energy disruption data and incorporate lessons learned into relevant emergency planning documents.
 - e. Determine impact of energy disruption.
- C. Recovery
1. Assist in the transition from ESF 12 Coordinator to RSF 12 Coordinator
 2. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.



D. Mitigation

1. Identify and improve the electric system resilience.
2. Identify and improve the fuel system resilience.
3. Prioritize actions and commit resources to reduce vulnerabilities to threats and hazards.
4. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General

1. ESF 12 will identify, train, and assign personnel to maintain contact with and prepare to execute emergency power and utility restoration missions during periods of activation.
2. ESF 13 will support educating citizens on disaster preparedness and mitigation activities.

B. Virgin Islands Department of Property and Procurement

1. Maintains emergency fuel contracts.

C. Virgin Islands Department of Public Works

1. Maintains relationships and emergency contacts with fuel source retailers that can be used to support the governmental emergency response.

Agency/Facility	Critical Asset	Storage Capacity	Fuel Type	Fuel Supplier	Source
Public Works			Diesel		
DPW Facilities – St Croix	Generators, Vehicles	72 hours tanks for generators	Diesel	Bunkers of St. Croix	Rack - Gulf Oil at Limetree Bay
DPW Facilities – St Thomas	Generators, Vehicles	72 hours tanks for generators	Diesel	Tri-Island Energy	Rack – Puerto Rico

D. Virgin Islands Port Authority

1. Maintains relationships and emergency contacts with fuel source retailers that can be used to support the governmental emergency response.



Agency/Facility	Critical Asset	Storage Capacity	Fuel Type	Fuel Supplier	Source
Henry E Rohlsen, Airport, and Fire Station, St Croix	Airplanes, Generators, Emergency Vehicles	Fuel Farm, 72 hours tanks for generators	Jet-A, Avgas, Diesel, gasoline	Puma	Rack - Gulf Oil at Limetree Bay
Gallows Bay, St Croix	Marine Terminal, generator	Diesel			
Cyril E. King Airport, and Fire Station St Thomas	Airplanes, Generators, Emergency Vehicles	Fuel Farm, 72 hours tanks for generators	Jet-A, Avgas, Diesel, gasoline	Total Fuel	Rack – Cargo Port
Blyden Marine Terminal, St Thomas	Marine Terminal Generator	Diesel			
Fredricks Marine Terminal, St Thomas	Marine Terminal Generator	Diesel			
Moorehead Terminal, Cruz Bay, St John	Marine Terminal Generator	Diesel			

E. Virgin Islands Energy Office

1. VIEO is the co-lead for ESF 12 and is responsible for the overall implementation and coordination of energy programs.
2. Provide personnel to staff the TEOC.
3. Coordinate with ESF-15 (Public Information) on messaging about safe use of alternate power supplies, general safety, and emergency tips, and WAPA's Emergency Notification Process.
 - a. Reinforce public service announcements (PSA) concerning the dangers associated with downed power lines and procedures for reporting them, boil water advisories, and other critical public safety messages.
4. Develop an emergency power fuel and maintenance prioritization plan based on power grid assessments and adjust the plan accordingly as island power is restored.



5. Coordinate with WAPA to monitor public water systems and advise on the issuance of boil water notices.
 6. Activate contracts to move all power-related debris to a designated site in order to facilitate reuse of salvageable parts and materials and dispose of waste.
 7. Coordinate with fuel retailers to track fuel supply and disseminating accurate and timely data to VITEMA and the public to enable proper preparation for and recovery from a disruption event.
 8. Establish relationships with fuel retailers, discuss lessons learned from past energy emergencies and develop communication protocol to track fuel supply and deliveries as well as damage to key facilities during disruption and recovery.
 9. Develop communication protocol to alert VITEMA and the public to fuel levels at gas stations during disruption and recovery.
 10. Work with government agencies and other key organizations to quantify retail fuel demand for critical services (ex. emergency service vehicles) to ensure critical fuel need is met during and immediately following disruption events.
 11. Establish conference call schedule and participate in conference calls with appropriate agencies. ESF-12
- F. Virgin Islands Territory Emergency Management Agency
1. Responsible for initiating overall emergency response.
 2. VITEMA maintains a listing of critical infrastructure and key resources (CIKR) in its Fusion Center. The list is shared with FEMA and updated annually prior to the start of hurricane season. Each agency is responsible for verification of and changes to their list.
- G. Water and Power Authority
1. WAPA is the co-lead for ESF 12 and is responsible for the power generation and distribution.
 2. Maintain prioritized list of critical facilities for power restoration.
 3. Provide personnel to staff the TEOC.
 4. Provide up-to-date power outage information; power and water supply to identify generator requirements and relate those requirements to TEOC.
 5. Manage emergency power and system restoration activities.



6. Contact American Public Powers Association to identify and coordinate availability of support resources, line crews, safety officers and damage assessment teams.

VI. Federal Assistance

- A. ESF 12 will coordinate with Federal ESF 12 for support, as required.
- B. This Annex is supported by the National Response Framework for ESF12 Energy Annex.



ESF 13: Public Safety and Security

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 13: Public Safety and Security.

Coordinating: VI Police Department

Support:

- Bureau of Corrections (BOC)
- Civil Air Patrol
- Bureau of Motor Vehicles
- Department of Finance
- Department of Health (DOH)
- Department of Justice
- Department of Licensing and Consumer Affairs (DLCA)
- Department of Planning and Natural Resources (DPNR)
- Department of Property and Procurement
- Department of Public Works (DPW)
- Law Enforcement Planning Commission
- Legislature of the Virgin Islands (LEGIT)
- Judicial Branch
- University of the Virgin Islands (UVI)
- Virgin Island Fire Services (VIFS)
- Virgin Island Lottery
- Virgin Island National Guard (VING)
- Virgin Island Port Authority
- Virgin Island Territory Emergency Management Agency (VITEMA)
- Waste Management Agency (WMA)

I. Introduction

- A. Effective law enforcement is essential during emergencies, disasters, and special events to ensure protection of lives and property.
- B. The VI Police Department is responsible for enforcement of laws, traffic control, investigation of crimes, and other public safety activities within the Territory. Other Territorial agencies with law enforcement authority may be deployed to assist the VI Police Department during emergencies and other events.
- C. In addition, upon request, federal and other law enforcement resources available through the Emergency Management Assistance Compact (EMAC) may be deployed throughout the Territory to assist ESF 13 in maintaining peace and good order in whatever capacity is determined necessary and warranted.



II. Purpose

- A. Provide coordination and use of law enforcement personnel and equipment in an emergency or disaster for general law enforcement and to maintain peace and good order.

III. Concept of Operations

- A. VI Police Department is responsible for the coordination of all ESF 13 administrative, management, planning, training, preparedness, and mitigation, response, and recovery activities, to include developing, coordinating, and maintaining the ESF 13 Standard Operating Procedures (SOP).
- B. In cooperation with the Virgin Islands Territorial Emergency Management Agency (VITEMA), ESF 13 will integrate law enforcement functions with other emergency actions.
- C. ESF 13 personnel will be familiar with the National Response Framework and the corresponding annex with federal counterpart concepts, actions, and responsibilities. This familiarization will include but not be limited to the organization, functions, and responsibilities of the Incident Management Assistance Teams (IMAT), and Joint Field Office (JFO).
- D. ESF 13 will assess the situation (pre-event and post-event), and in coordination with VITEMA, develop strategies to respond to the emergency, including the deployment of additional law enforcement assets and resources mobilized to the islands as needed.
- E. ESF 13 will coordinate with Federal ESF 13 to obtain federal assistance when required. All deployed resources will track and document any and all information determined necessary for obtaining such assistance.
- F. Requests for military support for law enforcement missions will be coordinated between the Commissioner of the VI Police Department and the Adjutant General of the VI National Guard and then forwarded by the Commissioner to the Governor for approval.
- G. Command and Control
 - 1. Under normal operating conditions, all law enforcement assets in the Territory operate as separate entities, each having their own chain of command. During a crisis period, these agencies will operate collectively with VI Police Department through a designated point of contact.
 - 2. Territory law enforcement resources will continue to be regulated through the normal chain of command but will be responsive to ESF 13, in conjunction with the USVI Incident Commander.



3. Individual agencies will maintain policy and administrative control of their resources in the field.
- H. Territory law enforcement resources may be deployed prior to the Governor declaring a State of Emergency. ESF 13 will coordinate the deployment of these law enforcement assets with appropriate representatives at the Territory Emergency Operations Center (EOC) as soon as possible.
- I. Law enforcement agencies will provide the needed personnel from officers located throughout the Territory to augment personnel located in or immediately adjacent to disaster areas.
- J. Use of USVI Police Auxiliary Officers during a Territorial emergency or crisis.
1. When on duty or during times of emergency declared by the Governor, members of the Police Auxiliary shall have peace officer status as authorized in Title 5, chapter 305, Virgin Islands Code. [See V.I. Code title 23, § 1157]
- K. Deputation of federal law enforcement officers during a Territorial emergency or crisis.
1. Federal law enforcement may not enforce Territorial laws unless specifically deputized to do so under Territorial law.
 2. Federal law enforcement officers may be deputized under V.I. Code Title 19, § 620.
 3. Territory ESF 13 will coordinate with Federal ESF 13 regarding the authorities of Federal law enforcement officers when deployed in support of the Territory in accordance with Section VI – Federal Assistance of this Annex.
- L. No Territory agency is authorized to use private security agencies or marshal citizens to provide auxiliary law enforcement duties unless they are sworn law enforcement officers of the Territory. The public safety or law enforcement agencies which appoint and utilize these personnel are responsible for them.
- M. Logistics
1. Necessary resources are procured by following established requisition/procurement procedures.
 2. When an incident could threaten loss of life and property or prolong needless suffering, established emergency requisition/procurement procedures can be used.



3. In most situations, Logistics and Resource Management is available to handle unusual resource matters. Also, see ESF 7, Logistics and Resource Management.
 4. Participating agencies have responsibilities to provide communications support and law enforcement equipment for the various missions.
- N. Mass Care Incidents
1. Disasters may result in mass displacement of survivors from their homes and temporary shortages for essential services and supplies such as food and water.
 2. Public safety and security personnel may be called upon to assist ESF 6, Mass Care, with directing people to support services and providing security for essential emergency supplies.
- O. Public Health & Medical Incidents
1. Infectious diseases, bioterrorism incidents, and other disasters may require extraordinary efforts to vaccinate or distribute medications to the Virgin Islands population.
 2. See ESF 8, Public Health and Medical Services, for deployment of public safety and security personnel in support of mass vaccination and pharmaceutical distribution operations.
- P. Search and Rescue Incidents
1. Some disasters may require search and rescue of large numbers of survivors in damaged/collapsed structures, in disaster-impacted land areas, or on the water/at sea.
 2. See ESF 9, Search and Rescue, for deployment of public safety and security personnel in support of mass search and rescue operations.
- Q. Active Threat Incidents
1. Active threat incidents (including “active shooter” and other hostile actions) may occur anywhere at any time with little or no warning and may result in mass casualties. Rapid response is necessary to protect human life.
 2. For response to Active Threat Incidents, see Active Threat Response Annex to this USVI Territory Emergency Operations Plan.
- R. Terrorist Incidents
1. VI Police Department has specific and exclusive jurisdiction and authority for coordinating the Territory response to a terrorist threat or incident. The VI Police Department will coordinate with the Federal lead agency for designated terrorism threats and incidents.



2. The U.S. Attorney General has lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at U.S. citizens or institutions abroad, where such acts are within the Federal criminal jurisdiction of the United States. The U.S. Attorney General will normally act through the Federal Bureau of Investigation (FBI) when investigating or responding to terrorism threats and incidents.
3. Special Response Team has been trained for response to terrorism incidents.
- S. For response to terrorist incidents, see the TEOP Terrorism Hazard Annex to this USVI Territory Emergency Operations Plan Civil Disorder/Disturbance
 1. Civil disorder, also known as civil disturbance, civil unrest, or social unrest is an activity arising from a mass act of civil disobedience (such as a demonstration, riot, strike, or ignoring laws) in which the participants become hostile toward authority, and authorities incur difficulties in maintaining public safety and order, over the disorderly crowd.
 2. For response to civil disorder, see VIPD Rules and Procedures Manual. The Manual details procedures.

IV. ESF Actions

- A. Preparedness
 1. Identify agencies, organizations, and individuals capable of providing law enforcement support services and associated resource inventories.
 2. Analyze hazards, critical facilities, and law enforcement requirements, and develop plans to preposition assets.
 3. Train regular and support personnel in emergency duties.
 4. Establish and maintain liaison with Federal and Territorial law enforcement agencies.
 5. Develop and maintain standard operating procedures (SOPs) and plans, to include alert lists and mobilization procedures of personnel and agencies.
 6. Ensure procedures are in place to document costs for potential reimbursement.
 7. Participate at least annually in Territorial exercises and/or conduct an exercise to validate this annex and supporting SOPs.
 8. Maintain Mission Ready Package requirements in EMAC Operations System (EOS).



B. Response

1. Maintain law and order.
2. Staff the Territorial EOC as directed.
3. Report on the status of the Safety and Security Lifeline.
4. Coordinate law enforcement protective measures at the Territorial EOCs.
5. Coordinate all law enforcement requests.
6. Coordinate law enforcement missions to maximize use of officers from the Territory, Federal agencies and agencies mobilized through mutual aid/EMAC.
7. Coordinate law enforcement requests in evacuated areas in support of protective measures, safeguarding of critical facilities and access control to disaster areas as requested.
8. Collect damage information received from deployed assets and provide information to the appropriate Territorial EOC Situation Unit.
9. Assist in facilitating reentry of evacuees.

C. Recovery

1. Phase down operations, as directed by the appropriate Territorial EOC.
2. Continue those operations necessary to protect people and property.
3. Assist in coordination of the return of evacuees.
4. Coordinate all law enforcement requests.
5. Assist with coordination of the reconstitution of law enforcement agencies as necessary.
6. Coordinate with support agencies to ensure they maintain appropriate records of costs incurred during the event.
7. Provide representation and support long-term recovery priorities as identified by the Recovery Task Force.
8. Additional details are included in the U.S Virgin Islands Pre-Disaster Recovery Plan, dated 2021.

D. Mitigation

1. Support and plan for mitigation measures, including monitoring and updating mitigation actions in the Territorial Hazard Mitigation Plan.



2. Review, evaluate, and comment on proposed Territorial Hazard Mitigation Plan amendments upon initiation and within review period.
3. Support requests and directives from the Governor and/or the Federal Emergency Management Agency (FEMA) concerning mitigation and/or redevelopment activities.
4. Document matters that may be needed for inclusion in agency or Territorial/Federal briefings, situation reports and action plans.
5. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General

1. Primary and support agencies will identify, train, assign and provide personnel to staff ESF 13 in the Territorial EOC.
2. Support agencies will designate a lead contact from their agency to ESF 13 and will maintain contact with and prepare to execute missions in support of ESF 13 during periods of activation.
3. Support agencies will furnish pertinent law enforcement intelligence information to VI Police Department.
4. Primary and support agencies will establish and maintain a system for alert and mobilization.
5. Collect damage information received from deployed assets and provide information to the Territorial EOC Situation Unit.
6. Law enforcement services provide:
 - a. Security (at critical facilities, private property, and public property)
 - b. Traffic and crowd control
 - c. Protection to emergency responders and mass care operations
 - d. Access control to the incident scene and isolation, quarantined and evacuated area(s)
 - e. Help to disseminate warnings to the public
7. Conduct investigations as required and as coordinated through ESF 13.

B. VI Police Department

1. Serves as overall ESF 13 Coordinator.
2. Identifies agencies, organizations, and individuals capable of providing law enforcement support services and associated resource inventories.



3. Develops and coordinates a comprehensive plan to marshal and deploys Territorial law enforcement assets to ensure the safety and protect the life and property of the inhabitants and visitors of the Virgin Islands.
 4. Develops a training program for ESF 13 team members involved in joint operations.
 5. In conjunction with VITEMA, ensures plans contain procedures for the assessment and reporting of initial damages in impact areas.
 6. Provides for the gathering and dissemination of intelligence information.
 7. Enforces curfew orders established by the Governor.
 8. Notifies ESF 13 supporting agencies upon activation.
- C. Agencies with certified law enforcement officers
1. The following agencies will provide certified law enforcement/peace officers to augment the VI Police Department in emergency police duties, as requested:
 - a. Department of Planning and Natural Resources
 - b. VI Fire Department
 - c. VI Lottery
 - d. Taxicab Commission
 - e. Waste Management
 - f. Department of Finance
 - g. Department of Property and Procurement
 - h. Department of Public Works
- D. Bureau of Corrections
1. Provides reports of damage to jail capacity.
 2. Supports VI Police Dept. with detention of arrestees.
- E. Bureau of Motor Vehicles
1. Provides registration or driver license checks electronically via VITEMA.
- F. Dept. of Health
1. Aids law enforcement officers encountering individuals in the community with mental and behavioral health issues.



2. Provides guidance to protect public safety and security personnel from infectious disease hazards during disaster response.
- G. Dept. of Justice
1. Assists in the procurement of contracts for safety/security.
 2. Provides service for removal of deceased individuals.
- H. Dept. of Licensing and Consumer Affairs
1. Assists VI Police Dept. officers by bringing local knowledge from codes enforcement.
 2. Enforces anti-price gouging laws.
 3. Ensures businesses comply with guidelines established for disasters.
 4. Ensures business licenses are up to date post-disaster for business resumption.
- I. Law Enforcement Planning Commission
1. Informs VI PD of available grants and assist with obtaining grants for disaster preparedness.
 2. Assists in procuring equipment/supplies for disaster responders using disaster grants.
- J. Legislature of the Virgin Islands (LEGIT)
1. Assists with communication to public in their districts.
 2. Establishes necessary legislation to administer post-disaster recovery funding.
 3. Reviews the need for new legislation after disasters.
- K. Judicial Branch
1. Administers the court system.
 2. Provides Marshalls to augment VI Police Dept. as needed.
- L. UVI
1. Provides assistance in patrolling John Brewers Bay.
 2. Provides assistance patrolling areas of UVI campus Estate Golden Grove in St Croix.
 3. Provides status of students at campus.



- M. VITEMA
 - 1. Coordinates requests for Federal assistance.
 - 2. Maintains a 24 hour a day capability to warn the public of emergencies or impending disasters.
 - 3. Manages 911 system and house 911 call center.
 - 4. Serves as system administrator for CAD RMS computer-aided dispatch (CAD) records management system (RMS)
 - 5. Maintain physical and/or virtual EOC.
- N. VI National Guard
 - 1. Provides surge staff to assist VI Police Dept. in maintaining the peace and security including maintaining curfew orders.
 - 2. Provides water purification units to make fresh water.
 - 3. Provides patrols and road clearing support.
 - 4. Provides chemical, biological, radiological, nuclear, and explosive (CBRNE) response capabilities.
- O. VI Port Authority
 - 1. Ensures seaport/airports are secure.
 - 2. Closes ports prior to hurricane landfall and reopen afterwards.
 - 3. Provides situation report to VITEMA on port status.
- P. Civil Air Patrol (CAP)
 - 1. Provides youth volunteer support as requested such as commodity points of distribution (POD) for food, water, ice, or other emergency supplies.
 - 2. As of June 2021, the Territory is discussing obtaining additional assistance from CAP Puerto Rico for aviation and communications support and will update this plan when an agreement is reached.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 13 Public Safety and Security.
- B. Law enforcement responsibility and authority within the USVI rests with Territorial law enforcement departments and agencies. During disasters or acts of terrorism, when these agencies are overwhelmed and unable to fulfill their public safety and security missions, additional resources should be requested through mutual aid and assistance agreements, such as EMAC and/or activation of the Territorial



National Guard. Once these means of support are exhausted or unavailable, Federal public safety and security needs can be requested through ESF 13.

- C. In a catastrophic incident, the Governor may also choose other options to restore order and ensure public safety. These actions may include:
 - 1. Requests for Federal law enforcement assistance under the Emergency Federal Law Enforcement Assistance Act coordinated through the U.S. Attorney General (AG) or the AG's designee.
 - 2. Designate members of the National Guard under Territory control to the extent permitted by Territory law.
- D. For Federal law enforcement officers to support Territorial law enforcement under ESF 13 missions, the Federal law enforcement officers must have express statutory authority, including arrest authority to enforce Territorial area laws. If such authority is absent and executive authority, such as an order from the Governor, is being relied upon instead, then concurrence must be granted by the U.S. Department of Justice (DOJ).
 - 1. The U.S. Department of Justice, Office of Legal Counsel, has rendered an opinion on deputizing Federal law enforcement officers to enforce state, territorial, and local laws. That opinion can be found at [State and Local Deputation of Federal Law Enforcement Officers During Stafford Act Deployments | OLC | Department of Justice](#).
- E. Federal law enforcement officers deployed on ESF 13 missions will utilize their parent department or agency's use of force policy.
- F. All law enforcement officers arriving from outside the USVI are required to attend cultural sensitivity training prior to deployment. This training standard is established by the Virgin Islands Police Officer Standards and Training (P.O.S.T.) Council, under authority granted in Title 23 V.I.C. § 1201 – 1208.

VII. Public Safety and Security Capabilities and Limitations

- A. Attachment 1 to this Annex lists the primary capabilities and limitations of USVI public safety and security.



ATTACHMENT 1: PUBLIC SAFETY AND SECURITY CAPABILITIES AND LIMITATIONS

This section summarizes the capabilities and limitations of USVI public safety and security systems including command centers and mobile command posts, marine units, aviation units, special operations units, and other specialized equipment and supplies for managing emergencies and disasters.

I. **Command Centers and Mobile Command Posts**

- A. The VITEMA Territorial EOC is used as overall Command Center for disasters.
- B. The VI Police Dept. has established two police districts: St. Thomas/St. John and St. Croix. It operationally organizes under seven (7) zone commands:
 - 1. St. Thomas: Alexander Farrelly Criminal Justice Center, "Zone A," Special Operations Bureau Command, "Zone B," Mariel C. Newton Command, "Zone C."
 - 2. St. Croix: Ann Schrader Command, "Zone A," Wilbur Francis Command, "Zone B," Ancilmo Marshall Command, "Zone C."
 - 3. St. John: Leander Jurgen Command
- C. Mobile Command Posts:
 - 1. St. Thomas: one available
 - 2. St. Croix: one available
- D. The VI Police Dept. establishes a mobile command at an incident site when needed.

II. **Marine Units**

- A. VI Police Dept. has acquired two police boats:
 - 1. St. Thomas: one small boat (26-28 ft)
 - 2. St Croix: one small boat (26-28 ft)
- B. Limitations:
 - 1. Both boats are not yet fully operational.

III. **Aviation Units**

- A. The VI Police Dept. maintains eight Unmanned Aerial Vehicles (UAV) for surveillance and reconnaissance:
 - 1. St. Thomas: four UAV
 - 2. St. Croix: four UAV



IV. Special Operations Units

- A. Explosive Ordnance Disposal: Currently rely on Federal assistance
- B. Two Special Response Teams: one each in St. Thomas and St. Croix
- C. Hostage Negotiators: four located in St. Thomas; none in St. Croix
- D. Chemical, biological, radiological, nuclear, explosive (CBRNE) capable response units: provided by VI National Guard

V. Other Specialized Equipment and Supplies

- A. K-9 Units
 - 1. St Thomas: two narcotics dogs, one gun dog, one explosives dog
 - 2. St. Croix: one gun dog, one cadaver dog
- B. Dive Team: In process of being formulated in 2021



ESF 14: Long-Term Recovery

No Emergency Support Function (ESF) Annex is required to support the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP). The Territory maintains the United States Virgin Islands Disaster Recovery Plan to manage the long-term restoration of critical lifelines following a disaster. Refer to the plan for additional details.

The Virgin Islands Office of Disaster Recovery (VIODR) provides executive oversight and coordination to all disaster recovery program funds and operations, thus ensuring compliance, efficiency, and effectiveness.



ESF 15: Public Information

This Emergency Support Function (ESF) Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of ESF 15: Public Information.

