



2024 - 2027

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 2024, the Virgin Islands Territorial Emergency Management Agency (VITEMA) initiated comprehensive updates to the TEOP to align with the 2022 Emergency Management Accreditation Program (EMAP) Standards and Comprehensive Planning Guide (CPG) 101 requirements. The enhanced plan incorporates updates to the FEMA's Community Lifelines framework, expanded Essential Elements of Information (EII), and streamlines supporting plans, Standard Operating Procedures (SOPs), and annexes.

The updated version includes this Base Plan with updates to the Hazard Risk Identification Assessments. These updates strengthen coordination among Territorial agencies and organizations while enhancing continuity of government operations, resource management procedures, and disaster communications protocols. The plan also establishes more robust frameworks for public-private coordination through the Business Emergency Operations Center (BEOC). 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."

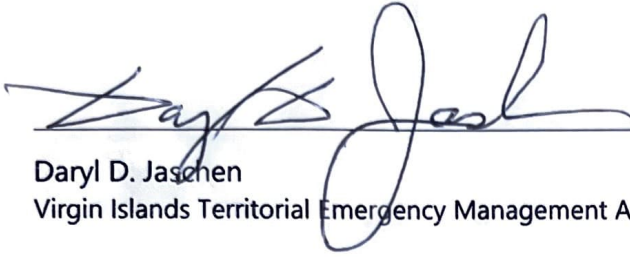
This plan is in accordance with existing federal and territorial statutes and understandings of the various departments involved. It will be reviewed and recertified periodically by the VITEMA Director. All recipients are requested to advise VITEMA of any and all changes which might result in its improvement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



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

31 DECEMBER 2024
Date



Record of Changes

Date of Change(s)	Section	Page (s)	Description of Changes(s)	Feedback Provide By:	Change(s) made By:
9/30/2021	All Sections	All	A new TEOP was developed based on emergency support functions and hazard-specific annexes	All Coordinating Agencies	VITEMA Contractor
12/30/2022	Annex A		Updating hazards to reflect those in the 2019 HMP	EMAP Internal Team	VITEMA Planning & Preparedness Division
01/10/2023	ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	30	Private Sector Coordination		VITEMA Planning & Preparedness Division
01/25/2024	At-Risk Annex		Addition of At Risk Annex		VITEMA Planning and Preparedness Division
12/30/2024	All Sections		Updated information regarding HIRA, and ensured all parts are compliant with the 2022 EMAP Standard. Updated all references to 2024 standards and requirements Integrated FEMA's Community Lifelines framework throughout Enhanced documentation requirements across all sections Updated agency names and responsibilities throughout Added cultural competency considerations in multiple sections Strengthened coordination mechanisms between ESFs.		VITEMA Planning and Preparedness Division
12/30/2024	Introduction	1	Updated reference to 2024 comprehensive updates to align with 2022 EMAP Standards and CPG 101 requirements Added information about incorporation of FEMA's Community Lifelines framework Added reference to expanded Essential Elements of Information		VITEMA Planning and Preparedness Division



U.S. Virgin Islands Territorial Emergency Operations Plan



			(EEI) New content about streamlined supporting plans, SOPs and annexes	
12/30/2024	Situation and Assumptions	3-7	Updated population statistics from "105,870" to "87,146" based on 2020 Census Added new section about At-Risk Populations Communications Procedures Annex (2024) Added new paragraph about the Business Emergency Operations Center (BEOC) as primary public-private sector interface	VITEMA Planning and Preparedness Division
12/30/2024	Concept of Operations	7-15	Added new section about comprehensive Training Matrix system Added details about KPI reports and qualification standards New content about BEOC liaison roles and responsibilities Updated lifelines table with more detailed component descriptions	VITEMA Planning and Preparedness Division
12/30/2024	Information Collection and Dissemination	15-20	Added new regular testing schedule requirements Added specifications for alternate systems documentation Enhanced documentation requirements for communications testing	VITEMA Planning and Preparedness Division
12/30/2024	Organization and Assignment of Responsibilities	20-31	Added BEOC coordination responsibilities Updated ESF assignments and coordinating agencies Added private sector coordination details through BEOC	VITEMA Planning and Preparedness Division
12/30/2024	Administration, Finance and Logistics	32-37	Added new Program Budget and Financial Administration section Enhanced Resource Management Systems section Added Exercise Program Enhancements and documentation standards	VITEMA Planning and Preparedness Division



Record of Distribution

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



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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 87,146—which indicates a significant drop from its 2010 population of 106,405.
 - a. The Territory maintains specific procedures for communicating with at-risk populations through the At-Risk Populations Communications Procedures Annex (2024). This annex ensures targeted, culturally competent, and accessible communications across multiple channels for older adults, individuals with access and functional needs, those with limited English proficiency, individuals with limited transportation/financial resources, children, and persons experiencing homelessness. The annex establishes a phased approach for message development, distribution channel identification, and information presentation while emphasizing cultural competency and integration with other emergency plans.
 - 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

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



- 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 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. With the update of the Hazard Mitigation Resiliency Plan it was also noted that threats such as other growing threats are discussed, such as Sargassum and extreme heat, which have potential economic consequences. Specific Annexes will be developed as data is accumulated.
 - e. 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 for each Lead Emergency Support Function 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. The established Business Emergency Operations Center (BEOC) serves as the primary interface between the public and private sectors during disasters, enabling critical coordination of resources and information sharing to support response operations. This capability is integrated into the Territorial Emergency Operations Plan to ensure systematic engagement of private sector partners during emergencies.
14. VITEMA briefs appropriate Territorial officials and private organizations on their roles and responsibilities in the execution of this TEOP.
15. The TEOP complies with appropriate territory and federal laws and authorities (see Part XII, Authorities and References).
16. 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.

9. The Territory has established a comprehensive Training Matrix system to ensure personnel readiness and capability across all emergency management functions. This matrix tracks personnel training requirements and completions according to tenure levels and categorizes training aligned with FEMA's Community Lifelines framework. The matrix generates Key Performance Indicator (KPI) reports that enable leadership to monitor training status, identify gaps