Coordinating: Governor's Office/Communications Division

Support:

- Bureau of Corrections (BOC)
- Bureau of Economic Research
- Bureau of Information and Technology
- Bureau of Internal Revenue
- Bureau of Motor Vehicles
- Department of Agriculture
- Department of Education
- Department of Finance
- Department of Health (DOH)
- Department of Human Services (DHS)
- Department of Justice
- Department of Labor
- Department of Licensing and Consumer Affairs (DLCA)
- Department of Planning and Natural Resources (DPNR)
- Department of Property and Procurement
- Department of Public Works (DPW)
- Department of Sports, Parks & Recreation
- Department of Tourism
- Division of Personnel
- Governor Juan F. Luis Hospital
- Legislature of the Virgin Islands
- Virgin Island Territorial Emergency Management Agency (VITEMA)
- Virgin Island Office of Collective Bargaining
- Virgin Island Office of Disaster Recovery (VIODR)
- Virgin Island Office of Inspector General
- Virgin Island Office of Management and Budget
- Schneider Regional Medical Center
- Judicial Branch
- University of Virgin Islands (UVI)
- Virgin Island Veterans Affairs
- Virgin Island Energy Office (VIEO)
- Virgin Island Fire Services (VIFS)
- Virgin Island Housing Authority
- Virgin Island Housing Finance Authority
- Virgin Island Lottery
- Virgin Island National Guard (VIGN)



Virgin Island Police Department (VIPD)
Virgin Island Port Authority
Virgin Island Rescue Squads
Virgin Island Taxi Cab Commission
Waste Management Agency (WMA)
Water and Power Authority (WAPA)
WTJX
American Red Cross
Virgin Island Hotel Association

I. Introduction

- A. Generation of timely public information coordinated with the appropriate level of government is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred.
- B. Before, during, and after emergency operations, the Territory will apprise the public through reports to the news media, the Integrated Public Alert and Warning System (IPAWS) and social media.

II. Purpose

Provide effective public information through coordination with appropriate Federal, Territory, and island agencies and organizations to minimize loss of life and property before, during, and after an emergency or disaster.

III. Concept of Operations

- A. The VI Governor’s Office/Communications Division is responsible for all ESF 15 administrative, management, planning, preparedness, mitigation, response, and recovery activities to include developing coordinating and maintaining the ESF 15 Standard Operations Procedures (SOP).
- B. ESF 15 supporting agencies should assist the Governor’s Office/Communications Division in the planning and execution of the above.
- C. The Governor’s Office/Communications Division will coordinate with all supporting and other appropriate agencies and organizations to ensure continual operational readiness.
- D. ESF 15 supports all other ESFs with the development and dissemination of emergency or disaster response information on behalf of the Territory.
- E. ESF 15 will integrate the principles of the National Incident Management System (NIMS) and Incident Command into all ESF 15 planning and response operations.
- F. ESF 15 personnel will be familiar with the National Response Framework and the corresponding annex with Federal counterpart concepts, actions and responsibilities. This familiarization will include, but not be limited to, the



organization structure, functions and responsibilities of the Incident Management Assistance Teams (IMAT, and the Joint Field Office (JFO).

G. Coordination of Public Information

1. ESF 15 will establish a Joint Information System (JIS)/ Joint Information Center (JIC) of public information personnel from all affected islands, agencies, and private sector organizations.
2. ESF 15 will consult with appropriate department or agency representatives concerning implementation of emergency or disaster public information activities.
3. ESF 15 will coordinate public information efforts to prevent and counter rumors, hearsay, and inaccuracies, and to ensure accurate, timely, and consistent emergency public information.
4. ESF 15 will coordinate efforts to report and document response operations across all emergency operations centers (EOC) and/or near the incident site.
5. Representatives of Territory agencies may provide emergency public information from this location.

H. Dissemination of Public Information

6. Disaster and emergency information from the Territory government shall be clear, concise, and accurate regarding the existing situation, actions being taken by authorities, and those to be taken by the population.
7. On behalf of the Governor, the Virgin Islands Territorial Emergency Management Agency (VITEMA) Director, through ESF 15 is responsible for informing the public of emergency and disaster operations within the Territory.
8. The dissemination of public information during emergency and disaster operations is done with the advice and consent of the Governor's Communications Division, who reserves the authority to intervene, to assume control, or to disseminate supplementary information at any time.
 - a. ESF 15 will keep the Governor's Communications Division informed of media-related events as they unfold and will provide such information on a continuing timely basis.
 - b. ESF 15 will provide timely and continuing information to the VITEMA Director and make appropriate recommendations if requested.
9. ESF 15 will provide and/or coordinate situation briefings, press conferences, taped messages, photographs, news accounts, statistics on injuries and fatalities, and other independent information on the news media as



appropriate, to include information targeted for non-English speaking individuals and/or access and functional needs populations.

10. On behalf of the Territory, ESF 15 will provide similar materials and briefings for Territory and Federal officials and will also coordinate Territory information/ news releases with related Federal and Territory agencies and officials.
 - a. ESF 15 will coordinate with the VITEMA Director regarding such activities.
- I. Territory agencies will make their public information, public relations, or public affairs personnel available to augment ESF 15 when requested, to include non-English speaking individuals and/or access and functional needs populations.
- J. Territory ESF 15 will coordinate with Federal ESF 15 to obtain federal assistance as required.

IV. Introduction

- A. Preparedness
 1. Develop a public information program to educate the public regarding the effects of common, emergency, disaster situations.
 2. Train personnel on the principles of the NIMS and Incident Command and integrate those principles into all ESF 15 planning and response operations.
 3. Develop plans to coordinate with international, national, territory and local news media for emergency operations, before, during and after emergency situations.
 4. Develop plans to conduct a multi-agency/territory coordinated public information program during emergencies and disasters.
 5. Maintain related information in WebEOC.
 6. Be prepared to engage multi-lingual personnel to translate messages, news releases, and public service announcements, for all hazards affecting the Territory.
 7. Secure lists of qualified interpreters/translators to relay public information.
 8. Develop and maintain social media engagement procedures for VITEMA and the Territory during activations of the EOCs.
 9. Encourage the public to develop disaster plans and kits.
 10. Provide evacuation information to the affected public.
 11. Develop and implement a training program for all ESF members.



12. Develop and maintain a roster with contact information of ESF 15 personnel.
 13. Ensure procedures are in place to document costs for any potential reimbursement.
 14. Participate at least annually in Territory exercises and/or conduct an exercise to validate this Annex and supporting SOPs.
- B. Response
1. Alert agencies whose personnel, equipment, or other resources may be used.
 2. Provide messages and news releases in common language and terminology to inform the public.
 3. Coordinate with established hotline systems.
 4. Provide assessable emergency public information for individuals with disabilities and those with access and functional needs.
 5. Provide mass notification to all populations and provide periodic media updates.
 6. Process and disseminate disaster welfare and family reunification information.
 7. Coordinate with news media regarding emergency operations.
- C. Recovery
1. Continue public information activities to include updating the public on recovery efforts including public health notices for clean up on private property while ensuring all public notices are available in alternative formats.
 2. Plan for arrival of and coordination with the Federal Emergency Management Agency (FEMA) ESF 15 External Affairs personnel in the EOCs and the JFO.
 3. Ensure emergency information concerning safety and disaster assistance is provided to the public in coordination with each ESF utilizing available communications channels.
 4. Support long-term recovery priorities as identified by VITEMA and ODR during recovery efforts.



D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the U.S. Virgin Islands Mitigation Plan, dated 2021.
2. Support requests and directives from VITEMA, the Governor, and/or FEMA concerning mitigation and/or re-development activities.
3. Document matters that may be needed for inclusion in agency or federal briefings, situation reports and action plans.
4. Additional details are included in the U.S Virgin Islands Mitigation Plan, dated 2021.

V. Responsibilities

A. General

1. ESF 15 coordinating and support agencies will ensure their ESF 15 personnel are trained on the principles of NIMS and Incident Command.
2. ESF 15 lead and support agencies will identify, train, and assign personnel to maintain contact with, staff the EOCs as needed, and prepare to execute missions in support of ESF 15 in the VITEMA EOC and in the field during periods of activation.
3. ESF 15 lead and support agencies should maintain inventories and procedures to deploy their agency's public information assets.

B. Governor's Office/Communications Division

1. Identify, train, and assign personnel to staff ESF 15.
2. Develop and implement a training program regarding JIS/JIC operations and processes for all ESF 15 members.
3. Develop a public information program to educate the public regarding the effects of emergency and disaster situations.
4. Develop plans to coordinate with news media and external agencies for emergency operations, before, during and after an emergency.
5. Develop plans to conduct a multi-agency/territory coordinated public information program during emergency and disaster situations.
6. Develop plans and programs to educate news media that ESF 15 is the primary information center during emergency situations, unless otherwise directed by the VITEMA Director or Governor's Office.



7. Develop procedures to organize and operate a media briefing area at the JIC or EOC.
 8. Develop pre-scripted messages and news releases for all hazards to include all natural and man-made hazards in traditional and alternative media.
 - a. Refer to the Hazard Analysis in Appendix A to the Base Plan Hazard and Threat Analysis Summary
 9. Coordinate with island and agency Public Information Officers (PIO) on the dissemination of news releases and other public information materials.
 10. Develop and maintain social media plans and procedures for the VITEMA and Territory system.
- C. All agencies, departments, and offices,
1. Provide personnel to staff the JIS/JIC.

VI. Federal Assistance

- A. This Annex is supported by the National Response Framework for ESF 15 External Affairs.
- B. Federal ESF 15 consists of the following functional components:
 1. External Affairs
 2. Community relations
 3. Congressional affairs
 4. Public affairs
 5. State and local coordination
 6. Tribal affairs
 7. Private sector external affairs coordination
 8. Planning and products
- C. The ESF 15 Officer serves as the primary public information advisor to the Federal Coordinating Officer (FCO) and Unified Coordination Group, if designated.
- D. A Federal ESF 15 representative will normally deploy to the VITEMA EOC as a part of the IMAT, and supplemental ESF 15 cells will also deploy which will evolve into the ESF 15 cell after the JFO is established.



Hazard Annex: Active Shooter/Active Threat

This hazard-specific annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of an active shooter/active threat incident response.

I. Introduction

- A. An active shooter is an individual(s) actively engaged in killing or attempting to continuously harm people. In most cases, active shooters use firearms, and there is generally no pattern or method to the selection of victims. Most active shooter/hostile action situations are over within 10 to 15 minutes.
- B. Active shooter/hostile action situations are unpredictable and evolve quickly. Typically, the immediate deployment of law enforcement is required to stop the shooting and mitigate harm to victims. Active shooters will usually continue to harm victims until stopped by law enforcement, suicide, or other intervention.
- C. The incident could occur at any facility at any time with little or no warning and may result in mass casualties.

II. Purpose

- A. Defines the roles and responsibilities of the Territory's Emergency Management Council (EMC) in support of VI Police Dept (VIPD) in consequence management response to an active shooter/hostile action incident.
- B. Assigns specific support responsibilities to appropriate Emergency Support Functions (ESF), agencies, and non-governmental organizations (NGO).
- C. Identifies key actions in the overall consequence management response to an active shooter/hostile action incident.
- D. Identifies potential resources to support local requirements in the consequence management response to an active shooter/hostile action incident.

III. Scope

- A. This hazard-specific annex was created to address the active shooter/hostile action incident scenario identified in the Threat and Hazards Identification and Risk Assessment (THIRA).
- B. The annex is applicable to all agencies of the Territory and coordinating NGOs and private-sector partners that may be requested to provide assistance, or conduct operations, in response to an active shooter/hostile action incident.
- C. This annex:



1. Establishes policies and procedures by which the Territory will coordinate and assist in the consequence management response to an active shooter/hostile action incident.
2. Supplements the roles and responsibilities as outlined in the Territorial Emergency Operations Plan (TEOP) and supporting annexes.
3. Outlines concepts and assigns responsibilities to the appropriate Territorial agencies and organizations to coordinate for and provide resources.
4. Identifies initial resources and/or capabilities that may be requested following an active shooter/hostile action incident.

IV. Situation and Assumptions

A. Situation

1. The immediate response to an active shooter/hostile action response begins with the targeted site and the VIPD.
2. Multiple active shooter/hostile action incidents can occur concurrently.
3. Incidents could occur at any facility or location within the Territory.
4. Based on resource availability and training readiness, some locations will be better able to respond to an active shooter/hostile action incident than others.
5. It is illegal to possess a firearm in the USVI without registering it and obtaining a Permit/License to own a firearm, limiting potential civilian intervention.
6. There will be competing needs in the aftermath of an active shooter/hostile action incident. Law enforcement agencies will be required to protect the crime scene to gather evidence while emergency responders need to conduct response operations. Crisis and consequence management teams must establish a joint plan of action that considers the requirements of both groups. Responding units will establish an Incident Command Post (ICP) where agencies can coordinate together.
7. Morgue capacity in the USVI is extremely limited.

B. Assumptions

1. Active shooter/hostile action situations are unpredictable and evolve quickly. They are usually of very short duration and are often over within 10 to 15 minutes.



2. Active shooter incidents may result in mass casualties.
3. VIPD has provided training to address an active shooter/hostile action response.
4. VIPD, VI Fire Services, and Emergency Medical Services (EMS) will provide initial emergency response to an active shooter/hostile action incident.
5. VI Fire Service and EMS lack tactical medics to enter into an active scene to retrieve wounded survivors.
6. VIPD has tactical medics assigned for medical support to responding officers. Once the scene is safe, they will assist officers with triage and evacuation of wounded victims.
7. Virgin Islands Territorial Emergency Management Agency (VITEMA) will actively monitor the event and provide initial emergency management support to first responder agencies.
8. VITEMA will determine whether to activate the EMC and the Emergency Operations Center (EOC) for expanded emergency management support.
9. An active shooter/hostile action incident may have major post-event consequences, which may overwhelm the capabilities of Territorial government and require federal assistance.

V. Concept of Operations

A. General

1. All actions and responses within this annex will be in accordance with the National Incident Management System (NIMS).
2. ICS is the standard for on-scene emergency management throughout U. S. Virgin Islands.
3. First responder agencies may need a Territorial coordinated effort to assist in the management of the consequences of an active shooter/hostile action incident.
4. Coordination among Territorial and federal law enforcement, public safety, and emergency management personnel is vital to ensure appropriate readiness actions are taken.
5. The lead agencies for crisis and consequence management should mutually determine when crisis management activities are complete.



6. This framework may be implemented with or without the activation of the TEOP.
- B. Crisis Management vs. Consequence Management. The response to an active shooter/hostile action incident includes two major functions, crisis management and consequence management, which may be carried out consecutively or concurrently.
1. Crisis management is mitigating against, preparing for, and responding to the active shooter/hostile action incident.
 - a. It refers to measures to identify, acquire and employ resources to anticipate, prevent, and/or resolve a threat.
 - b. Law enforcement has the primary responsibility for the crisis management response to an active shooter/hostile action incident.
 - c. Participating agencies include law enforcement, fire, and EMS. Command relationships/ structures will change as the circumstances evolve.
 2. Consequence Management supports activities conducted by multiple agencies in response to the secondary or indirect effects of the incident; it is coordinated by emergency management.
 - a. Emergency management agencies have the primary responsibility for consequence management.
 - b. Consequence management activities begin as soon as possible and may continue well beyond the conclusion of crisis management.
 - c. These activities include:
 - i. Protecting public health and safety
 - ii. Restoring essential government services
 - iii. Providing emergency relief to governments, businesses, and individuals affected by the consequences of a threat.
 - iv. This framework focuses on consequence management actions to an active shooter/hostile action incident.
- C. Crisis Management
1. VIPD has lead responsibility for Territory crisis management response to an active shooter/hostile action incident.
 2. VIPD will coordinate its efforts with federal law enforcement agencies.



- D. Consequence Management
 - 1. VITEMA has lead responsibility for Territory consequence management response to an active shooter/hostile action incident.
 - 2. Responders will request resources through their normal dispatch system. Responding agencies may seek additional resource assistance through the Territory Emergency Operations Center (TEOC) when activated to support local consequence management efforts.
- E. Public Warning
 - 1. ALERT- VI
 - a. ALERT-VI is the Virgin Islands all-hazards alert and notification system powered by Everbridge, Inc.
 - b. The system provides VITEMA and partnering agencies the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
 - c. Individuals must register for ALERT-VI on the VITEMA website in order to receive emergency notifications.
- F. TEOC Activation
 - 1. Time is of the essence during active shooter/active threat incidents. The initial incident may be very short (10-15 minutes). The aftermath of the active shooter/active threat incident may be prolonged and require multi-agency assistance. Responding agencies should request TEOC activation for support as dictated by the situation. Support requests may include, but are not limited to:
 - a. Monitoring the incident for multi-agency situational awareness.
 - b. Assisting with managing public information.
 - c. Providing multi-agency resource support to manage incident consequences.
 - 2. The decision to activate the TEOC will be based on the level of requested support, the need to gain situational awareness, and/or upon the direction of the Governor.
 - 3. The VITEMA Director or his/her designee will determine the appropriate activation level based on the situation.
- G. Direction and Control
 - 1. The Direction and Control procedures outlined in this section reflect the standard processes the Territory will follow in response to an incident.



2. VITEMA will dispatch a liaison to the Incident Command Post (ICP) as required or as requested. Upon request, the VITEMA liaison will assist the ICP in providing information to the TEOC for situational awareness and in coordinating resource requests.
3. Based on the situation, a Unified Command System may be implemented for consequence management of the incident.
4. Throughout the incident, Territorial agencies will report and coordinate event- related information to the TEOC.
5. Crisis and consequence management teams will assist the ESF 6 team or other appropriate agency/entity in coordinating and establishing the reunification center. A reunification center is a site used to reconnect victims and families, notify families of victim locations if not onsite, and to assist in determining if anyone is missing.
6. The Governor's Public Information Officer (PIO) will coordinate with relevant PIOs on the release of information.

H. Plan Activation Triggers

1. This plan is activated when requested by the Incident Command/ Unified Command (IC/UC) and approved by a Chief/Dep. Chief to the Director of VITEMA upon notification of a potential or actual active shooter/threat incident.
 - a. The VIPD Commissioner will be notified as rapidly as possible that this plan and/or the TEOC has been activated.
2. Upon plan activation, VITEMA will activate the TEOC to Class I or Class II activation to monitor the situation and prepare agencies for potential requests for support to VIPD and the IC/UC.
 - a. Class II EOC activation: Limited activation with select agencies.
 - b. Class I EOC activation: Limited to VITEMA monitoring and agency incident notification.
3. The Director of VITEMA will increase EOC activation levels as necessary to provide incident support.

VI. Organization and Assignment of Responsibilities

- A. First responding agency (VIPD and/or VIFS and EMS)
 1. Recognizes the incident as an active shooter/hostile action incident.



2. Mobilizes and provide local resources.
 3. Establishes Incident Command (IC) / Unified Command (UC) with responding agencies.
 4. Disseminates emergency public information.
 5. Coordinates care for casualties including behavioral health and mass care.
 6. Coordinates establishment of reunification centers.
 7. Requests medical support and/or arrange mortuary support.
 8. If resources are insufficient or inappropriate, requests assistance through dispatch and/or the TEOC.
 9. Coordinates with operational decision makers representing federal, Territorial. and technical support agencies, as appropriate.
- B. ESF 1, Transportation
1. Coordinates for barrier material and equipment.
 2. Assists ESF 13 (Public Safety and Security) in the development and coordination of emergency traffic management plans.
- C. ESF 2, Communications
1. Coordinates for additional communications resources as requested.
 2. Assists, as requested, with provisioning of radios for interoperable communications among responding agencies.
- D. ESF-5, Emergency Management
1. Activates the Territorial EOC to appropriate level to support the incident.
 2. Upon request, sends a liaison to the IC/UC to assist in providing information to the TEOC for situational awareness and coordinating resource requests.
 3. Initiates an incident in WebEOC for situational reporting and resource tracking.
 4. Activates the Territorial Joint Information System (JIS)/ Joint Information Center (JIC) to support consequence management actions.
 5. Coordinates the release of consequence management public information.



- E. ESF 6, Mass Care
 - 1. Coordinates the provision of Mass Care support services as required or as requested.
 - 2. Establishes reunification center(s) and coordinate the support as required or as requested.
- F. ESF 7, Logistics
 - 1. Upon request, coordinates the activation of the Donated Goods Call Center in anticipation of donations.
- G. ESF 8, Health and Medical Services
 - 1. Coordinates for immediate and ongoing behavioral health support.
 - 2. Coordinates for equipment, personnel, and supplies to support medical surge management.
 - 3. Coordinates for resources to assist in the identification of a large number of victims, including notifications to next of kin (NOK).
 - 4. Coordinates assistance with the Dept. of Justice/USVI Office of Chief Medical Examiner and VITEMA to procure commercial refrigerated trailers/shipping containers to serve as temporary morgues as required or as requested.
- H. ESF 13, Law Enforcement
 - 1. Coordinates the designation of a Point of Contact (POC) which is an active shooter Subject Matter Expert (SME) to coordinate with operational decision makers representing federal and Territorial law enforcement and technical support agencies, as appropriate, to define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.
 - 2. Upon request of IC/UC, coordinates for additional law enforcement resources to assist in providing security at selected locations, including the reunification center.
 - 3. Assists IC/UC in the development and coordination of emergency traffic management plans to include crowd control measures.
 - 4. Assists IC/UC in coordinating plans for the designation and security of egress and ingress routes for additional Territorial and federal response assets.



5. Collaborates with ESF-15 on the release information of consequence management actions to the public.
 6. Coordinates for mobile command vehicle(s) as required to support the consequence management actions.
- I. ESF 15, Public Information
1. Coordinates the activation of the Territorial JIS/JIC in accordance with the TEOP.
 2. Coordinate the release of consequence management information.

VII. Federal Assistance

- A. In general, federal law enforcement agencies are not authorized to enforce state or territorial law, unless deputized by the Governor of that state or territory.
- B. Federal law enforcement will be lead for active shooter incidents on federal property.
- C. Federal assistance for active shooter incidents may be available to the Territory under several different provisions of U.S. law when requested by VIPD or incident command.
1. Non-Terrorism Incidents. The Investigative Assistance for Violent Crimes Act of 2012 (Public Law 112-265) permits the U.S. attorney general—at the request of appropriate state or local law enforcement personnel—to provide federal assistance during active shooter incidents and mass killings (defined by the law as three or more people) in public places. The attorney general delegated this responsibility to the Federal Bureau of Investigation (FBI). Assistance may be requested through the FBI Field Office in San Juan:

FBI Field Office San Juan
140 Carlos Chardon Avenue
Hato Rey, PR 00918
O: (787) 987-6500
 2. Suspected or Actual Terrorist Incidents. The FBI is the lead agency for criminal investigations of terrorist acts or terrorist threats and intelligence collection activities within the United States. In the event of a suspected, potential, or actual terrorist incident, Federal assistance should be requested through the FBI Field Office in San Juan.
 3. Stafford Act Post-Incident Recovery Assistance. The Governor may request federal assistance to incidents with major post-event consequences which are beyond the capability of the Territory resolve on its own. In such



circumstances, if a Presidential disaster or emergency declaration under the Stafford Act is to be requested, the Territory will contact the FEMA Regional Office to request conduct a joint federal/Territory preliminary damage assessment (PDA). Refer to the ESF 13 Annex of this TEOP for law enforcement consequence management assistance under this plan.

VIII. Plan Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territories' Active Threat hazard.
- B. VITEMA and the GVI agencies, departments, and offices listed will review this Plan annually and forward recommended changes to the VITEMA.
- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this plan on an annual basis and update/revise the annex as necessary.

IX. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).
- B. See TEOP, ESF 7 Annex.

X. Authorities and References

- A. See the TEOP Basic Plan, XII (Authorities and References).
- B. For more information about active shooter/active threat resources, see:
 - 1. FBI Office of Partnership Engagement Active Shooter Resources [Active Shooter Resources — FBI](#)
 - 2. U.S. DHS Cybersecurity and Infrastructure Agency Active Shooter Preparedness [Active Shooter Preparedness | CISA](#)
 - 3. U.S. DHS School and Workplace Violence [School and Workplace Violence | Homeland Security \(dhs.gov\)](#)
 - 4. FEMA Disaster Assistance Procedures [How a Disaster Gets Declared | FEMA.gov](#)

XI. Acronyms and Glossary

- A. See TEOP Base Plan, Table F-1 – Acronyms and Terms.



ATTACHMENT 1: RESOURCES

RESOURCES

The following table identifies the initial resources, the responsible ESF, and Territorial agency/organizations to support an active shooter/hostile action consequence management incident:

Table 1. Resources for Active Threat Incident

Resource	ESF	Coordinating Territorial Agency/Organizations
Traffic control devices (e.g., cones, barricades, etc.)	1	VI Dept. of Public Works/Division of Transportation
Communications support vehicles and equipment	5, 2	VITEMA, Bureau of Information Technology
Emergency Operations Center (EOC)	5	VITEMA, other agencies as needed based upon level of activation
Mass Care	6	USVI Dept. of Human Services
Reunification Center coordination process	6, 8	Provide support upon request.
Behavioral health - mental health support	8	USVI Dept. of Health
Fatality management	8	USVI Dept. of Health DOJ Office of Medical Examiner
Ambulances	8	VI Emergency Medical Services (VIEMS) VI Rescue Squads
Temporary/mobile morgues	8	USVI Dept. of Health DOJ Office of Medical Examiner
Medical surge management	8	USVI Dept. of Health Governor Juan F. Luis Hospital Schneider Regional Medical Center Frederiksted Health Care Inc. St. Thomas East End Medical Center American Red Cross
Law enforcement/security	13	VIPD
Active shooter technical assistance/ Subject Matter Expert	13	VIPD
Mobile command vehicle	13	VIPD
PIO/JIC	15	Office of the Governor



Resource	ESF	Coordinating Territorial Agency/Organizations
Traffic management	13	VIPD
Donations management	7	Dept. of Property and Procurement American Red Cross VI National Guard VITEMA



Hazard Annex: Cyber Security

This hazard-specific annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of insert incident response.

I. Introduction

- A. The TEOP Cyber Security Hazard Annex outlines the process that the Bureau of Information Technology (BIT) employs to prepare for, prevent, respond to, and recover from cyber security incidents. The BIT monitors for incidents, determines the magnitude of the threat, and responds accordingly.
- B. This annex defines the roles and responsibilities of the departments of the Government of the Virgin Islands (GVI) in minimizing the physical damage to property and infrastructure separate of actual computer or cyber specific resources.
- C. BIT has developed a Threat Escalation Protocol that helps to determine the stakeholders needed to respond to a cyber security incident. The protocol defines escalation procedures for each of the identified cyber threat scenarios in the Security Incident Management Runbooks. Figure 1 below illustrates the protocol and its associated tiers.

Figure 1: Threat Escalation Protocol

Threat Escalation Protocol			
Impact	Scope		
	High	Medium	Low
High	Tier 1	Tier 1	Tier 2
Medium	Tier 1	Tier 2	Tier 2
Low	Tier 2	Tier 2	Tier 3

- D. This annex works in concert with, but does not supersede, the follow BIT policies and procedures¹:
 - BIT Information Security Awareness and Training Policy
 - BIT Security Incident Management Policy
 - BIT Security Incident Management Runbook – Credential Compromise
 - BIT Security Incident Management Runbook – Data Breach

¹ Copies of these policies and procedures can be made available upon request to BIT.



- BIT Security Incident Management Runbook – Distributed Denial of Service
 - BIT Security Incident Management Runbook – Email
 - BIT Security Incident Management Runbook – Malware
 - BIT Security Incident Management Runbook – Third-Party Incident
- E. Cyber Preparedness vs Cyber Security. Cyber preparedness differs from cyber security in planning and operational focus:
1. Cyber Preparedness focuses on preparing for, responding to, mitigating, and recovering from the cascading effects that occur in the physical environment as a result of a significant incident.
 2. Cyber Security focuses on computer network defense and seeks to prevent the unauthorized access, damage to, or illicit use of the computer network including the mitigation of threats once discovered.
- F. The National Cyber Incident Response Plan (NCIRP), following guidance from Presidential Policy Directive 41 (PPD-41), has identified and defined two levels of cyber incidents that could impact the United States.
1. Cyber Incident - An event occurring on or conducted through a computer network that actually or imminently jeopardizes the integrity, confidentiality, or availability of computers, information or communications systems or networks, physical or virtual infrastructure controlled by computers or information systems, or information resident thereon. For purposes of this directive, a cyber incident may include a vulnerability in an information system, system security procedures, internal controls, or implementation that could be exploited by a threat source.
 2. Significant Cyber Incident – A cyber incident (or group of related cyber incidents that together are) likely to result in demonstrable harm to the national security interests, foreign relations, or economy of the United States or to the public confidence, civil liberties, or public health and safety of the American people.

II. Purpose

- A. Provides an overview of the processes and procedures that BIT has in place in to prevent, respond to, recover from, and mitigate the impacts of a cyber incident impacting the systems and hardware of the GVI departments.
- B. Provides an overview of the roles and responsibilities of GVI entities and external partners in responding to and recovering from a cyber incident.
- C. Identifies key actions in the overall consequence management response to a cyber incident.



- D. Identifies potential resources to support requirements in the consequence management response to a cyber incident.

III. Scope

- A. This hazard-specific annex was created to address the cyber security scenario identified in the Threat and Hazards Identification and Risk Assessment (THIRA).
- B. This annex is limited to the GVI's consequence management response to and recovery from the physical effects of a significant cyber incident.
- C. This annex is not designed to direct, nor does it specifically address, any technical assistance the BIT may provide to a public or private-sector entity to address the mitigation of impacts or, or recovery of, enterprise systems as a result of a mutual aid request following a significant cyber incident.
- D. Any cyber incident impacting private or public networks within the USVI may be considered a criminal act. Criminal acts and resulting criminal investigative actions, to include the investigation, attribution, and apprehension of suspected threat actors, fall under the purview of the VI Police Department (VIPD) or other federal law enforcement entities and are not addressed within the scope of this annex.

IV. Situation and Assumptions

- A. Situation
 - 1. Based on current reporting, various nation-state adversaries and non-state actors have demonstrated the intent and capability to gain unauthorized access, exploit, and/or attack both public and private-sector computer networks.
 - 2. The GVI has identified a significant cyber incident as a threat to the continuous operations of the government.
 - 3. Significant cyber incidents initiate cascading effects that could affect each phase of emergency management including preparedness, response, recovery, and mitigation.
 - 4. The response to any cyber incident must be implemented as quickly as possible upon notification that an incident has occurred to mitigate cascading effects.
- B. Assumptions
 - 1. Significant cyber incidents are a threat to the electronic infrastructure that supports the social, health, safety, and economic well-being of the citizens of the USVI.



2. A significant cyber incident can occur at any time with little or no warning.
3. A cyber incident may involve one or more GVI departments.
4. The response to a significant cyber incident may require intervention from the BIT, GVI departments, federal government, and private-sector entities.
5. No single organization has the authority or expertise to address all anticipated impacts of an incident.
6. Significant cyber incidents may disrupt, degrade, destroy information, or deny the use of critical GVI assets. Consequences associated with these events could overwhelm public sector resources and result in the release of sensitive government information.
7. A significant cyber incident impacting a USVI lifeline critical infrastructure provider (e.g., energy, broadband, and other communications) could impact the GVI's ability to maintain government operations and effectively respond to and recover from other types of disasters (e.g., hurricanes, flooding, earthquakes, etc.).

V. Concept of Operations

- A. The response to a significant cyber incident is addressed across the six phases of detection, analysis, containment, eradication, recovery, and post-incident.
 1. **Detection:** During the detection phase, BIT evaluates the situation to understand if a threat exists to the GVI infrastructure or if a breach of system has occurred. Once it is determined that an incident has been detected, a help desk ticket or incident record/ticket is opened.
 2. **Analysis:** Once an incident has been identified, BIT begin to analyze the incident to determine the potential impacts and cascading effects. Based upon the identified cause or threat, the appropriate team(s) will be identified to begin to remediate the incident.
 3. **Containment:** During containment, BIT works to isolate and contain malicious code, programs, or intruder threats.
 4. **Eradication:** Once an incident is contained, BIT work to restore and reissue endpoints and servers.
 5. **Recovery:** During the recovery phase, BIT enacts processes and procedures for recovery and full restoration of any infected endpoints or servers impacted by the incident. End users will be informed when operations are back to normal and all affected credentials will be reissued, if not already done.



- 6. Post-Incident: During the post-incident phase, BIT performs root-cause analysis and lessons-learned activities with various teams and stakeholders within the organization. All related active tickets should be updated and closed.

B. Activation Triggers

- 1. This annex can be activated in two manners:
 - a. An end user reports a suspicious email, threat, or known cyber security incident to the Help Desk.
 - b. The BIT cybersecurity team identifies a threat to/or breach of GVI hardware and/or software.
- 2. BIT will notify Virgin Islands Territorial Emergency Management Agency (VITEMA) if the cyber security incident has the potential to impact disaster response and recovery operations.

VI. Organization and Assignment of Responsibilities

- A. The USVI TEOP Base Plan, Section VIII provides the general roles and responsibilities of GVI departments and Federal agencies in preparation, response, and recovery from a disaster impacting the territory. This annex provides an overview of the general roles and responsibilities of GVI departments and federal agencies relating to the response to and recovery from a significant cyber incident.
- B. Cyber security management and mitigation activities are managed by the BIT’s Security, Risk and Compliance for all agencies of the GVI. Figure 2 provides the stakeholders that would be involved in addressing a cyber incident according to the BIT’s Threat Escalation Protocol.

Figure 2: Stakeholders by Threat Escalation Protocol

Threat Escalation Protocol	Criteria	Stakeholders ²
Tier 1	<ul style="list-style-type: none"> • High impact, high scope • High impact, medium scope • Medium impact, high scope 	<ul style="list-style-type: none"> • End-User • Help Desk • Cybersecurity • IT Operations • CISO • Legal, HR, PR • Senior Management

² Detailed information on the roles and responsibilities of the identified teams and departments based upon the known cybersecurity threats and incident types can be found in the BIT Runbooks.



Threat Escalation Protocol	Criteria	Stakeholders ²
		<ul style="list-style-type: none"> External Third Parties
Tier 2	<ul style="list-style-type: none"> High impact, low scope Medium impact, medium scope Medium impact, low scope Low impact, high scope Low impact, medium scope 	<ul style="list-style-type: none"> End-User Help Desk Cybersecurity IT Operations CISO
Tier 3	<ul style="list-style-type: none"> Low impact, medium scope False-positive 	<ul style="list-style-type: none"> End-User Help Desk Cybersecurity

C. Figure 3 provides an overview of the roles and responsibilities of identified GVI teams and departments. These roles and responsibilities may vary slightly depending upon the incident.

Figure 3: GVI Cybersecurity Incident Roles and Responsibilities

Team/Department	Roles/Responsibilities
BIT – Cybersecurity Team	<ul style="list-style-type: none"> Monitors systems and endpoints to detect and quickly address events and threats. Analyzes logs to determine root cause of a compromise. Isolates incidents and remove any compromised credentials, hardware, software, etc.
BIT – Help Desk	<ul style="list-style-type: none"> Receives calls from end users and opens tickets for incidents. Determines if an incident needs to be escalated to other stakeholders.
BIT – IT Operations	<ul style="list-style-type: none"> Monitors servers and systems to detect and quickly address threats. As needed, escalates incidents to the cybersecurity team. Analyzes systems and servers to identify root cause of compromise. Disables any compromised credentials. Provides input into any emergency plans.
BIT - CISO	<ul style="list-style-type: none"> Publishes corporate-wide situational awareness updates or policies. Provides ongoing situational updates and communications to stakeholders.



Team/Department	Roles/Responsibilities
Legal	<ul style="list-style-type: none"> Determines if any regulatory or legal mandates have been violated or impacted. Determines if any breach notifications are required; and if so make said notifications.
Human Resources	<ul style="list-style-type: none"> Determines if any GVI policies have been violated. Determines if any employee disciplinary actions are necessary.
Public Relations	<ul style="list-style-type: none"> Determines if any reputational damage has been caused as a result of the cyber security incident and implement campaigns to address. Conducts rumor control campaigns to address misinformation in the media.
SIRT	<ul style="list-style-type: none"> Coordinates with CISO, stakeholders, and senior management. Serves as a communications channel between relevant stakeholders.
Senior Department Management (all departments)	<ul style="list-style-type: none"> Reports suspected threats to BIT. Determines any impacts to core business functions and support continuity of government operations.
Virgin Islands Fusion Center	<ul style="list-style-type: none"> Provides information to BIT related to known or anticipated cybersecurity threats. Assists, as requested, with investigations in support of the Virgin Islands Police Department.
Virgin Islands Police Department	<ul style="list-style-type: none"> Serve as the primary law enforcement agency for conducting investigations if cyber incidents are suspected to be criminal acts.

VII. Federal and External Assistance

- A. Federal resources are available to the Territory for cyber response.
- B. Figure 4 provides an overview of the roles and responsibilities of supporting Federal resources. These roles and responsibilities may vary slightly depending upon the incident.

Figure 4: Federal Cybersecurity Incident Support Roles and Responsibilities

Team/Department	Roles/Responsibilities
Federal Bureau of Investigations (FBI)	<ul style="list-style-type: none"> Conducts investigations into suspected criminal acts in support of Virgin Islands Police Department. Provides forensic investigative support.
Cybersecurity and Infrastructure Security Agency (CISA) (Regional Office 2 – New York)	<ul style="list-style-type: none"> Conducts infrastructure assessments and analysis. Facilitates information sharing to improve situational awareness. Provides training and exercise support.
Multi-State Information	<ul style="list-style-type: none"> Provides threat notifications.



Team/Department	Roles/Responsibilities
Sharing and Analysis Center ³ (MS-ISAC):	<ul style="list-style-type: none"> • Provides network and web application vulnerability assessments. • Supports incident response through forensic and log analysis and providing mitigation recommendations.

VIII. Annex Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territories’ cyber threat hazard.
- B. BIT will review this annex annually and forward recommended changes to VITEMA.
- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this annex on an annual basis and update/revise the annex as necessary.

IX. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).
- B. See TEOP, ESF-7 Annex.

X. Authorities and References

- A. See the TEOP Basic Plan, Section XII (Authorities and References).

XI. Acronyms and Glossary

- A. See TEOP Base Plan, Table F-1 -Acronyms and Terms.

³ [MS-ISAC \(cisecurity.org\)](https://www.cisecurity.org)



Hazard Annex: Hurricane and Tropical Storm

This hazard-specific annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of insert incident response.

I. Introduction

- A. Hurricanes are massive storm systems which form over the water and move toward land. Threats from hurricanes include storm surge, high winds, heavy rainfall, coastal and inland flooding, rip currents, and tornadoes. Tropical storms, while less powerful, can also cause significant damage.
- B. Given its location in the Caribbean Islands within the western Atlantic Ocean, the U.S. Virgin Islands is particularly vulnerable to hurricane impacts. As such, the public and territory authorities should maintain a state of preparedness throughout hurricane season.
- C. The Atlantic hurricane season runs from June 1 to November 30 annually. Peak hurricane season historically occurs between mid-August and late October, however hurricane development both earlier and later in the season is becoming more common due to climate change.

II. Purpose

- A. The purpose of this annex is to establish specific procedures to be followed in the event of a hurricane. Virgin Islands Territorial Emergency Management Agency (VITEMA) and its partners will use the Annex to reduce the potential for loss of life from a hurricane and associated hazards.

III. Scope

- A. This hazard-specific annex was created to address the hurricane threat scenario identified in the Threat and Hazards Identification and Risk Assessment (THIRA).
- B. The annex is applicable to all agencies of the Territory, coordinating non-governmental organizations (NGO), and private sector partners that may be requested to provide assistance or conduct operations in response to a hurricane.
- C. This annex:
 - 1. Outlines EOC activation
 - 2. Describes notification system and procedures
 - 3. Identifies potential storm surge-prone areas on each island and potential evacuation routes



V. Situation and Assumptions

A. Situation

1. Hurricanes are a threat to St. Thomas, St. John, St. Croix, and Water Island. There are essentially no areas of the U.S. Virgin Islands (USVI) free from hurricane force winds.
2. Over the last 117 years, the US Virgin Islands has experienced hurricanes as early as July 7 and as late as November 23.
3. Peak hurricane activity occurs in September with half of the number of average annual storms occurring during that month.
4. In the last 50 years, 16 hurricanes or tropical storms have caused enough damage for the U.S Virgin Islands to receive a federal declaration. A summary of storms is included in Table 1.

Table 1: USVI Declared Disasters

Decade	Disaster(s)
2020	<ul style="list-style-type: none"> • Tropical Storm Isaias (EM-3531-VI), 2020
2010	<ul style="list-style-type: none"> • Hurricane Dorian (EM-3418), 2019 • Hurricane Maria (DR-4340; EM-3390), 2017 • Hurricane Irma (DR-4335; EM-3883), 2017 • Tropical Storm Tomas (DR1949), 2010 • Tropical Storm Otto (DR-1948), 2010 • Hurricane Earl (DR-1939); 2010
2000	<ul style="list-style-type: none"> • Hurricane Omar (DR-1807), 2008 • Tropical Storm Jeanne (DR-1567), 2004
1990	<ul style="list-style-type: none"> • Hurricane Lenny (DR-1309; EM-3152), 1999 • Hurricane Georges (DR-1248; EM-3129), 1998 • Hurricane Bertha (DR-1126), 1996 • Hurricane Marilyn (DR-1067), 1995
1980	<ul style="list-style-type: none"> • Hurricane Hugo (DR-841), 1989 • Tropical Storm Klaus (DR-729), 1984
1970	<ul style="list-style-type: none"> • Hurricane David, Tropical Storm Frederick (DR-602), 1979

5. Densely populated coastal areas, especially during peak tourist seasons, coupled with the generally low coastal elevations, significantly increase the Territory’s vulnerability.
6. Because of the relatively small geographical size of the Territory, any storm passing within a radius of 100 miles has the potential to cause damage.
7. Because of its geographic position, the U.S. Virgin Islands can experience both direct and indirect impacts from hurricanes and tropical storms.



- 8. According to the 2019 USVI Territorial Hazard Mitigation Plan, there is an estimated 5% chance of experiencing a Category 3 hurricane each year. September 2017 proved that percentage to no longer be factual being that the territory was plagued with two Category 5 Hurricanes within two weeks of each other which affected the territory in a devastating capacity.
- 9. The Saffir-Simpson Wind Scale is used to categorize hurricane intensity utilizing sustained wind speed (highest one-minute surface winds occurring within circulation of systems). The Saffir-Simpson categories are detailed in Table 2:

Table 2. Saffir-Simpson Hurricane Categories¹

Category	Sustained Winds	Types of Damage Due to Hurricane Winds
1	74-95 mph 64-82 kts 119-153 km/h	Very dangerous winds will produce some damage: Well-constructed frame homes could have damage to roof, shingles, vinyl siding and gutters. Large branches of trees will snap and shallowly rooted trees may be toppled. Extensive damage to power lines and poles likely will result in power outages that could last a few to several days.
2	96-110 mph 83-95 kts 154-177 km/h	Extremely dangerous winds will cause extensive damage: Well-constructed frame homes could sustain major roof and siding damage. Many shallowly rooted trees will be snapped or uprooted and block numerous roads. Near-total power loss is expected with outages that could last from several days to weeks.
3 (major)	111-129 mph 96-112 kts 178-208 km/h	Devastating damage will occur: Well-built framed homes may incur major damage or removal of roof decking and gable ends. Many trees will be snapped or uprooted, blocking numerous roads. Electricity and water will be unavailable for several days to weeks after the storm passes.
4 (major)	130-156 mph 113-136 kts 209-251 km/h	Catastrophic damage will occur: Well-built framed homes can sustain severe damage with loss of most of the roof structure and/or some exterior walls. Most trees will be snapped or uprooted and power poles downed. Fallen trees and power poles will isolate residential areas. Power outages will last weeks to possibly months. Most of the area will be uninhabitable for weeks or months.
5 (major)	157 mph or higher 137 kts or higher 252 km/h or higher	Catastrophic damage will occur: A high percentage of framed homes will be destroyed, with total roof failure and wall collapse. Fallen trees and power poles will isolate residential areas. Power outages will last for weeks to possibly months. Most of the area will be uninhabitable for weeks or months.

¹ <https://www.nhc.noaa.gov/aboutsshws.php>



B. Assumptions

1. Adequate hurricane warnings will be provided to residents and local government agencies because of access to state-of-the-art meteorology and warning systems.
2. Initially VITEMA and the other Government of the Virgin Islands (GVI) may be able to respond to most of the effects from hurricanes. In extreme conditions, VITEMA may require federal assistance.
3. Electric power and communications are most vulnerable to hurricane damage. Both are equally critical to recovery from hurricane impacts.
4. GVI will respond to emergencies caused by tropical storm events as quickly as possible. When damage is severe, it may take hours or days for emergency response personnel to reach all affected areas within the Territory.
5. Both response and recovery operations will be hampered by damaged ports and airfields, debris blocked roads, damaged bridges and downed trees and utility poles.
6. A significant number of hurricane casualties may occur during the post-emergency period from fires, electrocution, stress-related illness, or debris clearing accidents.
7. It is expected that each household will develop a family disaster plan and maintain the essential supplies necessary to be self-sufficient for a minimum of 96 hours.

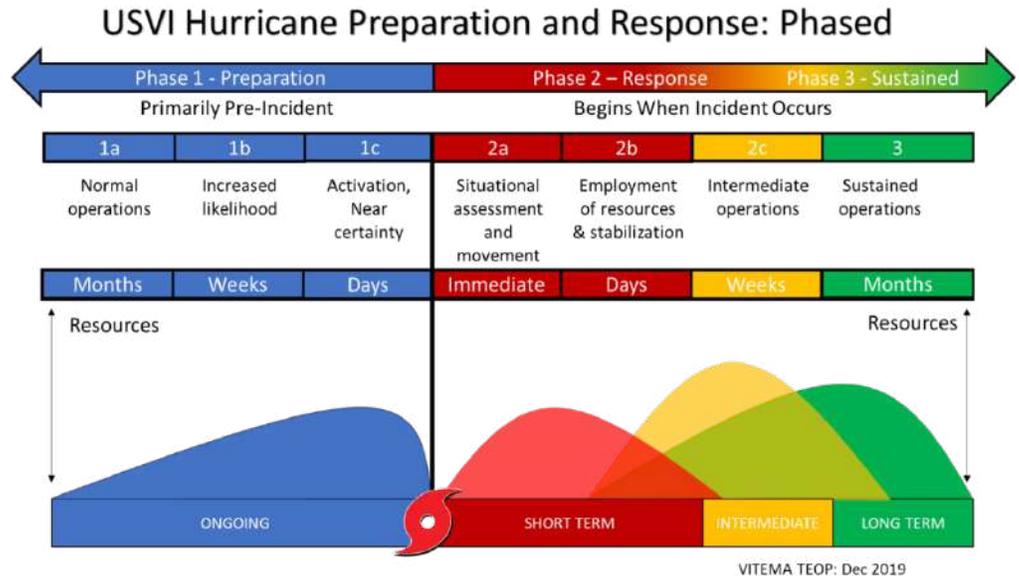
VI. Concept of Operations

A. General

1. The U.S. Virgin Islands use FEMA's phased approach to hurricane planning.



Figure 1. Hurricane Preparation and Response Phases



2. All actions and responses within this annex will be in accordance with the National Incident Management System (NIMS).
3. ICS is the standard for on-scene emergency management throughout U.S. Virgin Islands.
4. The extent of emergency operations conducted, including evacuation and sheltering, will depend on the severity, magnitude, track and timing of the tropical storm or hurricane.
5. Response operations will cease at the onset of tropical storm winds and remain paused until hurricane force winds have passed.
6. When an emergency is of such a magnitude that the needs of all residents cannot be met, operations will be directed to protect the largest number of residents.
7. Modern technology used in the forecasting and tracking of hurricanes provides several days' prior warning.
 - a. The National Weather Service (NWS) provides information to a variety of sources and widespread access to weather information is provided by the media.
 - b. Hurricane forecasts, including the track of and the strength of the storms, have become readily accessible. The mass media tends to provide timely updates relating to the strength and location of the storm.



- c. NWS watch/warnings and the output from the numerical storm surge model (SLOSH) will be used by VITEMA to initiate and execute all or part of this Plan.
 - 8. When hurricane-related emergency operations are in effect, they will be assigned the highest priority and take precedence over other government business.
 - 9. Emergency operations shall be maintained at the appropriate level until the storm threat has passed.
 - 10. In the event U.S. Virgin Islands are impacted by a hurricane, emergency operations will be continued until all associated threats have been eliminated, essential government and utility services have been restored, and the basic survival needs of residents have been met.
- B. Watches and Warnings
- 1. The developing conditions of hurricanes and tropical storms are continuously monitored by the National Hurricane Center (NHC).
 - 2. NHC personnel use information obtained from Doppler weather radar, satellites, reconnaissance aircraft flyovers, computer models, and other sources and instrumentation to issue information concerning the progress and tract of tropical storms and hurricanes crossing the Atlantic Ocean, Caribbean Sea, and Gulf of Mexico. The NHC, through NWS, issues watches and warnings as the tropical cyclone approaches the United States. NWS issues the following watches and warnings listed in Table 3:

Table 3: National Hurricane Center Watches and Warnings

Watch and Warning	Description
Tropical Storm Watch	An announcement for a tropical storm with sustained winds greater than 39 mph is possible in a specified area within 48 hours.
Tropical Storm Warning	A warning for sustained winds within the range of 39 to 73 mph associated with a tropical storm is expected in a specified area within 36 hours or less.
Hurricane Watch	The notification of hurricane conditions threatening a region within a 48-hour time period.
Hurricane Warning	A warning for sustained winds of 74 mph or higher associated with a hurricane is expected in a specified area in 36 hours or less.
Storm Surge Watch	Life-threatening inundation from rising water moving inland from the shoreline within the specified area is possible within 48 hours, in association with a tropical, subtropical, or post-tropical cyclone.



Watch and Warning	Description
Storm Surge Warning	Life-threatening inundation from rising water moving inland from the shoreline within the specified area is likely within 36 hours, in association with a tropical, subtropical, or post-tropical cyclone.

C. Alert/Notification

1. Upon receipt of a tropical storm or hurricane watch or warning, the VITEMA Emergency Communications Center (ECC) will notify the Director and appropriate staff.
2. VITEMA staff will maintain close coordination with NHC and receive the latest tropical storm updates via phone calls, emails, and conference calls with NWS staff in addition to routine watch/warning updates.
3. VITEMA staff will disseminate updates as needed to all response partners via multiple communications channels including WebEOC.

D. Public Warning

1. ALERT- VI
 - a. ALERT-VI is the Virgin Islands all-hazards alert and notification system powered by Everbridge, Inc.
 - b. The system provides VITEMA and partnering agencies the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
 - c. Individuals must register for ALERT-VI on the VITEMA website to receive emergency notifications.
2. All-Hazards Siren Warning System
 - a. The siren system is made up of sirens located on St. Croix, St. John, St. Thomas, and Water Island (procurement initiated).
 - b. The system is set up to notify people who are outside of buildings. The system alerts the public using tones, pre-recorded voice messages, and actual voice messages.
 - c. The All-Hazards Siren Warning System is activated by VITEMA's 911 ECC.
 - d. Each ECC has the capability to activate the entire territorial siren system, by island, or selected sirens as needed.



- e. Once the sirens are activated the 911 ECC will implement their Weather Warning call down procedures.
3. Integrated Public Alert and Warning System (IPAWS)
 - a. IPAWS allows VITEMA to provide emergency alerts to any resident or visitor to the territory that has a cell phone.
 - b. VITEMA will activate IPAWS to provide alerts to the public via the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and National Oceanic and Atmospheric Administration (NOAA) Weather Radio.
 - c. The system provides VITEMA the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
- E. Evacuation and Re-entry
 1. Designated coastal and inland evacuation zones, coastal areas, beachfront properties, and low-lying areas around streams will be evacuated upon the direction of VITEMA Director.
 2. The evacuation of large numbers of people from vulnerable areas will stress the limited capacities of the Territory's roads.
 3. Within the Territory, the evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of the territory's road network.
 4. During an evacuation, the Governor, acting under the authority of Title 23, Chapter 10, Subchapter 1, may direct and compel all citizens to leave the affected area.
 5. Shelters will be located for the temporary accommodation of evacuated residents and visitors at designated locations.
 6. The Governor will sign a Declaration of Emergency in order to expedite the process of funding approval and reimbursement for response and recovery expenses.
 7. The Commissioner of the Department of Planning and Natural Resources (DPNR) will provide post-disaster public service announcements advising the following:
 - a. Location of emergency drinking water supplies
 - b. Water disinfection techniques



F. Direction and Control

1. General

- a. The Direction and Control procedures outlined in this section reflect the standard processes the Territory will follow in response to an incident.
- b. There may be instances where a hurricane is of such magnitude that the Governor or Director of VITEMA will have to modify the direction, control, and coordination processes. Changes processes will be disseminated by the most practical means possible at the time.
- c. For additional details on Direction and Control, see ESF 5, Emergency Management.
- d. The TEOP, including the Hurricane Hazard Annex, will be activated upon receipt of a watch or warning for a Category 1 or greater hurricane.

2. Direction

- a. Direction and control of a Territorial emergency resides with the Director of VITEMA.
- b. The Director of VITEMA will coordinate all Territorial agencies mobilized pursuant to this plan.

3. EOC Operations

- a. VITEMA operates EOCs in the following locations:
 - (1) St. Croix
 - (a) The designated Continuity of Operations (COOP) alternate site would be the virtual EOC and the St. Thomas (STT) EOC.
 - (2) St. John
 - (3) St. Thomas
 - (a) The designated COOP alternate site would be the virtual EOC and the St. Croix (STX) EOC.
- b. The coordinating agency (lead agency) for an ESF is responsible for informing and coordinating with their supporting Government and Semi-Autonomous Agencies.



4. Communications
 - a. Each EOC Supervisor maintains a contact list for their island ESF representatives and VITEMA staff.
 - b. Each EOC will share information with and have situational awareness of operations in the other two.
 - c. EOCs will use WebEOC to maintain communication and situational awareness with all partners.
 - d. Activation of one or more EOCs will take place under one or more of the following conditions:
 - (1) Whenever the TEOP is activated
 - (2) As directed by the Governor or VITEMA Director or their successor
5. EOC Staffing
 - a. Upon receipt of a tropical storm watch VITEMA will implement a partial activation of the EOCs and will be staffed by the EOC Supervisor and immediately available VITEMA staff.
 - b. Upon receipt of a tropical storm warning, VITEMA will activate all ESF positions and fully activate the EOCs and VEOC as appropriate.
 - c. Following hurricane impact, VITEMA may alter EOC staffing levels to accommodate a transition from response to recovery operations.
6. Coordination
 - a. VITEMA, through ESF 5, Emergency Management is the Primary Coordinating agency. All other response entities will serve in the capacity of support agencies.
 - b. Because of St. John's limited resources, the island will need to coordinate with the St. Thomas EOC for support.
 - c. Given U.S. Virgin Island's vulnerable location in the Atlantic Ocean, VITEMA will request a representative from NWS to operate remotely within their EOC during operations.
 - d. VITEMA will host coordination calls focused on creating action plans and identifying unmet needs.



VII. Organization and Assignment of Responsibilities

- A. General
 - 1. Because of the variable nature of hurricane development in the Atlantic Ocean, All ESFs must remain prepared for changing situations throughout the incident.
 - 2. Many of the ESF assignments listed below are dependent upon the severity of the hurricane. VITEMA Director or their successor will activate ESFs as necessary.
- B. ESF 1, Transportation
 - 1. Manages transportation systems and infrastructure during response to and recovery from a hurricane.
 - 2. Monitors the status of and damage to roads, ports, and airport infrastructure as a result of the hurricane.
 - 3. Identifies temporary alternative transportation solutions, as routine transportation systems and infrastructure are likely to be damaged, unavailable, or overwhelmed.
- C. ESF 2, Communications
 - 1. Coordinates the dissemination of information to partner agencies and the public.
 - 2. Assists with the deployment of warning messages and siren activation.
 - 3. Assists with the provision of radios for interoperable communications among response agencies.
 - 4. Maintains open lines of communication between EOC facilities and field response units.
- D. ESF 3, Public Works and Engineering
 - 1. Facilitates the delivery of services, technical assistance, engineering expertise, construction management, and other support to respond to and recover from the impacts of a hurricane.
 - 2. Clears roadways for search and rescue operations and prepare sites for operation such as shelters, field hospitals, or staging areas.
- E. ESF 4, Firefighting
 - 1. Manages response to hurricane impacts as appropriate.



2. Supports ESF 9 (Search and Rescue) as appropriate.
- F. ESF 5, Emergency Management
1. Receives and act upon information from the NHC.
 2. Remains in close communications with NHC to receive tropical storm updates.
 3. Activates appropriate EOCs across USVI to the level pertinent to the hurricane threat, assign Section Chiefs and other staff assignments, and notify ESF lead agencies.
 4. Disseminates hazard information to partner agencies and the public as appropriate.
 5. Initiates an incident in WebEOC for situational reporting and resource tracking.
 6. Initiates public warnings via ALERT-VI, siren system, and IPAWS.
 7. Coordinates evacuation, response, and recovery efforts with appropriate partners.
 8. Coordinates with ESFs to request federal assistance.
 9. Facilitates the development of an After Action Report (AAR) following incident demobilization.
- G. ESF 6, Mass Care, Emergency Assistance, Housing, and Human Services
1. Coordinates the provision of mass care support services including distribution of commodities to hurricane survivors as required or as requested.
 2. Coordinates the support to shelters, pet shelters, and reunification center(s) as required or as requested.
- H. ESF 7, Resource Management
1. Ensures the delivery of supplies, equipment, and services to support an efficient response and recovery.
- I. ESF 8, Public Health and Medical Support
1. Assists ESF 9 (Search and Rescue) in providing medical care to hurricane survivors.
 2. Supports ESF 6 (Mass Care) in providing medical services at shelters for people and pets.



3. Manages the mass fatality, victim identification, and remains decontamination processes.
 4. Coordinates with ESF 7 (Resource Management) for additional needs such as field hospitals or morgue facilities.
- J. ESF 9, Search and Rescue
1. Following the hurricane impact, locates missing person(s), boats lost at sea, downed aircraft, perform extrication if necessary, and provides initial medical stabilization of victims upon rescue.
 2. Collects damage assessment information and prioritizes search and rescue missions on an ongoing basis.
- K. ESF 10, Oil and Hazardous Materials
1. Coordinates with ESF 4 (Firefighting) and ESF 9 (Search and Rescue) to assess the extent of hazardous materials (hazmat) incidents.
 2. Prioritizes hazmat response by impacts to life safety in affected communities.
- L. ESF 11, Agriculture and Natural Resources
1. Provides nutrition assistance during recovery and authorize the Disaster Supplemental Nutrition Assistance Program (D-SNAP).
 2. Assists ESF 9 (Search and Rescue) with the rescue of livestock as necessary.
 3. Coordinates with the Small Business Administration (SBA) and other federal agencies to secure recovery funding for farmers who have lost crops or livestock.
- M. ESF 12, Energy
1. Facilitates the restoration of damaged energy systems and components across impacted communities.
 2. Supports ESF 7 (Resource Management) to provide generators as needed.
- N. ESF 13, Public Safety and Security
1. Coordinates for additional law enforcement resources to assist in providing security at selected locations, including shelters and reunification centers.
 2. Assists in the development and coordination of emergency traffic management plans to include crowd control measures.



3. Assists in coordinating plans for the designation and security of egress and ingress routes for additional Territorial and federal response assets.
 4. Coordinates for mobile command vehicle(s) and other response and recovery assets as required.
- O. ESF 14, Long-Term Community Recovery – See Office of Disaster Recovery content below.
- P. ESF 15, External Affairs
1. Provides accurate, coordinated, timely, and accessible information to affected audiences, including government agencies, media, the private sector, and the public.
 2. Ensures that media is made available in English, Spanish, and other major languages.
 3. Ensures that media is made available to residents with access and functional needs.
- Q. Office of Disaster Recovery
1. Coordinates with federal and private sector partners to enable community recovery from the long-term consequences of a hurricane.
 2. Establishes a Family Assistance Center to serve as a hub for long-term recovery activities across impacted communities.
 3. Identifies long-term shelter/housing opportunities for families and individuals whose residences were destroyed.
 4. Identifies, secures, and facilitates the use of federal recovery funding.
 5. Works with federal partners to provide technical assistance (for community recovery and recovery planning support).

VIII. Federal Assistance

- A. The TEOP is supported by the National Response Framework.
- B. The duties and responsibilities of Federal Agencies and Organizations are detailed in the TEOP Base Plan.

IX. Plan Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territories' response to and recovery from tropical storms including hurricanes.
- B. VITEMA and the GVI agencies, departments, and offices listed will review this Plan



annually prior to the start of hurricane season and forward recommended changes to the VITEMA.

- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this plan on an annual basis and update/revise the annex, as necessary.

X. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).
- B. See TEOP, ESF-7 Annex.

XI. Authorities and References

- A. See the TEOP Basic Plan, XII (Authorities and References).

XII. Acronyms and Glossary

- A. See TEOP Base Plan, Table F-1 -Acronyms and Terms.



Hazard Annex: Earthquake

This hazard-specific Annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of insert incident response.

I. Introduction

- A. An earthquake is a sudden motion or trembling of the earth caused by an abrupt release of stored energy in the rocks beneath the earth's surface. The rocks that make up the earth's crust are very brittle. When stresses due to underground tectonic forces exceed the strength of the rocks, they will abruptly break apart or shift along existing faults. The energy released from this process results in vibrations known as seismic waves that are responsible for the trembling and shaking of the ground during an earthquake. Earthquakes are also caused by tremendous rockslides that occur along the ocean floor.
- B. The US Virgin Islands are located on the northeastern edge of the Caribbean Plate. Although there has been what is referred to as a—seismic gap where no significant events have been recorded for a long period, the area is still considered very seismically active.
- C. The exact configuration of the Caribbean Plate boundary in the vicinity of the Virgin Islands is poorly understood and quite complex.
 1. The Island of Puerto Rico and all the northern Virgin Islands are considered a microplate caught within the Caribbean Plate boundary.
 2. Zones of continuing deformation surrounding this microplate pass through the Anegada Passage separating the northern Virgin Islands from St. Croix, as well as along the eastward continuation of the Puerto Rico Trench to the north (EQE International 1994).
- D. The Puerto Rico Trench runs east/west about 100 km north of Puerto Rico and the northern Virgin Islands. The Anegada Passage fault zone extends for approximately 375 km north-east and comprises a series of interconnected basins up to 4.4 km deep. This deep trench separates St. Croix from the Puerto Rico – Virgin Islands platform (EQE International 1994).

II. Purpose

- A. The purpose of this annex is to establish specific procedures to be followed in the event of a catastrophic earthquake. Virgin Islands Territorial Emergency Management Agency (VITEMA) and its partners will use the Annex to reduce the potential for loss of life from an earthquake and associated hazards.



IV. Scope

- A. This hazard-specific annex was created to address the earthquake threat scenario identified in the Threat and Hazards Identification and Risk Assessment (THIRA).
- B. The Annex is applicable to all agencies of the Territory, coordinating non-governmental organizations (NGO), and private sector partners that may be requested to provide assistance or conduct operations in response to an earthquake.
- C. This annex:
 - 1. Outlines EOC activation
 - 2. Describes notification system and procedures
 - 3. Identifies earthquake-prone areas on each island

V. Situation and Assumptions

- A. Situation
 - 1. Earthquakes are a threat to St. Thomas, St. John, St. Croix, and Water Island.
 - 2. There is a verifiable record of earthquake occurrences dating back almost 500 years.
 - a. More than 200 felt events have been recorded since the first reliable report on September 1, 1530 near the coast of Venezuela.
 - b. The first recorded incident directly affecting the U.S. Virgin Islands was in 1777, when an earthquake with an estimated intensity on the Modified Mercalli scale of IV-V was reported on St. Thomas (see Table 2).
 - 1) Over the next two hundred years, as many as 170 individual events were recorded (IRF, 1984) but none have been of great consequence since 1867 when an earthquake estimated at MMI VIII on St. Thomas and VII-VIII on St. Croix as recorded.
 - 2) Since 1867 there have been no major events with the highest estimated intensity measured at MMI IV-V.
 - 3. The region from Puerto Rico to the U.S. Virgin Islands is seismically active.
 - a. In 2010, the majority of earthquakes occurred along the Puerto Rican Trench.
 - b. As recently as 2009, most earthquakes had epicenters massed to the north of the U.S. Virgin Islands.



- c. Earthquakes (above 4.0) averaged nineteen (19) per year.
- 4. The building stock across the islands is vulnerable to an earthquake.
 - a. On St. Thomas, approximately 91% percent of the residential and 96% of the commercial building stock are considered vulnerable to an earthquake incident
 - b. On St. Croix, approximately 70% percent of the residential and 84% of the commercial building stock are considered vulnerable to an earthquake incident.
 - c. On St. John, approximately 71% percent of the residential and 85% of the commercial building stock are considered vulnerable to an earthquake event
- 5. In the last 50 years, no Federal disaster declaration has been issues as the result of an earthquake.
- 6. The Modified Mercalli Intensity (MMI) Scale is used by the United States Geological Survey USGS) to categorize earthquakes by the effects they have and the destruction they cause. The MMI categories are detailed in Table E1:

Table E1. Modified Mercalli Intensity Scale¹

Intensity	Shaking	Description
I	Not felt	Not felt by humans but technology is capable of sensing it
II	Very Weak	Felt only by a few persons indoors, especially on upper floors of buildings. Duration estimated by some indoors trying to sleep.
III	Weak	Felt quite noticeably by persons indoors, especially on upper floors of buildings. Felt by nearly everyone indoors trying to sleep. Might be felt by very few outdoors at rest. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations similar to the passing of a truck. Duration estimated.
IV	Light	Felt indoors by many, outdoors by few during the day. At night, some awakened. Felt by everyone indoors trying to sleep. Frightened no one or very few. Noticed by people walking. Dishes, windows, doors disturbed. Walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably.
V	Moderate	Felt by nearly everyone; many awakened. Few frightened. Some dishes, windows broken. Some light furniture moved. Unstable objects overturned. Pendulum clocks may stop.

¹ <https://www.usgs.gov/media/images/modified-mercalli-intensity-scale>



Intensity	Shaking	Description
		Pictures and books crooked. A few instances of cracked plaster. Slight unsteadiness in walking. Sensation like heavy train passing next to the building. Direction estimated.
VI	Strong	Felt by all, many frightened. All or virtually all awakened. Some heavy furniture moved. Pictures and books fall. A few instances of fallen plaster. A few drivers stop, especially if at slow speeds or on smooth roads. People walk unsteadily. Sensation like a powerful bomb being detonated next to the building. Damage slight. A few people injured.
VII	Very Strong	Frightened all. Everyone runs outdoors. People run unsteadily. Many drivers stop. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures; some chimneys broken.
VIII	Severe	Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. Drivers' steering is affected. A few people killed.
IX	Violent	Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Poorly built or badly designed structures may succumb to total collapse. Buildings shifted off foundations.
X	Extreme	Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent.

- The extent of the earthquake risk is not uniform territory wide. Refer to Table E2 and Figure E1 for details.

Table E2. Seismic Design Categories and Associated Levels of Shaking²

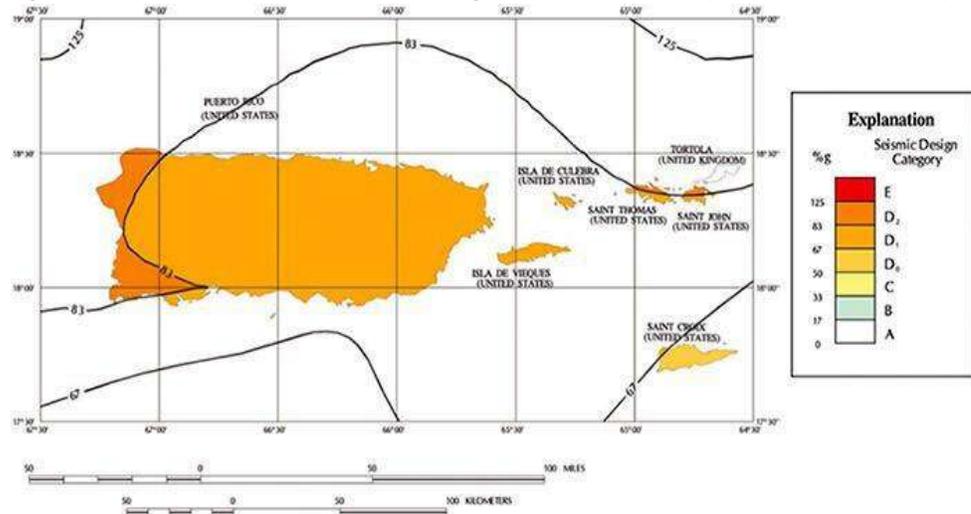
SDC Map Color	Earthquake Hazard	Potential Effects of Shaking
A/White	Very small probability of experiencing damaging earth-quake effects.	
B/Gray	Could experience shaking of moderate intensity.	Moderate shaking—Felt by all, many frightened. Some heavy furniture moved; a few instances of fallen plaster. Damage slight.
C/Yellow	Could experience strong	Strong shaking—Damage negligible

² <https://www.fema.gov/emergency-managers/risk-management/earthquake/hazard-maps>



SDC Map Color	Earthquake Hazard	Potential Effects of Shaking
	shaking.	in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built structures.
D/Light Brown	Could experience very strong shaking (the darker the color, the stronger the shaking).	Very strong shaking—Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures.
D1/Darker Brown		
D2/Darkest Brown		
Red	Near major active faults capable of producing the most intense shaking.	Strongest shaking—Damage considerable in specially designed structures; frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations. Shaking intense enough to completely destroy buildings.

Figure E1. Puerto Rico and U.S. Virgin Islands Earthquake Hazard Map



8. Figures E2, E3, and E4 illustrate the hazard intensity varies throughout the U.S Virgin Islands.
 - a. St. Thomas and St. John have been formed as a result of underwater volcanic flows.
 - b. On St. Thomas and St. John, hillsides are susceptible to earthquake induced land sliding. Geoscience Associates (1984) documented



- increased susceptibility due to hillside development; removal of slope vegetation; and steeper man-made slopes.
- c. The waterfront area of Charlotte Amalie, Frederiksted, and Christiansted built upon alluvial soils and various land fill which are liquefaction prone (Geoscience Associates 1984).
- d. Throughout the territory, houses supported on stilts, are quite susceptible to earthquakes.

Figure E2. St. Thomas Earthquake Hazard Map

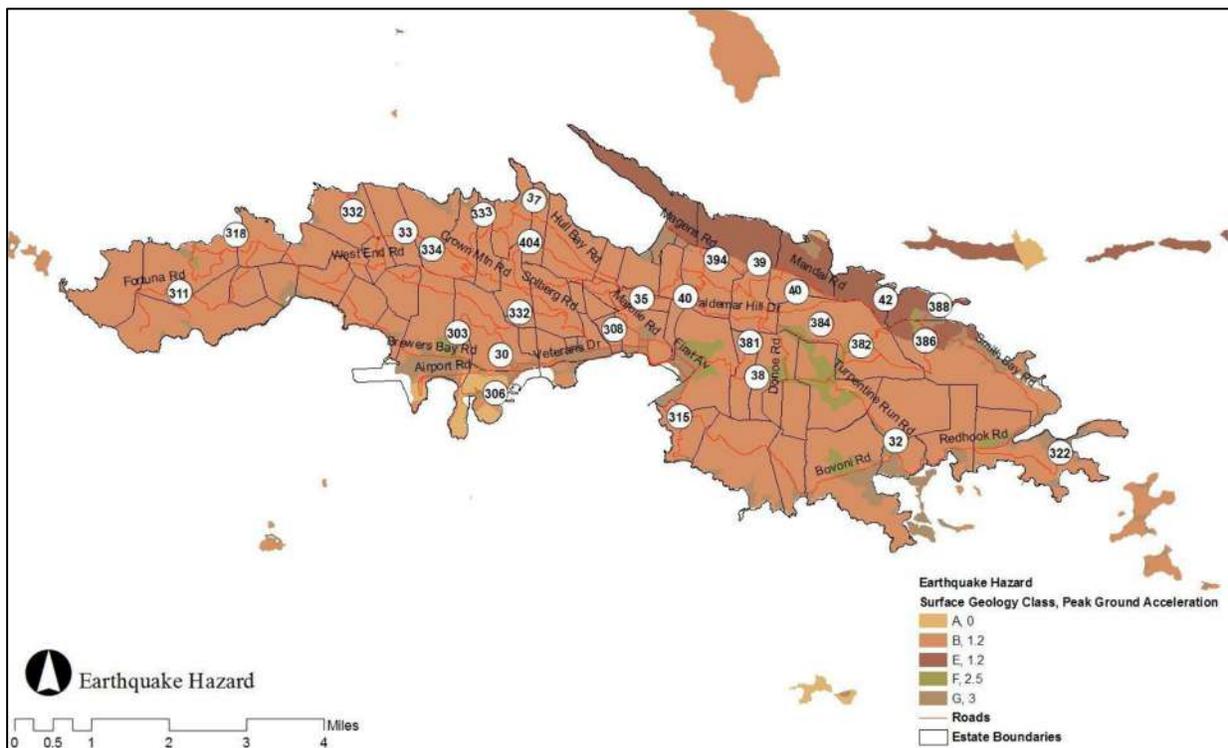




Figure E3. St. Croix Earthquake Hazard Map

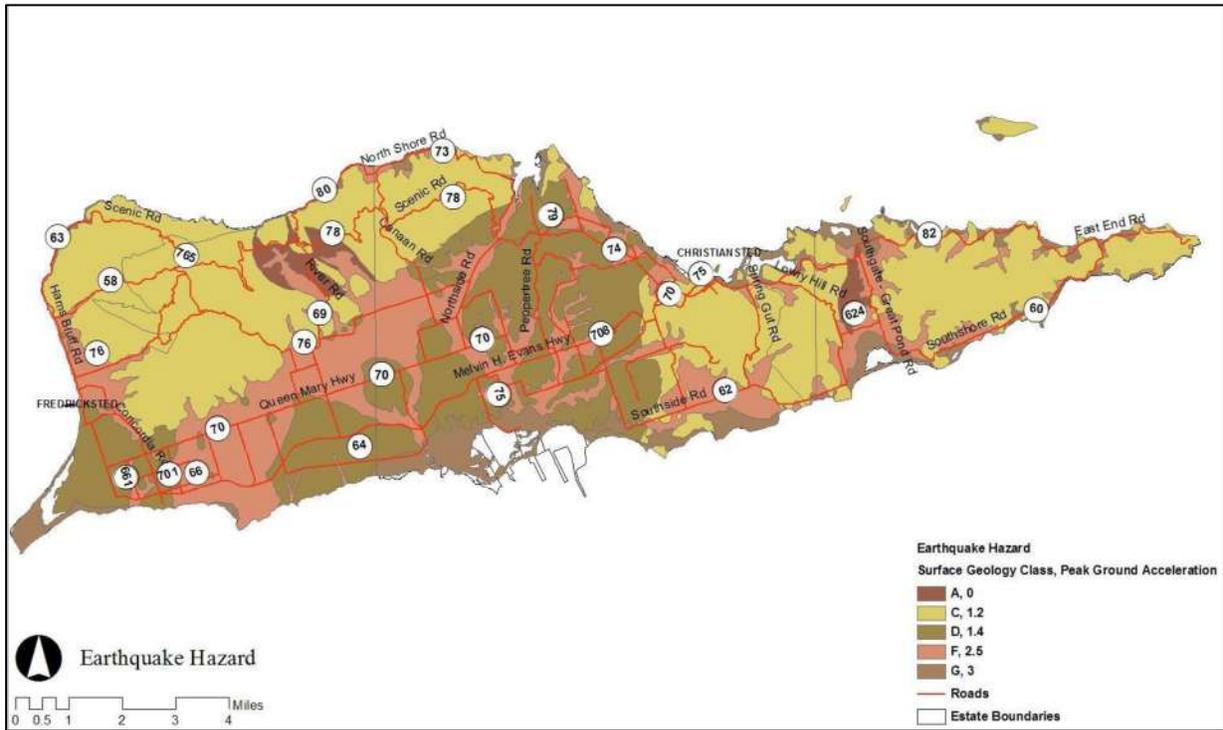
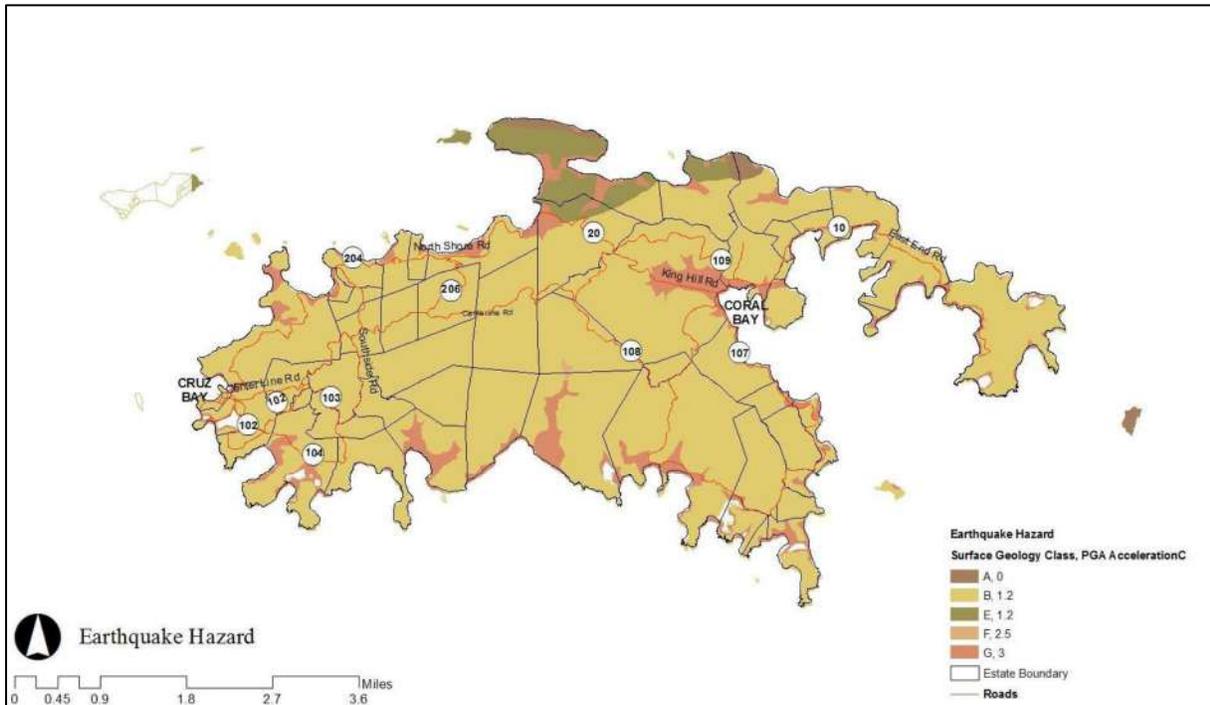


Figure E4. St. John Earthquake Hazard Map



9. A tsunami may accompany an earthquake. Refer to the Tsunami Annex for additional details.



1. The Territory be immediately overwhelmed with continuity of government issues. FEMA Region II support will be needed immediately to coordinate federal response operations and resources.
2. Mass casualties are possible, as well as serious damage to infrastructure such as roadways, ports, airports, bridges, pipelines, communication systems, and utilities. Damage to infrastructure may cause cascading secondary impacts and threats such as fires, explosions, landslides, dam/levee failure, flooding, and chemical releases/hazardous materials incidents.
3. Physical injuries and psychological distress will occur in both urban and rural areas of affected islands. Emergency responders may be overwhelmed by the surge of injuries. In addition, injured residents may not be reached for several hours due to transportation, communications, and infrastructure damage.
4. Basic services and resources relied on by residents in affected areas will be significantly disrupted. Hospitals and healthcare, transportation, water, sewer, electricity, natural gas utilities, and petroleum products and food outlets will not be available in some areas.
5. Hospital and nursing home facilities in the affected areas may need to be evacuated.
6. Type I search and rescue (S&R) resources do not exist in the U.S. Virgin Islands. Search and rescue resources will be needed.
7. Federal support may be needed to augment state mass fatality operations. Limited capabilities, resources, and storage facilities are available to store and process human remains. Post-mortem processing of human remains will require cultural sensitivity and respectful care.
8. Initial situational awareness in the impacted areas may be difficult to obtain because infrastructure and communications will be damaged by the earthquake. Thus, initial response will be managed in accordance with automatic response triggers specified in Section VB of this Annex.
9. Several factors including time of day, epicenter, magnitude, duration, and aftershocks will compromise response operations. Seasonal weather conditions will significantly impact operations as well.
10. Some aftershocks may exceed the initial earthquake in duration and intensity.
11. Lack of earthquake-resistant building codes and a high percentage of aged, unreinforced masonry buildings and structures may necessitate immediate sheltering needs.



12. Federal resources may not be available in the early stages of an emergency. A delay of at least 96 hours is expected.

B. Assumptions

1. Little or no warning will precede a catastrophic earthquake.
2. Life-saving and life-sustaining efforts will be the primary mission of initial disaster operations.
3. Initially VITEMA and the other Government of the Virgin Islands (GVI) may be able to respond to most of the effects from an earthquake. In extreme conditions, VITEMA may require federal assistance.
4. Both response and recovery operations will be hampered by damaged ports and airfields, debris blocked roads, damaged bridges and downed trees and utility poles.
5. System interdependencies (food, fuel, electricity, water, sewage, and communications) will be negatively impacted.
6. The Governor will immediately proclaim a State of Emergency and request the President to declare a disaster.
7. The NRF and direct implementation of the Catastrophic Incident Supplement (CIS) will be activated by FEMA Headquarters to allow mobilization of federal resources.
8. The response capabilities and resources of the Territory and local federal agencies will be insufficient, overwhelmed, and exhausted.
9. It is expected that each household will develop a family disaster plan and maintain the essential supplies necessary to be self-sufficient for a minimum of 96 hours.
10. The hardest hit areas in both urban and rural areas will be isolated from re-supply by fixed-wing aviation and ground transportation. Numerous rotary wing aviation resources will be needed to access cut-off areas.
11. The number of casualties and/or displaced persons will be large, possibly in the tens of thousands.
12. Untrained volunteers will conduct spontaneous S&R operations autonomously and will become secondary victims.
13. Triage and treatment capabilities will be overwhelmed in the disaster area, and patient evacuation from hospitals will be necessary.



14. Debris generated by the earthquake will isolate population centers and hamper all facets of response operations.
15. Primary transportation infrastructure including roads, ports, and airports will be disrupted.
16. Utilities services including electric, propane, water, sewer, and sanitation will be disrupted.
17. Delivery of essential commodities such as food, medicine, and fuel will be disrupted.
18. Law enforcement will be insufficient to maintain order in the affected regions.
19. First responders and emergency management personnel will be victims of the incident.
20. Fire-based responders will comprise the majority of the State's Emergency Support Function (ESF)-4, -9, and -10 resources. In addition, fire-based emergency medical services (EMS) will be engaged. While the individuals will have been cross-trained to support firefighting, search and rescue, hazardous material response, and EMS, individuals will not be able to concurrently support multiple ESF objectives.
21. Media response will be significant and extensive.
22. Shelters identified for use during other natural disasters may not be available.
 - a. Temporary sheltering in tents may be determined the safest option until buildings and residences are inspected.
 - b. Sheltering may take place outside the impacted area.
23. If evacuation is directed, VITEMA will attempt to facilitate movement through activation of the evacuation management team.

VI. Concept of Operations

A. General

1. The U.S. Virgin Islands use FEMA's phased approach to earthquake planning.
2. As part of the development of the Annex, VITEMA identified response objectives for a catastrophic no-notice incident (See Attachment 1).
 - a. The objectives cover the period immediately after the earthquake



occurs to 120+ hours after the earthquake (Event [E] to 120+ hours). After 120 hours, it is expected the Joint Planning Section will disseminate an IAP with updated objectives. All operations specified within this Annex are associated with one of the following response phases:

- Phase 2a: Immediate Response: E to E+24 hours
- Phase 2b: Deployment: E+24 hours to E+72 hours
- Phase 2c: Employment/Sustained Response: E+72 hours to E+120 hours and beyond

Figure 5. Earthquake Response Phases



3. All actions and responses within this Annex will be in accordance with the National Incident Management System (NIMS).
 4. ICS is the standard for on-scene emergency management throughout U.S. Virgin Islands.
 5. The extent of emergency operations conducted, including search and rescues, evacuation, and sheltering, will depend on the severity, magnitude, track and timing of the earthquake.
 6. When an emergency is of such a magnitude that the needs of all residents cannot be met, operations will be directed to protect the largest number of residents.
 7. When earthquake-related emergency operations are in effect, they will be assigned the highest priority and take precedence over other government business.
 8. In the event U.S. Virgin Islands are impacted by an earthquake, emergency operations will be continued until all associated threats have been eliminated, essential government and utility services have been restored, and the basic survival needs of residents have been met.
- B. Automatic Seismic Event Response Thresholds
1. Within the U.S. Virgin Islands, the following pre-designated seismic activity



levels (Moment Magnitude) have been identified to serve as the earthquake activation threshold for particular Territory actions:

- a. At a Mw 4.5/MMI IV or greater, the USGS National Earthquake Information Center (NEIC) at Golden, Colorado, will notify VITEMA of the seismic event. VITEMA will go to a Classification I emergency status (No EOC Activation). The Emergency Communications Center (ECC) will monitor the situation.
 - b. At a Mw 5.0/MMI V or VI, the Department of Public Works/VITRAN and Virgin Islands Port Authority will conduct land and water-based damage assessment of bridges, roadways, airports, and ports in the impacted area. VITEMA will go to an EOC Classification II or III emergency status based on intelligence.
 - c. At a Mw 6.5/MMI VII or greater, all Territory departments/agencies identified in the TEOP will activate their plans and take respective actions for an earthquake response. Damage assessment activities will be coordinated by VITEMA.
2. All Territory agencies, departments, and offices with response roles under the TEOP will automatically deploy resources based on the earthquake Trigger levels.
 3. FEMA Region II will receive MMI levels from the NRCC, as well as the USGS PAGER Reports. As specified in the U.S. Earthquake Automatic Activation and Response Checklist, MMI will be used as guidance for decisions regarding deployment of federal resources/assets.
- C. Alert/Notification
1. The earthquake will trigger immediate activation of Territory command and coordinating facilities including the appropriate EOCs.
 2. Upon receipt of an earthquake from the NEIC or other credible source, the ECC will notify the Director and appropriate staff.
 3. VITEMA staff will disseminate updates as needed to all response partners via multiple communications channels including WebEOC.
 4. VITEMA staff will maintain close coordination with USGS and FEMA.
- D. Public Warning
1. ALERT- VI
 - a. ALERT-VI is the Virgin Islands all-hazards alert and notification



- system powered by Everbridge, Inc.
 - b. The system provides VITEMA and partnering agencies the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
 - c. Individuals must register for ALERT-VI on the VITEMA website to receive emergency notifications.
2. All-Hazards Siren Warning System
- a. The siren system is made up of sirens located on St. Croix, St. John, St. Thomas, and Water Island (procurement initiated).
 - b. The system is set up to notify people who are outside of buildings. The system alerts the public using tones, pre-recorded voice messages, and actual voice messages.
 - c. The All-Hazards Siren Warning System is activated by VITEMA's 911 ECC.
 - d. Each ECC has the capability to activate the entire territorial siren system, by island, or selected sirens as needed.
3. Integrated Public Alert and Warning System (IPAWS)
- a. IPAWS allows VITEMA to provide emergency alerts to any resident or visitor to the territory that has a cell phone.
 - b. VITEMA will activate IPAWS to provide alerts to the public via the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and National Oceanic and Atmospheric Administration (NOAA) Weather Radio.
 - c. The system provides VITEMA the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
- E. Direction and Control
1. General
- a. The Direction and Control procedures outlined in this section reflect the standard processes the Territory will follow in response to an incident.
 - b. There may be instances where an earthquake is of such magnitude that the Governor or Director of VITEMA will have to modify the



direction, control, and coordination processes. Changes processes will be disseminated by the most practical means possible at the time.

- c. For additional details on Direction and Control, see ESF 5, Emergency Management.
- d. The TEOP, including the Earthquake Hazard Annex, will be activated upon receipt of a warning from USGS of a 4.5 Mw/MMI IV or greater.

2. Direction

- a. Direction and control of a Territorial emergency resides with the Director of VITEMA.
- b. The Director of VITEMA will coordinate all Territorial agencies mobilized pursuant to this plan.

3. EOC Operations

- a. VITEMA operates EOCs in the following locations:
 - (1) St. Croix
 - (a) The designated Continuity of Operations (COOP) alternate site would be the virtual EOC and the St. Thomas (STT) EOC.
 - (2) St. John
 - (3) St. Thomas
 - (a) The designated COOP alternate site would be the virtual EOC and the St. Croix (STX) EOC.
- b. The coordinating agency (lead agency) for an ESF is responsible for informing and coordinating with their supporting Government and Semi-Autonomous Agencies.

4. Communications

- a. Each EOC Supervisor maintains a contact list for their island ESF representatives and VITEMA staff.
- b. Each EOC will share information with and have situational awareness of operations in the other two.
- c. EOCs will use WebEOC to maintain communication and situational awareness with all partners.



- d. Activation of one or more EOCs will take place under one or more of the following conditions:
 - (1) Whenever the TEOP is activated
 - (2) As directed by the Governor or VITEMA Director or their successor
- 5. EOC Staffing
 - a. Upon receipt of an earthquake that meets the activation threshold, agency and department representatives will automatically deploy resources.
 - b. As intelligence is received, VITEMA will adjust the EOC staffing based on evolving incident demands. Above a Mw 6.5/MMI VII or greater, VITEMA will activate all ESF positions and fully activate the EOCs as appropriate.
 - c. VITEMA may alter EOC staffing levels to accommodate a transition from response to recovery operations.
- 6. Coordination
 - a. VITEMA, through ESF 5, Emergency Management is the Primary Coordinating agency. All other response entities will serve in the capacity of support agencies.
 - b. Due to St. John's limited resources, the island will need to coordinate with the St. Thomas EOC for support.
 - c. VITEMA will request a representative from USGS to operate remotely within their EOC during operations.
 - d. VITEMA will host coordination calls focused on creating action plans and identifying unmet needs.

VII. Organization and Assignment of Responsibilities

- A. General
 - 1. Due to the variable nature of earthquakes impacts based on location and energy, all ESFs must remain prepared for changing situations throughout the incident. Aftershocks may also change roles and responsibilities.
 - 2. Many of the ESF assignments listed below are dependent upon the severity of the earthquake. VITEMA Director or their successor will activate ESFs as necessary.



- B. ESF 1, Transportation
 - 1. Manage transportation systems and infrastructure during response to and recovery from an earthquake.
 - 2. Monitor the status of and damage to roads, ports, and airport infrastructure as a result of an earthquake.
 - 3. Identify temporary alternative transportation solutions, as routine transportation systems and infrastructure are likely to be damaged, unavailable, or overwhelmed.
- C. ESF 2, Communications
 - 1. Coordinate the dissemination of information to partner agencies and the public.
 - 2. Assist with the deployment of warning messages.
 - 3. Assist with the provision of radios for interoperable communications among response agencies.
 - 4. Maintain open lines of communication between EOC facilities and field response units.
- D. ESF 3, Public Works and Engineering
 - 1. Facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to respond to and recover from the impacts of an earthquake.
 - 2. Clear roadways for search and rescue operations and prepare sites for operation such as shelters, field hospitals, or staging areas.
- E. ESF 4, Firefighting
 - 1. Manage response to earthquake impacts as appropriate.
 - 2. Support ESF 9 (Search and Rescue) as appropriate.
- F. ESF 5, Emergency Management
 - 1. Receive and act upon information from the NEIC.
 - 2. Remain in close communications with NHC to receive tropical storm updates.
 - 3. Activate appropriate EOCs across USVI to the level pertinent to the earthquake response, assign Section Chiefs and other staff assignments, and notify ESF lead agencies.



4. Disseminate hazard information to partner agencies and the public as appropriate.
 5. Initiate an incident in WebEOC for situational reporting and resource tracking.
 6. Initiate public warnings via ALERT-VI, siren system, and IPAWS.
 7. Coordinate evacuation, response, and recovery efforts with appropriate partners.
 8. Coordinate with ESFs to request federal assistance.
 9. Facilitate the development of an After-Action Report (AAR) following incident demobilization.
- G. ESF 6, Mass Care, Emergency Assistance, Housing, and Human Services
1. Coordinate the provision of mass care support services including distribution of commodities to earthquake survivors as required or as requested.
 2. Coordinate the support to shelters, pet shelters, and reunification center(s) as required or as requested.
- H. ESF 7, Resource Management
1. Ensure the delivery of supplies, equipment, and services to support an efficient response and recovery.
- I. ESF 8, Public Health and Medical Support
1. Assist ESF 9 (Search and Rescue) in providing medical care to earthquake survivors.
 2. Support ESF 6 (Mass Care) in providing medical services at shelters for people and pets.
 3. Manage the mass fatality, victim identification, and remains decontamination processes.
 4. Coordinate with ESF 7 (Resource Management) for additional needs such as field hospitals or morgue facilities.
- J. ESF 9, Search and Rescue
1. Collect damage assessment information and prioritize search and rescue missions on an ongoing basis.
 2. Identify locations for incoming USAR teams to target.



3. Following an earthquake, perform extrication if necessary, and provide initial medical stabilization of victims upon rescue.
- K. ESF 10, Oil and Hazardous Materials
1. Coordinate with ESF 4 (Firefighting) and ESF 9 (Search and Rescue) to assess the extent of hazardous materials (hazmat) incidents.
 2. Prioritize hazmat response by impacts to life safety in affected communities.
- L. ESF 11, Agriculture and Natural Resources
1. Provide nutrition assistance during recovery and authorize the Disaster Supplemental Nutrition Assistance Program (D-SNAP).
 2. Assist ESF 9 (Search and Rescue) with the rescue of livestock as necessary.
 3. Coordinate with the Small Business Administration (SBA) and other federal agencies to secure recovery funding for farmers who have lost crops or livestock.
- M. ESF 12, Energy
1. Facilitate the restoration of damaged energy systems and components across impacted communities.
 2. Support ESF 7 (Resource Management) to provide generators as needed.
- N. ESF 13, Public Safety and Security
1. Coordinate for additional law enforcement resources to assist in providing security at selected locations, including shelters and reunification centers.
 2. Assist in the development and coordination of emergency traffic management plans to include crowd control measures.
 3. Assist in coordinating plans for the designation and security of egress and ingress routes for additional Territorial and federal response assets.
 4. Coordinate for mobile command vehicle(s) and other response and recovery assets as required.
- O. ESF 14, Long-Term Community Recovery – See Office of Disaster Recovery content below.
- P. ESF, 15 External Affairs
1. Provide accurate, coordinated, timely, and accessible information to affected audiences, including government agencies, media, the private



sector, and the public.

2. Ensure that media is made available in English, Spanish, and other major languages.
3. Ensure that media is made available to residents with access and functional needs.

Q. Office of Disaster Recovery

1. Coordinate with federal and private sector partners to enable community recovery from the long-term consequences of an earthquake.
2. Establish a Family Assistance Center to serve as a hub for long-term recovery activities across impacted communities.
3. Identify long-term shelter/housing opportunities for families and individuals whose residences were destroyed.
4. Identify, secure, and facilitate the use of federal recovery funding.
5. Work with federal partners to provide technical assistance (for community recovery and recovery planning support).

VIII. Federal Assistance

- A. The TEOP is supported by the National Response Framework.
- B. The duties and responsibilities of Federal Agencies and Organizations are detailed in the TEOP Base Plan.

IX. Plan Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territories' response to and recovery from an earthquake.
- B. VITEMA and the GVI agencies, departments, and offices listed will review this Plan annually and forward recommended changes to the VITEMA.
- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this plan on an annual basis and update/revise the annex, as necessary.

X. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).
- B. See TEOP, ESF-7 Annex.



XII. Authorities and References

- A. See the TEOP Basic Plan, XII (Authorities and References).

XIII. Acronyms and Glossary

- A. See TEOP Base Plan, Table F-1 - Acronyms and Terms..



ATTACHMENT 1: INCIDENT OBJECTIVES

Response objectives are defined as the essential challenges that must be addressed to initiate the response strategy and achieve mission success for a no-notice catastrophic earthquake within the U.S. Virgin Islands. For purposes of this Annex, activities focus on initial operational response objectives to achieve strategic response objectives such as life-saving, life-safety, and property protection. The incident objectives will evolve as Incident Action Plans (IAP) are developed and published.

I. Immediate Response Operational Objectives

These following objectives will be the primary focus of the first 24 hours of response:

Establish incident organization and coordination. A joint organizational architecture for incident direction and control will enable successful operational outcomes for the other response objectives. This will be facilitated through incident action planning, coordination of operations, logistics management, and planning.

Maintain continuity of government. Damage to government facilities and the death of key personnel will limit capabilities to sustain government operations.

Establish and maintain interoperable emergency communications. Deployment of emergency interoperable communications assets will be necessary to support the incident response organizations and to reestablish communications.

Prioritize and conduct S&R operations. Specialized life-saving assistance associated with Urban Search and Rescue (US&R), waterborne S&R, and wide area S&R operations will be a premium.

Conduct hazardous material response and firefighting operations. Resources will be deployed to assess, respond to, mitigate, and eliminate threats to public safety including hazardous materials spills and releases, debris, damaged structures, and potential public health threats. Additionally, fires and structural damage, particularly in urban areas, will require extensive structural firefighting resources.

Conduct emergency debris clearance. Re-establishment of air, water, and ground transportation routes to facilitate movement of resources into the most severely affected areas will be necessary, as will the ability to move injured people, evacuees, and others out of the affected areas. Significant, debris clearance within heavily impacted urban areas may be necessary.

Establish lines of supply and transportation. Movement of resources into the affected area will be significantly affected by damage to air and port transportation infrastructure. It will be necessary to establish and maintain land, sea, and air routes to move first responders and other resources into the initial response and affected areas.

Provide mass care for the displaced population including household pets. Expected requirements for sheltering will exceed potential shelter capacities. This situation will be exacerbated by potential structural damage to buildings pre-identified as shelters. Shelters, feeding operations, and distribution of water and other supplies will be implemented to sustain the population. Additionally, expected requirements to care for thousands of displaced and abandoned companion animals will exceed current capabilities of the territory and its partners.



Establish emergency medical and public health operations. The number of injuries will far exceed available resources for medical treatment. It will be necessary to move medical personnel and supplies into the affected area to supplement available medical response resources, and to evacuate patients who cannot be treated appropriately, given the available resources within the affected area.

II. Secondary Response Operational Objectives

Along with the ongoing activities associated with the primary response objectives, secondary objectives for operational periods covering 24 to 72 hours post-earthquake are as follows:

Conduct initial damage and safety assessment. Surveying the impacted area will be a critical first step to define the area of impact, determine resources needs, and develop incident objectives.

Provide security for the general population and first responders. Law enforcement resources will be necessary to conduct life-safety, security, and public order operations.

Restore critical infrastructure and public services. The initial restoration of critical infrastructure and public services in less affected areas will be essential to support first responders and accommodate incident survivors.

Disseminate emergency public information and warning. The media's (radio, television, newspaper, and Internet) ability to disseminate public information will be greatly reduced by station inoperability, loss of power, and reduced staff. Public affairs personnel will have to rely heavily on available means and non-traditional delivery methods. Additionally, national and international media interest will be extreme.

Obtain, deliver, and track resources to establish and maintain response operations. The need to provide emergency supplies (fuel, commodities, portable power supplies) will be a priority to support response operations. Considerable resources will be necessary to transport, generate, conserve, and distribute resources necessary to support essential services.

III. Tertiary Response Operational Objectives

Along with the ongoing activities associated with the primary and secondary response objectives, the following tertiary objectives will be the focus for operational periods covering 72 + hours post-earthquake:

Provide evacuation support. Movement of people and their pets out of the affected area will be significantly affected by damage to transportation infrastructure. In order to move the injured and evacuees, establishment and maintenance of air, land, and sea routes will be necessary. Movement within the islands, Puerto Rico, or the mainland may occur.

Conduct mass fatality operations. Resources will be necessary to recover, transport, store, and process the remains of the deceased.



Hazard Annex: Terrorism

This hazard-specific annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of a terrorism incident response.

I. Introduction

- A. The Federal Bureau of Investigation (FBI), as well as the U.S. Code (USC), defines terrorism as “the unlawful use of force or 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.”
- B. The annex provides a plan for responding to and recovering from a terrorist or weapons of mass destruction (WMD) incident.
- C. The acts of terrorism covered by this annex include chemical, biological, radiological, nuclear, and explosives (CBRNE).
 - 1. Active threat/active shooter response is covered in the Active threat/Active Shooter Annex.
 - 2. Cyberterrorism response is covered in the cyber response annex.

II. Purpose

- A. Defines the roles and responsibilities of the VI Police Dept (VIPD) response to any terrorist incident.
- B. Defines the roles and responsibilities of the Virgin Island Fire Service (VIFS) in the immediate response to a terrorist incident involving chemicals, radiation, or nuclear materials.
- C. Defines the roles and responsibilities of the VI Department of Health (DOH) to a terrorist incident involving biological agents.
- D. Integrates the FBI, who will manage the incident upon first arrival of a Special Agent in Charge (SAC).
- E. Assigns specific support responsibilities to appropriate Emergency Support Functions (ESF).
- F. Identifies key actions in the overall response to a terrorist incident.

III. Scope

- A. Terrorism can come in many forms. Among these are bombings, arson, infrastructure attacks (on water, electric, gas, or telecommunications systems), mass shootings, cyberspace failure or disruption, transportation attacks (hijacking,



bombing, sabotage), and attacks on common law courts. This annex covers terrorist attacks using CBRNE as defined in Table 1.

Table 1. Forms of Terrorist Attack

Method	Characteristics
Weapon of Mass Destruction	Any weapon designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors; any weapon involving a disease organism; or any weapon designed to release radiation or radioactivity at a level dangerous to human life (18 USC 2332a).
<i>Chemical Agent</i>	A chemical substance intended to kill, seriously injure, or incapacitate people through physiological effects. Hazardous chemicals, including industrial chemicals and agents, can be introduced via aerosol devices (including munitions, sprayers, or aerosol generators), breaking containers, or covert dissemination. A chemical agent attack might release a chemical warfare agent (such as a nerve or blister agent) or an industrial chemical that may have serious consequences. Whether an infectious agent or a hazardous chemical causes an outbreak may not be obvious early in an investigation; however, most chemical attacks are localized, and their effects become evident within a few minutes. Different chemical agents can be persistent or nonpersistent. Persistent agents remain in the affected area for hours, days, or weeks. Nonpersistent agents have high evaporation rates, are lighter than air, and disperse rapidly; they therefore lose ability to cause casualties after a few minutes (although they may persist longer in small unventilated areas).
<i>Biological Agents</i>	Living organisms or materials derived from them that cause disease; harm humans, animals, or plants; or deteriorate materials. Recognition of a biological hazard can occur by: identifying it as a credible threat; discovering bioterrorism evidence (devices, agents, clandestine labs); diagnosing a disease caused by an agent identified as a possible bioterrorism agent; or gathering and interpreting public health surveillance data. People exposed to a pathogen such as anthrax or smallpox may not know they have been exposed, and those infected or subsequently infected may not feel sick for some time. Infectious diseases typically proceed with a delay between exposure and onset of illness—the incubation period. The incubation period may range from several hours to a few weeks, depending on the exposure and pathogen. Unlike acute incidents involving explosives or some hazardous chemicals, direct patient care providers and the public health community are likely to first detect a biological attack on civilians.
<i>Radiological/Nuclear</i>	High-energy particles or gamma rays emitted by an atom undergoing radioactive decay. Emitted particles can be charged alpha or beta



Method	Characteristics
	<p>particles, or neutral neutrons, or gamma rays. The difficulty of responding to a nuclear or radiological incident is compounded by the nature of radiation itself. Also, involvement of radioactive materials in an explosion may or may not be obvious, depending on what explosive device was used. The presence of a radiation hazard is difficult to ascertain unless the responders have the proper detection equipment and the training to use it. Most of the many detection devices available are designed to detect specific types and levels of radiation—they are not appropriate for measuring or ruling out the presence of all possible radiological hazards. Terrorists may use the following delivery methods:</p> <ul style="list-style-type: none"> • An improvised nuclear device (IND) is any explosive device designed to cause a nuclear yield. Either uranium or plutonium isotopes can fuel these devices, depending on the trigger. While “weapons-grade” material increases the efficiency of a device, materials of less than weapons grade can still be used. • A radiological dispersal device (RDD) is any explosive device that spreads radioactive material when detonated. An RDD includes an improvised explosive device that could be used by placing it in close proximity to radioactive material. An RDD also includes devices identified as “dirty bombs”. • A simple RDD spreads radiological material non-explosively (for example, medical isotopes or waste).
<i>Explosives</i>	<p>Conventional explosive devices or improvised bombs used to cause massive local destruction or to disperse chemical, biological, or radiological agents. Improvised explosive devices are categorized as explosive or incendiary—using high or low explosive filler materials to explode and/or cause fires. Bombs and firebombs are inexpensive and easily constructed. They are not technologically sophisticated. Of all weapons, these are the easiest to obtain and use. The components are readily available, as are detailed instructions for constructing these devices. They are the likeliest terrorist weapons</p>

- B. The USVI response to an actual or suspected incident has two phases: 1) actions intended to prevent or end the terrorist action and 2) first responder actions to deal with the incident impacts.
- C. The annex is applicable to all agencies of the Territory and coordinating nongovernmental organizations (NGO) and private-sector partners that may be requested to provide assistance, or conduct operations, in response to a terrorist incident.
- D. This annex:
 - 1. Establishes policies and procedures by which the Territory will coordinate and assist in response to a terrorist incident.



2. Supplements the roles and responsibilities as outlined in the TEOP and supporting annexes.
3. Outlines concepts and assigns responsibilities to the appropriate Territorial agencies and organizations to coordinate for and provide resources.
4. Identifies initial resources and/or capabilities that may be requested following a terrorist incident.

IV. Situation and Assumptions

A. Situation

1. The U.S. Virgin Islands have many potential targets for terrorist activities. These include numerous federal and state facilities—military installations; courthouses; prisons; religious; educational; refining and manufacturing centers; office buildings; ports; airports; power generation; public utilities; landmarks; and meeting places.
2. Terrorist situations are unpredictable and may evolve quickly.
3. Multiple terrorist incidents can occur concurrently.
4. The immediate response to a terrorist response begins with the targeted site and VIPD.
5. Initial responsibility for the crime scene falls to VIPD's jurisdictional responsibility. VIPD immediately involves the FBI if a suspected, potential, or actual terrorist incident is recognized. VIPD supports federal law enforcement as needed.
6. VIPD, VIFS, Emergency Medical Services (EMS), and DOH will provide initial emergency response to a terrorist incident.
7. CBRNE response capabilities in the USVI are very limited.
8. The FBI is the lead federal agency for Crisis Management. All federal Consequence Management Resources will operate as defined under the NRF. The Federal Emergency Management Agency (FEMA) is the lead federal agency for Consequence Management.
9. Morgue capacity in the USVI is extremely limited.

B. Assumptions

1. All Territory agencies, departments, and offices operate according to the general procedures outlined in this annex. Territory agencies support the federal government in response and recovery activities.



2. No single agency at the Territory, federal, or private-sector level possesses authority and expertise to act unilaterally on the many difficult issues that may arise in response to a threat or act of terrorism—particularly if WMD are involved.
3. An act of terrorism, particularly an act involving WMD directed against a large population center within the Territory, has major consequences that immediately overwhelm the capabilities of island-based resources.
4. Territory and federal responders define working parameters that may overlap. The responders' capabilities may be used to target public information messages, assign operational sectors among responding organizations, control access to the area, and assess potential effects on the population and environment. Absent adequate coordination, different authorities may enforce control of these functions, which could impede the overall response.
5. If appropriate personal protective equipment (PPE) is not immediately available, entry into a contaminated area (hot zone) may be delayed until the material dissipates to levels safe for emergency response personnel. Responders should also be aware that secondary devices may be present, or the terrorist may be targeting the first responders.
6. Terrorist incidents exert physical and psychological effects on citizens.
7. Response and recovery phases of a terrorist incident overlap.
8. Terrorist incidents may result in mass casualties.
9. VITEMA will determine whether to activate the EMC and the Emergency Operations Center (EOC) for expanded emergency management support.

V. Concept of Operations

A. General

1. Presidential Decision Directive 39 (PDD-39) was signed in May 1995, shortly after the Alfred P. Murrah Federal Building bombing. PDD-39 establishes policy to reduce the United States' vulnerability to terrorism, deter and respond to terrorism, and strengthen capabilities to detect, prevent, defeat, and manage the consequences of terrorism. This directive is particularly important for planning purposes—it specifies how to manage response to and recovery from a terrorist incident.
2. Homeland Security Presidential Directive 5 (HSPD-5) was signed on February 28, 2003, calling for creation of a National Response Plan –



currently referenced as the National Response Framework (NRF) – to “integrate Federal Government domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan” under authority of the Secretary of Homeland Security.

- a. Under the NRF, National Incident Management System (NIMS) provides standard incident management practices and procedures.
 - b. NIMS ensures federal, state, territory, and local governments can work effectively, efficiently, and cooperatively to prepare for, respond to, and recover from domestic incidents—regardless of cause, size, or complexity.
 - c. The Incident Command System is the standard for on-scene emergency management throughout U. S. Virgin Islands.
3. The NRF Terrorism Incident Annex establishes a general concept of operations utilizing the concepts of crisis management. Crisis and consequence management operations are very closely interrelated and success or failure in one can impact the other. Therefore, the concept of operations contains mechanisms for the close coordination of activities in both these categories of operations.
4. The federal government has primary authority to prevent, preempt, and terminate threats or acts of terrorism—and to apprehend and prosecute the perpetrators.
- a. The Territory government supports this effort by providing assistance as required.
 - b. The initial response to a terrorist incident is primarily a law enforcement effort with the FBI assigned lead responsibility.
 - c. The FBI will assign a Special Agent in Charge (SAC) or member of the Joint Terrorism Task Force (JTTF) in the role of liaison to coordinate with the Incident Commander.
 - d. The initial response to a terrorist incident identifies, acquires, and plans use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.
 - e. Following the initial response to the terrorist incident, recovery efforts protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism.



5. Response and recovery phases following a terrorist incident require a multifunction effort coordinated by emergency management, with assistance from the other functional coordinators in the same manner as for any hazard.
 6. This framework may be implemented with or without the activation of the TEOP.
- B. Public Warning
1. ALERT- VI
 - a. ALERT-VI is the Virgin Islands all-hazards alert and notification system powered by Everbridge, Inc.
 - b. The system provides VITEMA and partnering agencies the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
 - c. Individuals must register for ALERT-VI on the VITEMA website in order to receive emergency notifications.
- C. TEOC Activation
1. Responding agencies should request TEOC activation for support as dictated by the situation. Support requests may include, but are not limited to:
 - a. Monitoring the incident for multi-agency situational awareness.
 - b. Assisting with managing public information.
 - c. Providing multi-agency resource support to the lead federal agency.
 2. The decision to activate the TEOC will be based on the level of requested support, the need to gain situational awareness, and/or upon the direction of the Governor.
 3. The VITEMA Director or his/her designee will determine the appropriate activation level based on the situation.
- D. Direction and Control
1. The Direction and Control procedures outlined in this section are unique only to terrorism response.



2. Once a terrorism incident is suspected, VIFD is required to notify the FBI. The FBI designates a SAC to establish a Joint Operations Center (JOC), from which the FBI will lead incident activities.
 3. VIPD, other Territory law enforcement, and other federal agencies provide representatives to the JOC to assist the FBI.
 4. VITEMA may also provide representatives to the JOC to assist the FBI.
 5. The FBI coordinates requests for assistance from Territory agencies in conjunction with VIPD.
 6. The FBI's Joint Information Center (JIC) coordinates public information.
 7. Activate the Emergency Management Assistance Compact (referenced as the EMAC) for mutual aid if needed and available.
- E. Plan Activation Triggers
1. This plan is activated when a suspected, potential, or actual terrorist incident is recognized.
 - a. The FBI and VIPD Commissioner will be notified as rapidly as possible that this plan and/or the TEOC has been activated.
 2. Upon plan activation, VITEMA will activate the TEOC to Class I or Class II activation to monitor the situation and prepare agencies for potential requests for support to VIPD and the IC/UC.
 - a. Class II EOC activation: Limited activation with select agencies.
 - b. Class I EOC activation: Limited to VITEMA monitoring and agency incident notification.
 3. The Director of VITEMA will increase TEOC activation levels as necessary to provide incident support.

VI. Organization and Assignment of Responsibilities

- A. VIPD is the primary agency to coordinate prevention of and immediate response to a terrorist incident within the Territory.
1. VIPD coordinates closely with the FBI for response to terrorist incidents.
 2. The FBI and VIPD will address all criminal aspects of the incident, including monitoring and disseminating intelligence; conducting criminal investigations; establishing security perimeters.



3. Concurrently, VITEMA coordinates closely with FEMA—for recovering from terrorist incidents—to facilitate resource provision for the balance of response and recovery operations.
 4. As the law enforcement component of the response diminishes or terminates, VIPD and VITEMA coordinate a seamless operational transition to VITEMA's role as primary agency for recovery from the incident.
- B. Office of the Governor
1. Make decisions affecting the health and safety of USVI residents endangered by the terrorism incident, including exposure control of emergency workers.
- C. ESF 1, Transportation
1. Assist ESF 13 (Law Enforcement) in the development and coordination of emergency traffic management plans.
 2. Support control of evacuation routes including barricades and traffic signage.
 3. Support damage assessment by providing professional engineering expertise—particularly regarding roads and bridges.
- D. ESF 2, Communications
1. Coordinate for additional communications resources as requested.
 2. Assist, as requested, with provisioning of radios for interoperable communications among responding agencies.
- E. ESF 5, Emergency Management
1. Activate the TEOC to appropriate level to support the incident.
 2. Upon request, send a liaison to the Incident Command/Unified Command (IC/UC) to assist in providing information to the TEOC for situational awareness and coordinating resource requests.
 3. Initiate an incident in WebEOC for situational reporting and resource tracking.
 4. Activate the Territorial Joint Information System (JIS)/JIC to support consequence management actions.
 5. Coordinate the release of consequence management public information.



6. Prepare to take the lead agency role working with FEMA on the recovery efforts.
- F. ESF 6, Mass Care
1. Coordinate the provision of mass care support services as required or as requested.
 2. Establish reunification center(s) and coordinate the support as required or as requested.
- G. ESF 7, Logistics
1. Upon request, coordinate the activation of the Donated Goods Call Center in anticipation of donations.
- H. ESF 8, Health and Medical Services
1. Provide primary agency support for terrorist incidents involving biological agents.
 2. Analyze air, water, food, and soil to determine extent and effect of terrorist incident contamination.
 3. Provide guidance for preparing and maintaining exposure records of personnel involved in evacuation, operational, and decontamination missions.
 4. Assuring that radiological dose limitations for workers are not exceeded during evacuation, decontamination, and other operations.
 5. Controlling analysis of public food supplies in contaminated areas to ensure safety for human consumption.
 6. Help administer protective pharmaceuticals to emergency workers.
 7. Help direct personnel monitoring and decontamination.
 8. Coordinate response activities with the Center for Disease Control and Prevention.
 9. Contact the Centers for Disease Control and Prevention (CDC) for access to the Strategic National Stockpile to obtain life-saving pharmaceuticals, antidotes, other medical supplies, and equipment necessary to counter the effects of nerve agents, biological pathogens, and chemical agents.
 10. Coordinate equipment, personnel, and supplies to support medical surge management.



11. Coordinate immediate and ongoing behavioral health support.
 12. Coordinate resources to assist in the identification of a large number of victims, including notifications to next of kin (NOK).
 13. Coordinate assistance with the Dept. of Justice/USVI Office of Chief Medical Examiner and VITEMA to procure commercial refrigerated trailers/shipping containers to serve as temporary morgues as required or as requested.
- I. ESF 10, Hazardous Materials
1. Provide primary agency support for terrorist incidents involving chemicals, radiation, or nuclear materials.
 2. Provide sampling teams to operate in hazardous environments.
 3. Provide support and technical advice for decontamination operations.
- J. ESF 13, Law Enforcement
1. Make the initial designation of suspected, potential, or actual terrorism; coordinate with the FBI after initial designation is made.
 2. Provide primary agency support for all terrorist incidents.
 3. Provide subject matter expertise for terrorist incidents involving active threat/active shooter or explosive materials.
 4. Support evacuation and reentry operations.
 5. Upon request of IC/UC, coordinate additional Territory law enforcement resources to support response and recovery efforts.
 6. Assist IC/UC in the development and coordination of emergency traffic management plans to include crowd control measures.
 7. Collaborate with ESF-15 on the release of information to the public.
 8. Coordinate for mobile command vehicle(s) as required to support the response.
 9. Transition the operational responsibilities to VITEMA as the law enforcement component of the response diminishes or terminates.
- K. ESF 15, Public Information
1. Coordinate the activation of the Territorial Joint Information System/Joint Information Center (JIS/JIC) in accordance with the TEOP.
 2. Provide the Territory's Public Information Officer.



3. Coordinate the release of consequence management information.

VII. Federal Assistance

- A. The FBI is the lead federal agency for Crisis Management. All federal Consequence Management Resources will operate as defined under the NRF.
- B. In the event of a suspected, potential, or actual terrorist incident, Federal assistance should be requested through the FBI Field Office in San Juan.

FBI Field Office San Juan
140 Carlos Chardon Avenue
Hato Rey, PR 00918
O: (787) 987-6500

- C. FEMA is the lead federal agency for Consequence Management.

VIII. Plan Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territory's terrorism hazard.
- B. VITEMA and the GVI agencies, departments, and offices listed will review this Plan annually and forward recommended changes to the VITEMA.
- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this plan on an annual basis and update/revise the annex as necessary.

IX. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).
- B. See TEOP, ESF 7 Annex.

X. Authorities and References

- A. See the TEOP Basic Plan, XII (Authorities and References).

XI. Acronyms and Glossary

- A. See TEOP Base Plan, Table F-1 – Acronyms and Terms.



ATTACHMENT 1: RESOURCES

RESOURCES

The following table identifies the initial resources, responsible ESF, and Territorial agency/ organizations to support a terrorist incident:

Table 2. Resources for Terrorist Incident

Resource	ESF	Coordinating Territorial Agency/Organizations
Traffic control devices (e.g., cones, barricades, etc.)	1	VI Dept. of Public Works/Division of Transportation
Communications support vehicles and equipment	5, 2	VITEMA, Bureau of Information Technology
Emergency Operations Center	5	VITEMA, other agencies as needed based upon level of activation
Mass Care	6	USVI Dept. of Human Services
Reunification Center	6, 8	Provide support upon request.
Behavioral health - mental health support	8	USVI Dept. of Health
Fatality management	8	USVI Dept. of Health DOJ Office of Medical Examiner
Ambulances	8	VI Emergency Medical Services (VIEMS) VI Rescue Squads
Temporary/mobile morgues	8	USVI Dept. of Health DOJ Office of Medical Examiner
Medical surge management	8	USVI Dept. of Health Governor Juan F. Luis Hospital Schneider Regional Medical Center Frederiksted Health Care Inc. St. Thomas East End Medical Center American Red Cross
Law enforcement/security	13	VIPD
Mobile command vehicle	13	VIPD
Public Information Officer (PIO)/JIC	15	Office of the Governor
Traffic management	13	VIPD
Donations management	7	Dept. of Property and Procurement American Red Cross VI National Guard VITEMA



Hazard Annex: Tsunami

This hazard-specific annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of insert incident response.

I. Introduction

- A. Tsunamis are a series of ocean waves of extreme length cause by either undersea earthquakes or volcanic eruptions.
- B. Three types of tsunamis should be planned for – “local” tsunamis emanating from an offshore earthquake, “regional” tsunamis emanating from further afield, and “distant” tsunamis emanating from far into the Atlantic Ocean.
- C. When the tsunami enters shallow coastal waters, its wave height may increase as it comes onshore and becomes a threat to lives and property.
- D. Tsunamis can happen at any time.
- E. Across the U.S. Virgin Islands, residents and visitors must be aware that there may not be time or means to provide warning of a tsunami threat following a local earthquake. An earthquake felt by people along the coastline is a signal to move immediately to higher ground. Any associated earthquake could also damage structures and infrastructure in the potential inundation area prior to the wave’s arrival. This could significantly impact warning, evacuation, and emergency response operations.

II. Purpose

- A. The purpose of this annex is to establish specific procedures to be followed in the event of a tsunami incident. Virgin Islands Territorial Emergency Management Agency (VITEMA) and its partners will use the annex to reduce the potential for loss of life from a tsunami incident.

III. Scope

- A. This hazard-specific annex was created to address the tsunami threat scenario identified in the Threat and Hazards Identification and Risk Assessment (THIRA).
- B. The annex is applicable to all agencies of the Territory, coordinating non-governmental organizations (NGO), and private sector partners that may be requested to provide assistance or conduct operations in response to a tsunami.
- C. This annex:
 - 1. Outlines EOC activation
 - 2. Describes notification system and procedures



3. Identifies inundation zones on each island and potential evacuation routes.

IV. Situation and Assumptions

A. Situation

1. Tsunamis are a threat to St. Thomas, St. John, and St. Croix.
2. The most recent tsunamis affecting the U.S. Virgin Islands and Puerto Rico occurred in 1867, 1918, and 1946.
3. Sources are defined as local (less than 25 minutes' travel time), regional (25 minutes to 2 hours) or distant (more than 2 hours travel time).
4. Rough estimates of arrival times for tsunamis from potential source areas are as follows:
 - a. Slope Slumping on Puerto Rico Northeast Slopes or in the Puerto Rico Trench – approximately 30 minutes for St. Thomas and St. John; about 40 minutes for St. Croix
 - b. Anegada Passage – approximately 15 minutes for St. Thomas, a little less for St. John, 20–25 minutes for St. Croix
 - c. Northwest Puerto Rico or Eastern Hispaniola Coasts – possibly 1 hour for St. Thomas, a little more for St. John, and approximately 10 minutes more for St. Croix
 - d. Slope Collapse North Coast of Dominica – maybe 40 minutes for St. Croix, about 50 minutes for St. Thomas and St. John
 - e. Kick-'em-Jenny Submarine Volcano– 80 minutes for St. Croix, 95–100 minutes for St. Thomas and/or St. John
 - f. Lisbon, Portugal, or Canary Islands – approximately 7 hours.
5. It is very likely that a tsunami would eventually affect all coasts of the Territory, no matter where the source area was located.



Figure 1. USVI Tsunami Vulnerability



6. According to the U.S. Geological Survey (USGS), eyewitness reports of an 1867 tsunami give a maximum wave height of more than 7 meters (23 feet) in Frederiksted, St. Croix, where a large naval vessel was left on top of a pier.
7. Following the arrival of the first wave, subsequent waves may increase in height and arrive minutes to hours later. It is important, in terms of life safety, to note that the first wave is usually not the most severe, and that additional deaths have occurred during subsequent waves coming many hours after the start of the tsunami.

B. Assumptions

1. The two most likely causes of tsunami hazard in the U.S. Virgin Islands are seismic events in the Caribbean region and from a submarine landslide in the Puerto Rico Trench.
2. Time to warn the public, evacuate vulnerable facilities, and secure coastal areas will vary from minutes to hours, depending on the location of the source.
3. The first wave may not be the largest nor the most destructive.



4. After the arrival of the first tsunami wave, waves may continue for several hours.
5. Risk areas may be re-opened from several hours to several days after the last observed wave, or at least two (2) hours after the Estimate Time of Arrival (ETA) has passed without a wave coming ashore.
6. During tourist high season, tourists and residents will be at the highest risk along the beaches and waterfront of each island.
7. Access to and from the damaged areas is likely to be restricted and coastal areas may remain partly inundated for several days.
8. The capability to support any significant number of cruise ship passengers that disembark on St. Thomas will be limited.
9. The Territory does not have a heavy search and rescue team or equipment.
10. The Territory has limited personnel and equipment capabilities for harbor clearing operations.

V. Concept of Operations

A. General

1. All actions and responses within this Annex will be in accordance with the National Incident Management System (NIMS).
2. The Incident Command System (ICS) is the standard for on-scene emergency management throughout U. S. Virgin Islands.
3. The extent of emergency operations conducted, including evacuation and sheltering, will depend on the severity, magnitude, track and timing of the tsunami.
4. When an emergency is of such a magnitude that the needs of all residents cannot be met, operations will be directed to protect the largest number of residents.

B. Tsunami Warning Centers

1. The National Tsunami Warning Center (NTWC) monitors for earthquakes and subsequent tsunami incidents in both the Atlantic and Pacific Oceans.
2. If a tsunami is generated, the NTWC issues tsunami watches and warnings, as well as tsunami information bulletins for the U.S. East and West Coast areas to notify emergency managers, the public, and other partners about the potential for a tsunami following a possible tsunami-generating event.



- 3. a NTWC Tsunami Information Statement, Advisory, Watch, or Warning Bulletin is issued is based on preset criteria and the initial seismic analysis. Following the first message, the tsunami is analyzed using sea level data, forecast models, and historic data. Based on this analysis, supplemental messages are issued.
- 4. NTWC issues the following watches and warnings listed in Table 3:

Table 3: National Tsunami Warning Center Watches and Warnings¹

Alert Level	Description	Potential Hazards	Public Action
 Warning	A warning is issued when a tsunami with the potential to generate widespread inundation is imminent, expected, or occurring. Warnings alert the public that dangerous coastal flooding accompanied by powerful currents is possible and may continue for several hours after initial arrival. Warnings alert emergency management officials to take action for the entire tsunami hazard zone. Appropriate actions to be taken by local officials may include the evacuation of low-lying coastal areas, and the repositioning of ships to deep waters when there is time to safely do so. Warnings may be updated, adjusted geographically, downgraded, or canceled based on updated information and analysis.	Dangerous coastal flooding and powerful currents	Move to high ground or inland
 Advisory	An advisory is issued when a tsunami with the potential to generate strong currents or waves dangerous to those in or very near the water is imminent, expected, or occurring. The threat may continue for several hours after initial arrival, but significant inundation is not expected for areas under an advisory. Appropriate actions to be taken by local officials may include closing beaches, evacuating harbors and marinas, and the repositioning of ships to deep waters when there is time to safely do so. Advisories may be updated, adjusted geographically, upgraded to a warning, or cancelled based on updated information and analysis.	Strong currents and waves dangerous to those in or very near water	Stay out of water, away from beaches and waterways
 Watch	A watch is issued when a tsunami may later impact the watch area. The watch may be upgraded to a warning or advisory or canceled based on updated information and analysis. Emergency management officials and the public should prepare to take action.	Not yet known	Stay tuned for more information and be prepared to act

¹ https://tsunami.gov/?page=message_definitions



Alert Level	Description	Potential Hazards	Public Action
 Information Statement	A tsunami information statement is issued when an earthquake or tsunami has occurred of interest to the message recipients. In most cases, information statements are issued to indicate there is no threat of a destructive basin-wide tsunami and to prevent unnecessary evacuations. Information statements for distant events requiring evaluation may be upgraded to a warning, advisory, or watch based on updated information and analysis.	No threat or very distant event for which hazard has not been determined	No action suggested at this time
	A cancellation is issued after an evaluation of water-level data confirms that a destructive tsunami will not impact an area under a warning, advisory, or watch or that a tsunami has diminished to a level where additional damage is not expected.	Not Applicable	Not Applicable

C. Tsunami Focal Warning Point (TFWP) Groups

1. VITEMA maintains the following TFWP Groups containing the positions shown.
 - a. USVI Intl TFWP
 - (1) Director
 - (2) Assistant Director
 - (3) Deputy Director of Operation
 - (4) Deputy Director of Planning and Preparedness
 - (5) Public Information Officer
 - b. USVI Domestic TFWP
 - (1) Director
 - (2) Assistant Director
 - (3) Deputy Director of Operation
 - (4) Deputy Director of Planning and Preparedness
 - (5) Public Information Officer
 - (6) St. Croix EOC Supervisor
 - (7) St. John EOC Supervisor
 - (8) St. Thomas EOC Supervisor



E. Alert/Notification

1. Upon receipt of a NTWC Tsunami Watch or Warning, the VITEMA Communications Center will notify primary response agencies.
2. VITEMA staff will evaluate the threat and recommend any or all of the following actions to the VITEMA Director:
 - a. Conduct public warning in the Tsunami Inundation Hazard Area
 - b. Activate the appropriate Emergency Operations Centers (EOC) to the appropriate level
 - c. Stage additional public safety resources outside of the Tsunami Inundation Hazard Area
 - d. Begin emergency public information efforts.
3. VITEMA staff will disseminate updates as needed to all response partners via Everbridge notification system.
4. VITEMA will participate in coordination calls with the NTWC and other federal partners as pertinent.

F. Public Warning

1. ALERT- VI
 - a. ALERT-VI is the Virgin Islands all-hazards alert and notification system powered by Everbridge, Inc.
 - b. The system provides VITEMA and partnering agencies the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
 - c. Individuals must register for ALERT-VI on the VITEMA website to receive emergency notifications.
2. All-Hazards Siren Warning System
 - a. The siren system is made up of sirens located on St. Croix, St. John, St. Thomas, and Water Island (procurement initiated).
 - b. The system is set up to notify people who are outside of buildings. The system alerts the public using tones, pre-recorded voice messages, and actual voice messages.
 - c. The All-Hazards Siren Warning System is activated by VITEMA's 911 Emergency Communications Centers (ECC).



- d. Each 911 ECC has the capability to activate the entire territorial siren system, by island, or selected sirens as needed.
 - e. The first 911 ECC to receive a tsunami warning through the National Warning System, PTWC, or Puerto Rico Seismic network will immediately activate the siren system for the areas identified in the warning message.
 - f. Once the sirens are activated, the 911 ECC will implement their Weather Warning call down procedures.
3. Integrated Public Alert and Warning System (IPAWS)
- a. IPAWS allows VITEMA to provide emergency alerts to any resident or visitor to the territory that has a cell phone.
 - b. VITEMA will activate IPAWS to provide alerts to the public via the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), and National Oceanic and Atmospheric Administration (NOAA) Weather Radio.
 - c. The system provides VITEMA the ability to keep communities informed with quick and reliable emergency notifications and public service announcements.
- G. Evacuation and Re-entry
1. Attachment 2 contains tsunami inundation maps, evacuation routes, and assembly areas for St. Croix, St. John, and St. Thomas.
 2. The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of the Territory's roads.
 3. During an evacuation, the Governor, acting under the authority of Title 23, Chapter 10, Subchapter 1, may direct and compel all citizens to leave the affected area.
 4. Each EOC Supervisor or designee will work with ESF-13 and all other supporting agencies who fall under the Safety and Security lifeline to develop a plan to provide security for evacuated areas once the NWTC downgrades the tsunami to an advisory and an initial damage assessment is conducted to determine it is safe to enter the area.
 5. Once a tsunami warning for an island is downgraded to an advisory, initial damage assessment will be conducted to determine if it is safe to return to the inundation zones. Initial damage assessments will be provided to the respective EOC who will recommend to the VITEMA Director designee that



the all clear can be issued for the island.

6. All clear and safe to return announcements will be made through all available resources that are still operational.

H. Direction and Control

1. General

- a. The Direction and Control procedures outlined in this section reflect the standard processes the Territory will follow in response to an incident.
- b. There may be instances where an incident is of such magnitude that the Governor or Director of VITEMA will have to modify the direction, control, and coordination processes. Changes processes will be disseminated by the most practical means possible at the time.
- c. For additional details on Direction and Control, see ESF 5, Emergency Management.

2. Direction

- a. Direction and control of a Territorial emergency resides with the Director of VITEMA.
- b. The Director of VITEMA will coordinate all Territorial agencies mobilized pursuant to this plan.

3. EOC Operations

- a. VITEMA operates EOCs in the following locations:
 - (1) St. Croix
 - (a) The current facility is in an inundation zone. Required actions are covered in the Main Facility Emergency Evacuation Plan.
 - (b) The designated Continuity of Operations (COOP) alternate site would be the virtual EOC and the St. Thomas (STT) EOC.
 - (2) St. John
 - (3) St. Thomas



- (a) The current facility is in an inundation zone. Required actions are covered in the Main Facility Emergency Evacuation Plan.
 - (b) The designated COOP alternate site would be the virtual EOC and the St. Croix (STX) EOC.
 - b. The coordinating agency (lead agency) for an ESF is responsible for informing and coordinating with their supporting Government and Semi-Autonomous Agencies.
- 4. Communications
 - a. Each EOC Supervisor maintains a contact list for their ESCs.
 - b. Each EOC will share information with and have situational awareness of operations in the other two.
 - c. EOCs will utilize WebEOC to maintain communication and situational awareness with all partners.
 - d. Activation of one or more EOCs and VEOC will take place under one or more of the following conditions:
 - (1) Whenever the TEOP is activated
 - (2) Receipt of a tsunami warning
 - (3) The territory is struck by a 6.0 earthquake or above
 - (4) As directed by the Governor or VITEMA Director or their successor
- 5. EOC Staffing
 - a. Upon receipt of a tsunami warning, VITEMA will implement a partial activation of the EOCs and will be staffed by the EOC Supervisor and immediately available VITEMA staff.
 - b. In the event of a local tsunami warning, VITEMA will activate all ESF positions and fully activate the EOCs and VEOC after impact when it is determined to be safe for personnel to travel.
 - c. In the event of a regional or distant tsunami warning, VITEMA will implement a partial activation of the EOCs. The EOCs will be staffed by the following personnel:
 - (1) EOC Supervisor



- (2) Operations Section Chief
 - (3) Planning Section Chief
 - (4) Logistics Section Chief
 - (5) Available VITEMA staff in support roles
- d. After impact, VITEMA will fully activate each EOC and recall all ESF positions when it is safe to do so.
6. Coordination
- a. VITEMA, through ESF 5, Emergency Management is the Primary Coordinating agency. All other response entities will serve in the capacity of support agencies.
 - b. Because of St. John's limited resources, the island will need to coordinate with the St. Thomas EOC for support.
 - c. VITEMA maintains TFWP Groups.

VI. Organization and Assignment of Responsibilities

- A. General
1. Many of the ESF assignments listed below are dependent upon the severity of the tsunami incident. VITEMA Director or their successor will activate ESFs as necessary.
- B. ESF 2, Communications
1. Remains in close communications with NTWC to receive tsunami updates.
 2. Coordinates the dissemination of information to partner agencies and the public.
 3. Assists with the deployment of warning messages and siren activation.
 4. Assists with the provision of radios for interoperable communications among response agencies.
 5. Maintains open lines of communication between EOC facilities and field response units.
- C. ESF 4, Firefighting
1. Coordinates among local response agencies and manage response to tsunami impacts as appropriate.
 2. Maintains communication with EOC and all local response units.



3. Supports ESF 9 (Search and Rescue) as appropriate.
- D. ESF 5, Emergency Management
1. Receives and act upon information from NWS and NTWC.
 2. Activates appropriate EOCs across USVI to the level pertinent to the tsunami threat, assigns Section Chiefs and other staff assignments, and notifies ESF lead agencies.
 3. Disseminates hazard information to partner agencies and the public as appropriate.
 4. Initiates an incident in WebEOC for situational reporting and resource tracking.
 5. Initiates public warnings via ALERT-VI, siren system, and IPAWS.
 6. Coordinates evacuation, response, and recovery efforts with appropriate partners.
 7. Facilitates the development of an After-Action Report (AAR) following incident demobilization.
- E. ESF 6, Mass Care, Emergency Assistance, Housing, and Human Services
1. Coordinates the provision of mass care support services as required or as requested.
 2. Coordinates the support to reunification center(s) as required or as requested.
- F. ESF 7, Resource Management
1. Ensures the delivery of supplies, equipment, and services to support an efficient response and recovery.
- G. ESF 8, Public Health and Medical Support
1. Assists ESF 9 (Search and Rescue) in providing medical care to tsunami survivors.
 2. Supports ESF 6 (Mass Care) in providing medical services at shelters for people and pets.
 3. Manages the mass fatality, victim identification, and remains decontamination processes.
 4. Coordinates with ESF 7 (Resource Management) for additional needs such as field hospitals or morgue facilities.



- H. ESF 9, Search and Rescue
 - 1. Following the tsunami impact, locates missing person(s), boats lost at sea, downed aircraft, performs extrication if necessary, and provides initial medical stabilization of victims upon rescue.
 - 2. Collects damage assessment information and prioritize search and rescue missions on an ongoing basis.
 - 3. Coordinates with ESF 7 (Resource Management) for additional needs such as field hospitals or morgue facilities.
- I. ESF 10, Oil and Hazardous Materials Response
 - 1. Coordinates with ESF 4 – Firefighting and ESF 9 – Search and Rescue to assess the extent of hazardous materials (hazmat) incidents following tsunami impact.
 - 2. Prioritizes hazmat response by impacts to life safety in affected communities.
 - 3. Coordinates with ESF 2 – Communications to request federal assistance.
- J. ESF 12, Energy
 - 1. Facilitates the restoration of damaged energy systems and components across impacted communities.
 - 2. Supports ESF 7 – Logistics Management and Resource Support to provide generators as needed
- K. ESF 13, Public Safety and Security
 - 1. Coordinates for additional law enforcement resources to assist in providing security at selected locations, including shelters and reunification centers.
 - 2. Assists in the development and coordination of emergency traffic management plans to include crowd control measures.
 - 3. Assists in coordinating plans for the designation and security of egress and ingress routes for additional Territorial and federal response assets.
 - 4. Coordinates for mobile command vehicle(s) and other response and recovery assets as required.
- L. ESF 14, Long-Term Community Recovery – See Office of Disaster Recovery content below.
- M. ESF 15, External Affairs



1. Provides accurate, coordinated, timely, and accessible information to affected audiences, including government agencies, media, the private sector, and the public.
 2. Ensures that media is made available in English, Spanish, and other major languages.
 3. Ensures that media is made available to residents with access and functional needs.
- N. Office of Disaster Recovery
1. Coordinates with federal and private sector partners to enable community recovery from the long-term consequences of a hurricane.
 2. Establishes a Family Assistance Center to serve as a hub for long-term recovery activities across impacted communities.
 3. Identifies long-term shelter/housing opportunities for families and individuals whose residences were destroyed.
 4. Identifies, secures, and facilitates the use of federal recovery funding.
 5. Works with federal partners to provide technical assistance (for community recovery and recovery planning support).

VII. Federal Assistance

- A. The TEOP is supported by the National Response Framework.
- B. The duties and responsibilities of Federal Agencies and Organizations are detailed in the TEOP Base Plan.

VIII. Plan Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territories' response to and recovery from tsunamis.
- B. VITEMA and the GVI agencies, departments, and offices listed will review this Plan annually prior and forward recommended changes to the VITEMA.
- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this plan on an annual basis and update/revise the annex, as necessary.

IX. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).



B. See TEOP, ESF-7 Annex.

X. Authorities and References

A. See the TEOP Basic Plan, XII (Authorities and References).

XI. Acronyms and Glossary

A. See TEOP Base Plan, Table F-1 – Acronyms and Terms.



ATTACHMENT 1: TSUNAMI WARNING BULLETIN

Maintained by VITEMA



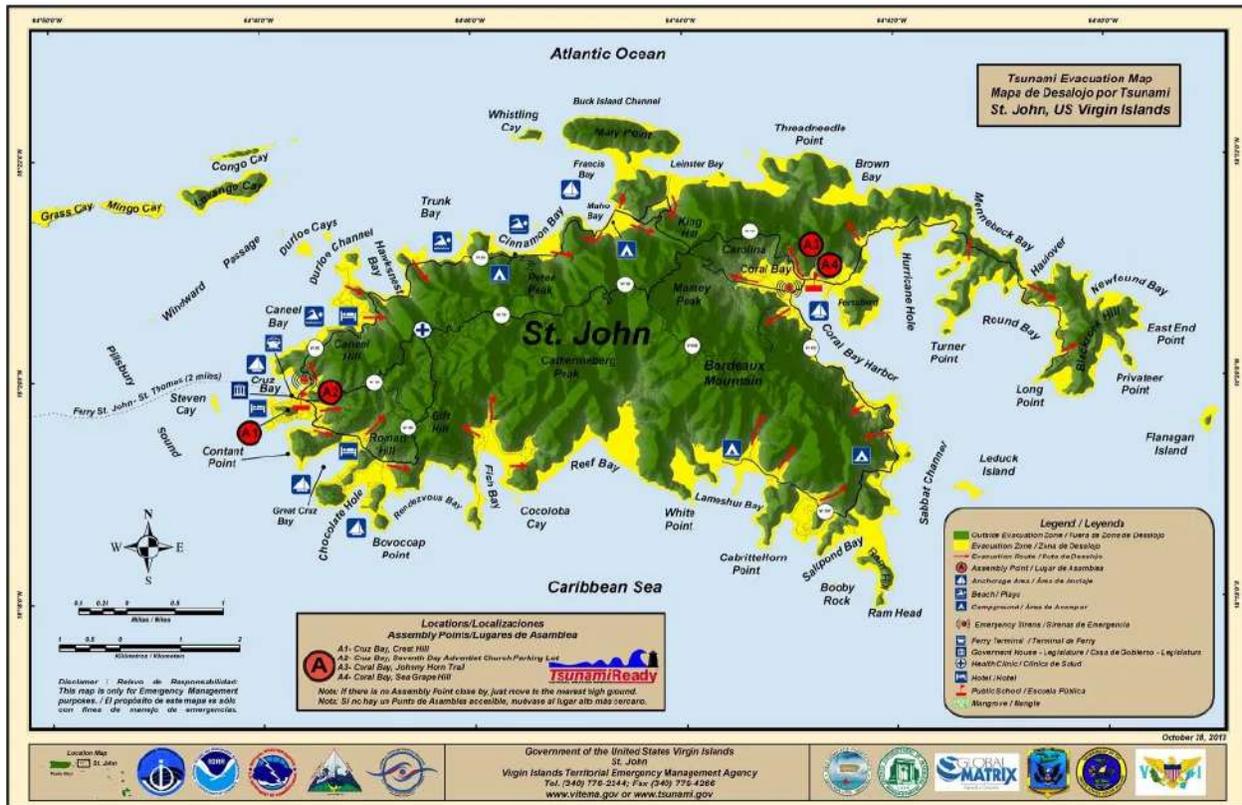
ATTACHMENT 2: DETAILED TSUNAMI INUNDATION MAPS

St. Croix Tsunami Inundation



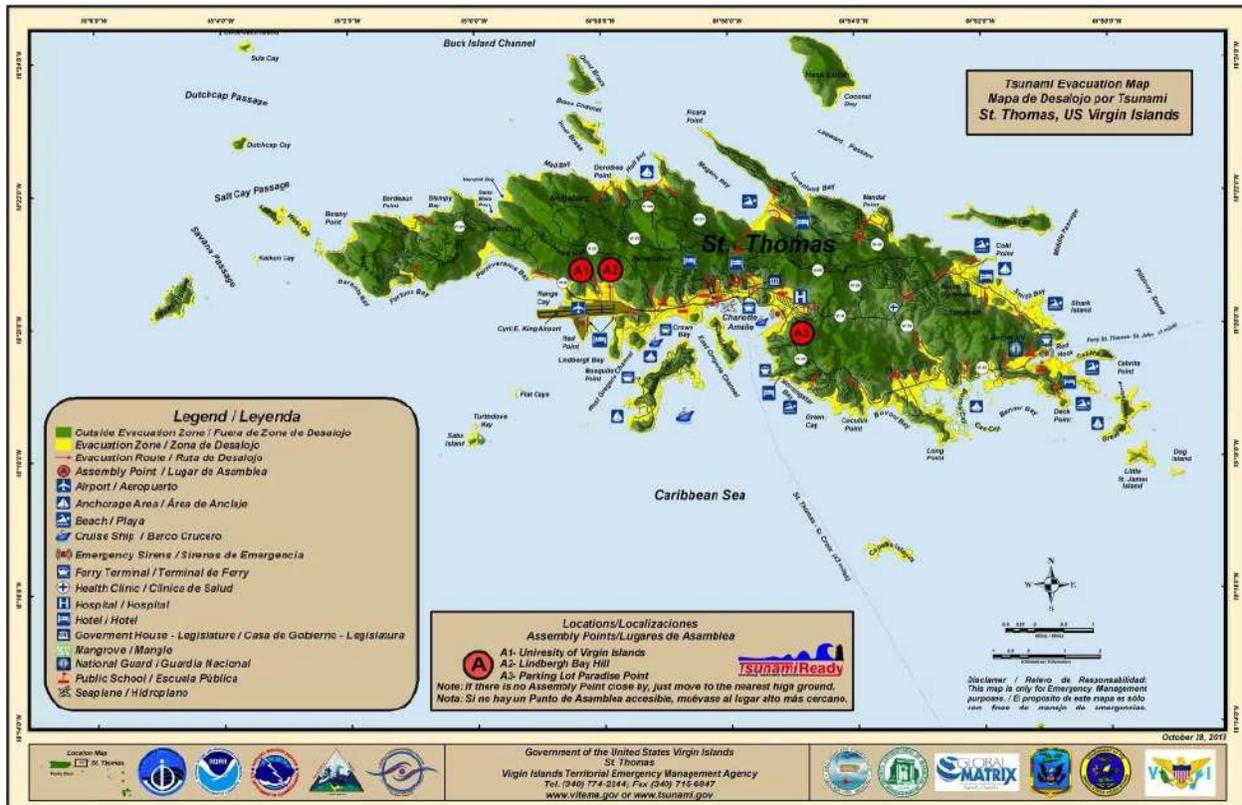


St. John Tsunami Inundation





St. Thomas Tsunami Inundation





Hazard Annex: Pandemic

This Pandemic annex supplements the U.S. Virgin Islands Territorial Emergency Operations Plan (TEOP) by providing additional context for coordinating and supporting agencies identified as part of a pandemic response.

I. Introduction

- A. A widespread disease outbreak or pandemic creates a public health emergency that rapidly takes on significant social, economic, and political dimensions. Depending on the characteristics of the disease, it may spread easily from person to person, there may be little or no immunity to the disease, a vaccine may not be available, and there may be a high rate of people getting sick and/or dying. These situations cause significant absenteeism, changing patterns of commerce, and can interrupt supply chains. Addressing decision-making challenges in pandemic response in the health context is a multi-dimensional task, involving not only health organizations, but also health authorities, healthcare systems and emergency management agencies.
- B. The annex is designed as an operational annex to the Virgin Islands Territorial Emergency Operations Plan (TEOP) and will be coordinated with other applicable partner plans. The Pandemic Annex provides guidance to the Virgin Islands Department of Health (VIDOH) leadership and staff regarding detection, response, and recovery from a pandemic affecting the health and medical system. The plan describes the unique challenges posed by a pandemic that may necessitate specific leadership decisions, response actions, and communications mechanisms.

II. Purpose

- A. The purpose of this annex is to establish specific procedures to be followed in the event of a pandemic. Virgin Islands Territorial Emergency Management Agency (VITEMA) and its partners will use the Annex to enhance the effectiveness of public health and medical response measures.

III. Scope

- A. The VIDOH will act as the lead agency in the response efforts for pandemic influenza and other disease pandemics and will oversee the development and implementation of operational procedures for essential functions outlined in the Virgin Islands Pandemic Influenza and Response Plan (dated April 2019).
- B. VIDOH may lead the Government of the Virgin Islands' (GVI) response to a pandemic based on direction and guidance from territorial and federal health authorities.



- C. The VIDOH will monitor its entire operation during a widespread disease outbreak and/or pandemic with special consideration for maintaining and enforcing public health recommendations.
- D. The VIDOH will continually develop capabilities to decrease the spread of disease throughout the community and will prioritize pandemic preparedness activities, including contingency and continuity goals.
- E. The VIDOH Incident Management Team (IMT) is composed of command and general staff members qualified and prepared to respond to a variety of incidents with varying complexity. The VIDOH IMT communicates with all required VIDOH programs as well as VITEMA through the ESF-8 liaison.
- F. Depending on the level of activation, the VIDOH IMT will communicate with the activated VIDOH programs and other health and medical entities engaged in an emergency response in accordance with other applicable VIDOH emergency response plans, policies, and procedures.
- G. The following plans may be implemented in support of the VIDOH's pandemic response:
 - 1. Virgin Islands Pandemic Influenza and Response Plan
 - 2. VIDOH All-Hazard Emergency Operations Plan (EOP)
 - 3. Territorial Emergency Operations Plan (TEOP)
 - 4. Emergency Support Function (ESF) 8: Public Health and Medical Support

IV. Situation and Assumptions

- A. Situation
 - 1. On March 11, 2020, the World Health Organization (WHO) declared the novel coronavirus (COVID-19) outbreak a global pandemic.
 - 2. There have been over 203 million confirmed COVID-19 cases, over 4.3 million deaths, and over 4 billion vaccine doses administered. ¹
 - 3. Viruses constantly change through mutation, and new variants of a virus are expected to occur. Sometimes new variants emerge and disappear. Other times, new variants persist. Numerous variants of the virus that causes COVID-19 are being tracked during this pandemic. ²
 - 4. Generally, human pandemics occur when a novel virus emerges that has the following properties:

¹ <https://covid19.who.int/>

² <https://www.cdc.gov/coronavirus/2019-ncov/variants/variant.html>



- a. Humans have little or no immunity to the virus.
 - b. The virus exhibits sustainable person-to-person transmission.
 - c. The disease impacts a significant proportion of the global population.
 - d. Pandemic preparedness is a shared responsibility of all levels of government and in the private sector. A pandemic poses significant consequences for critical infrastructure, having the potential of overwhelming local resources that could potentially impact GVI operations. The highly mobile population increases the potential for widespread spread of disease. Thus, the VIDOH and partners must maintain a stance of readiness to respond to and mitigate the impacts of a pandemic.
5. Disease Types and Characteristics
- a. Prior to the current COVID-19 pandemic, most of the pandemic planning and guidance historically revolved around novel influenza A, and Ebola Virus Disease (EVD).
 - b. The Pandemic Annex considers three major disease types for its pandemic planning and preparedness: novel influenza, novel coronavirus, and viral hemorrhagic fevers. The disease caused by each of these viruses are potentially highly contagious and may not have medical countermeasures immediately available.
 - c. Table P1 includes Disease Types and Characteristics that are included in the considerations outlined in this annex.

Table P1: Disease Types and Characteristics

Virus Type	Novel Influenza	Coronavirus	Viral	Hemorrhagic Fever (VHF)
Associated Disease Name(s)	Influenza A	COVID-19, MERS-CoV, SARS-CoV (2003)		Ebola, Marburg, Dengue Fever, Yellow Fever
General Description of Illness	Contagious respiratory illness that is different from current and recently circulating seasonal flu viruses.	Large family of viruses that are common in people as well as many species of animals. Coronaviruses cause respiratory illnesses that range from relatively mild (e.g., common cold) to severe (e.g., MERS-CoV, SARS-CoV, COVID-19).		A group of illnesses that are caused by several distinct families of viruses. VHF affects multiple organ systems and the overall vascular system is damaged. The body's ability to regulate itself is impaired, resulting in hemorrhaging (bleeding) and subsequent health issues. Some VHF viruses cause relatively mild illness, but many cause severe, life-threatening disease with high fatality rates.



U.S. Virgin Islands Territorial Emergency Operations Plan



Virus Type	Novel Influenza	Coronavirus	Viral	Hemorrhagic Fever (VHF)
Transmission	Primarily person-to-person. Droplets expelled through coughing, sneezing, or talking can spread to nearby people (within 6 feet) and can contaminate surfaces. Droplets can enter body via inhalation, or via eyes, nose, mouth by contact.	Primarily person-to-person. Droplets expelled through coughing, sneezing, or talking can spread to nearby people (3-6 feet) and can contaminate surfaces. Droplets can enter body via inhalation, or via eyes, nose, mouth by contact.		The virus originates in an animal (non-human) or insect host (e.g., rats, mice, bats, mosquitoes, ticks). Humans are infected by a host via a bite or contact with urine or feces. Person-to-person transmission then occurs via close contact (3-6 feet) or contact with blood, body fluids, or object contaminated with infected body fluid.
Impact	May cause major impact on the general public. Travel restrictions, business closings. Potential for severe impact on domestic and world economies.	May cause major impact on the public from a physical and mental health standpoint. Travel restrictions, business closings. Potential for severe impact on domestic and world economies, unless contained to specific geographic regions (e.g., MERS, SARS, COVID). Social stigma may result from coronaviruses.		Potential to cause heavy economic loss in tourism, trade, and the workforce. Significant strain on healthcare system.
Population Most at Risk	Highly dependent on the new virus' characteristics. Healthy people may be at risk in addition to those at greatest risk from seasonal flu, including: Young children, >65 years old, Pregnant women, People with certain long-term medical conditions.	Coronaviruses have varied risk populations. However, those with underlying health conditions or compromised immune systems face consistently face the greatest risk.		Highly contagious to both healthy people and those with underlying medical conditions [16]. People with a travel history to countries with widespread transmission or direct exposure to an infected person are at greatest risk.
Mitigation	Avoid exposure whenever possible. Hand washing and using alcohol-based hand sanitizers. Covering coughs and sneezes with disposable tissue or arm/sleeve. Avoid touching eyes, nose, mouth. Avoiding close contact with persons who are ill. Staying home when ill.	Avoid close contact with people who are sick. Cover coughs and sneezes with a tissue and disposing in trash. Avoid touching eyes, nose, and mouth. Clean and disinfect frequently touched objects and surfaces. Stay home when ill. Wash hands frequently. Avoid crowds. Avoid non-essential air travel or travel to an area with confirmed cases.		Avoid contact with infected hosts (rodents and arthropods) and avoid sweeping or coming into contact with animal waste products. Avoid close contact with infected people and body fluids. Vaccines are available for some VHF's.
Types of Personal Protective Equipment (PPE)	Higher level of infection control than for seasonal flu. In addition to the	<i>COVID-19 and MERS and SARS</i>		VHF requires a greater level of PPE to decrease the risk of exposure, including:



Virus Type	Novel Influenza	Coronavirus	Viral	Hemorrhagic Fever (VHF)
recommended for high-risk workers (healthcare, etc.)	<p>standard precautions of hand washing, gloves, gown, and cough etiquette, the following are recommended:</p> <ul style="list-style-type: none"> • Eye protection (goggles/face shield) • Use of N95 respirator/ facemask for all patient-care activities 	<ul style="list-style-type: none"> • N95 respirator is preferred, but a facemask can be used if supply chain issues exist • Eye protection • Gown • Gloves 		<ul style="list-style-type: none"> • Impermeable gowns and coveralls that cover the clothing and skin, and completely protect mucous membranes • PAPR or N95 respirator • Gloves with extended cuff • Boot covers • Apron <p>Additionally, personnel providing care must be always supervised by an onsite manager, and a trained observer must supervise each step of every PPE donning/doffing procedure.</p>

B. Assumptions

1. Pandemics are the result of novel infectious diseases. As a result, guidance information from territorial, national, and world health authorities will be released on a continuous basis as data is collected, and the disease is studied. The VIDOH will need to adapt in real-time as information and guidance becomes available specific to the disease in question.
2. A novel infectious disease can spread across geographical borders within several weeks or months. A pandemic can begin at any time of the year and in any place in the world with very little advanced warning.
3. A pandemic wave generally lasts from several weeks to a few months, however, variances among communities are expected. Additionally, communities may experience multiple waves of a pandemic. Overall duration from a pandemic disruption may be close to a year.
4. Method of transmission and incubation periods vary from disease to disease, meaning individuals may be able to transmit the disease even when they are not exhibiting symptoms.
5. Effective preventive measures (personal protective equipment [PPE], disinfectant, and other supplies) and pharmaceutical interventions (vaccines, antiviral medications, etc.) will likely be delayed and in short supply, making prevention efforts paramount.
6. Significant absenteeism among GVI employees and organizations that support GVI operations is expected during a pandemic. Absenteeism may



result from illness, quarantine/isolation, fear of infection, or the need to care for an ill family member.

7. A pandemic will likely result in a significant decrease in tourism. In extreme circumstances, GVI may be required to restrict travel due to help implement public health social distancing recommendations.
8. In the event of a pandemic that results in the significant loss of life, the VIDOH will serve as a critical public health and medical resource for the region. (Note: VIDOH is cited as the coordinating agency for TEOP Emergency Support Function 8: Public Health and Medical Support Annex.)

V. Concept of Operations

A. Overview

1. The VIDOH will lead GVI's response to a pandemic based on direction and guidance from territorial and federal health authorities.
2. The VIDOH will monitor its entire operation during a widespread disease outbreak and/or pandemic with special consideration for maintaining and enforcing public health recommendations.
3. The VIDOH will continually develop capabilities to decrease the spread of disease throughout the community and will prioritize pandemic preparedness activities, including contingency and continuity goals.

B. Pandemic Preparedness

The VIDOH activities ahead of a pandemic are intended to prevent and mitigate its impact to operations. The VIDOH preparedness activities include planning, exercising, evaluating, and revising the Pandemic Annex and other relevant plans and procedures. Additionally, the VIDOH staff will receive appropriate, training and equipment to bolster competencies and capacities in accordance with this plan. The VIDOH maintains strategic partnerships with local healthcare institutions and providers, and federal response agencies.

Preparedness also involves the education of customers about pandemics with recommended preparedness measures and the potential impacts on the VIDOH's operations. Stockpiling necessary equipment and supplies (i.e., hand sanitizer, disinfectant, etc.) that will be needed to respond to a pandemic are also part of the preparedness strategy.

C. Plan Activation Triggers and Operational Phases

A variety of terminology is used to describe the severity of a pandemic. The Centers for Disease Control and Prevention (CDC) and the World Health Organization (WHO) have developed systems to identify and characterize and categorize the



progressive stages of a pandemic. These categorization systems can help guide preparedness planning and implementation of responses across levels of the public and private sectors.

Table P2 aligns the VIDOH’s EOC activation levels with WHO Pandemic Phases and CDC Pandemic Intervals.

Table P2: VIDOH’s EOC Activation Levels for WHO Pandemic Phases and CDC Pandemic Intervals

WHO Pandemic Phases	Interpandemic		Alert		Pandemic		Transition
CDC Pandemic Intervals	Investigation	Recognition	Initiation	Acceleration	Deceleration	Preparation	
VIDOH EOP/EOC Activation Level	Normal Operations Level 3			Level 2/1	Level 1	Level 2/3	Normal Ops Level 3

Table P3 provides a crosswalk of the WHO Pandemic Phases, CDC Pandemic Intervals, and the VIDOH’s Departmental Emergency Operations Center (DEOC) activation levels and identifies general actions at each phase.



Table P3: WHO Pandemic Phases/CDC Intervals/VIDOH DEOC Activation Levels Crosswalk

WHO Phases	CDC Pandemic Intervals
Interpandemic phase: Period between influenza or other disease pandemics	Investigation: Investigation of novel influenza A or other infection in humans or animals
	VIDOH DEOC Activation Level 3 (Normal) <ul style="list-style-type: none"> ▪ Steady preparedness state ▪ DEOC is not activated ▪ Review and revise relevant plans as appropriate ▪ Maintain the general preparedness via planning, training, and exercises
Alert phase: Influenza (or other disease) caused by a new subtype has been identified in humans	Recognition: Recognition of increased potential for ongoing transmission of a novel influenza A or other virus
	VIDOH DEOC Activation Level 3 (Normal) <ul style="list-style-type: none"> ▪ Situation exists that requires monitoring ▪ DEOC is not activated ▪ Non-activated status ▪ Monitoring for public health and medical emergencies through the VIDOH Public Health Emergency Preparedness Program (PHEP) investigation ▪ VIDOH single jurisdiction or hospital involvement ▪ No VIDOH Incident Management Team (IMT) activation
Pandemic phase: Global spread of human influenza A or other virus caused by a new subtype	Initiation: Initiation of a pandemic wave
	DOH Activation: Level 2 (ALERT with Partial DEOC Staffing) to Level 1: (ACTIVATION with DEOC fully staffed) <ul style="list-style-type: none"> ▪ Situation exists that impacts a portion of the Virgin Islands ▪ A partial in person or virtual DEOC activation may occur ▪ If activated, in person or virtually - follow VIDOH DEOC activation protocols outlined in the VIDOH All-Hazards EOP ▪ Coordinate operations with Incident Commander(s) ▪ Develop situation reports ▪ Coordinate with partners ▪ Potential for significant health and medical impact; multiple VIDOH office involvement, VIDOH, hospitals or Healthcare Coalitions (HCC) ▪ IMT activation ▪ Partial activation with staffing scalable ▪ Possible impending events territorial or nationwide (may include warnings and public information) ▪ Likely reduction in programmatic functions ▪ Possible partial VITEMA EOC Activation



WHO Phases	CDC Pandemic Intervals		
Pandemic phase: (cont.) Global spread of human influenza A or other virus caused by a new subtype	Acceleration: Acceleration of a pandemic wave		
	DOH Activation Level: 1 Full Activation with Staffing		
	<table border="1"> <tr> <td> <ul style="list-style-type: none"> ▪ Widespread or catastrophic health and medical impact ▪ All VIDOH offices involved or impacted ▪ Territorial involvement ▪ Full IMT activation ▪ An event requiring declaration is occurring or imminent when it has exceeded the capabilities of the public health infrastructure </td> <td> <ul style="list-style-type: none"> ▪ Brief the VIDOH Leadership on emergency ▪ Coordinate with territorial, state and federal partners </td> </tr> </table>	<ul style="list-style-type: none"> ▪ Widespread or catastrophic health and medical impact ▪ All VIDOH offices involved or impacted ▪ Territorial involvement ▪ Full IMT activation ▪ An event requiring declaration is occurring or imminent when it has exceeded the capabilities of the public health infrastructure 	<ul style="list-style-type: none"> ▪ Brief the VIDOH Leadership on emergency ▪ Coordinate with territorial, state and federal partners
	<ul style="list-style-type: none"> ▪ Widespread or catastrophic health and medical impact ▪ All VIDOH offices involved or impacted ▪ Territorial involvement ▪ Full IMT activation ▪ An event requiring declaration is occurring or imminent when it has exceeded the capabilities of the public health infrastructure 	<ul style="list-style-type: none"> ▪ Brief the VIDOH Leadership on emergency ▪ Coordinate with territorial, state and federal partners 	
Deceleration: Deceleration of a pandemic wave			
	DOH Activation Level: 3 with continuance of some Level 2 activities		
	<table border="1"> <tr> <td> <ul style="list-style-type: none"> ▪ Situation exists that requires monitoring ▪ VODOH DEOC is not activated </td> <td> Level 2 activities that may continue: <ul style="list-style-type: none"> ▪ Develop situation reports ▪ Coordinate operations with Incident Commander(s) ▪ Coordinate with regional partners ▪ Plan for VIDOH DEOC deactivation </td> </tr> </table>	<ul style="list-style-type: none"> ▪ Situation exists that requires monitoring ▪ VODOH DEOC is not activated 	Level 2 activities that may continue: <ul style="list-style-type: none"> ▪ Develop situation reports ▪ Coordinate operations with Incident Commander(s) ▪ Coordinate with regional partners ▪ Plan for VIDOH DEOC deactivation
<ul style="list-style-type: none"> ▪ Situation exists that requires monitoring ▪ VODOH DEOC is not activated 	Level 2 activities that may continue: <ul style="list-style-type: none"> ▪ Develop situation reports ▪ Coordinate operations with Incident Commander(s) ▪ Coordinate with regional partners ▪ Plan for VIDOH DEOC deactivation 		
Transition phase: Reduction in global risk, reduction in response activities, or progression toward recovery actions	Preparation: Preparation for future pandemic waves		
	DOH Activation Level: Normal Operations		

The VIDOH will communicate with VITEMA to coordinate and manage resources, information, and response efforts. The VIDOH will assess the viability of community information campaigns and recommendations and establish criteria for implementation of appropriate guidance. During the *Investigation and/or Recognition Intervals* where islands are not directly affected or minimally affected, the VIDOH will lead preparedness and education efforts for pandemics. At such time that the CDC identifies that the U.S. is in the *Initiation or Acceleration Interval*, VIDOH will evaluate the Virgin Island’s response and implement appropriate actions.



VI. Organization and Assignment of Responsibilities

A. General

1. The USVI TEOP provides the general roles and responsibilities of GVI departments and Federal agencies in preparation, response, and recovery from a disaster impacting the Territory. This annex provides an overview of the general roles and responsibilities of GVI departments and federal agencies relating to pandemics.

B. VIDOH

1. Collects and interprets surveillance data.
2. Disseminates surveillance data to federal, local, and other state public health agencies, health care providers and hospitals.
3. Provides up-to date information on the pandemic to other programs within the VIDOH.
4. With guidance from CDC and other national advisory groups, develops and disseminates to local health departments, health care providers and hospitals (specifically hospital administrators, hospital disaster coordinators, emergency department directors, infection control nurses, hospital epidemiologists, and infectious disease directors) guidelines on the prevention, diagnosis, and treatment of pandemic-related illnesses.
5. Develops a system for communicating with the public about circulating virus, disease burden and control measures.

C. Department of Human Services

1. Serves as the lead agency for mass care.

D. Department of Justice (DOJ)

1. Assists Territorial health and medical response operations in victim identification.
2. Responsible for determining the manner, mode and cause of death, and identification of the deceased.
3. Responsible for securing facilities (permanent and temporary for storing of decedents awaiting identification and disposition).
4. Holds the authority by law to select a burial site.
5. Provides the territorial government with legal identification of the dead.
6. Provides communications, transportation, and other logistical support to the extent possible.
7. Provides cold storage for unidentified bodies.



- E. Department of Planning and Natural Resources
 - 1. Provides technical advice and sample analysis for public water supply systems.
 - 2. Provides air monitoring and wipe sampling for select hazardous materials inside buildings or structures when monitoring resources are not committed to other hazardous materials missions.
 - 3. Provides toxicological expertise and risk communication expertise in support of health risk communication about chemicals or other health risks.
 - 4. Provides technical advice to medical care providers on chemical decontamination of emergency responders or other exposed persons, and the disposal of contaminated wastes.
 - 5. Provides technical expertise on disposal of biomedical waste.
- F. Department of Property and Procurement
 - 1. Assists Territorial health and medical response operations by providing facilities, equipment supplies and other logistical support.
- G. Governor Juan F. Luis Hospital
 - 1. Provides clinical services/support to the Virgin Islands community.
- H. Schneider Regional Medical Center
 - 1. Provides clinical services/support to the Virgin Islands community.
- I. Veterans Affairs
 - 1. Provides available medical and mental health support to assist in the support of Territorial government through the VI Healthcare Coalition.
 - 2. Provides information on status and needs of veterans and veterans support agencies.
- J. Virgin Islands Fire Services
 - 1. Provides general fire services assistance.
- K. Virgin Islands Police Department
 - 1. Provides general enforcement assistance.
 - 2. Enforces quarantine orders.
- L. VOAD
 - 1. Coordinates with the Volunteer Donations Management Team (VDMT) to match volunteer's skills, ability, and interests with the ongoing labor needs of response operations.



- M. American Red Cross of the Virgin Islands
 - 1. Provides disaster health services personnel, as available.
 - 2. Provides disaster mental health personnel, as available.
 - 3. Provides disaster spiritual care, as available.
- N. Frederiksted Health Care Inc.
 - 1. Provides clinical services/support to the Virgin Islands community.
- O. St. Thomas East End Medical Center
 - 1. Provides clinical services/support to the Virgin Islands community.

VII. Federal Assistance

- A. The TEOP is supported by the National Response Framework.
- B. The duties and responsibilities of Federal Agencies and Organizations are detailed in the TEOP Base Plan.

VIII. Plan Development and Maintenance

- A. This Plan is the principal source of documentation concerning the Territory's pandemic response.
- B. VITEMA and the GVI agencies, departments, and offices listed will review this Plan annually prior to the start of insert hazard season and forward recommended changes to the VITEMA.
- C. VITEMA will coordinate the efforts of all responsible agencies, departments, and offices for plan revisions and updates.
- D. At a minimum, VITEMA will review this plan on an annual basis and update/revise the annex as necessary.

IX. Administration, Logistics, and Finance

- A. See the TEOP Basic Plan, Section X (Administration, Logistics and Finance).
- B. See TEOP, ESF-7 Annex.

X. Authorities and References

- A. See the TEOP Basic Plan, XII (Authorities and References).

XI. Acronyms and Glossary

- A. See TEOP Base Plan, Table F1, Acronyms and Terms.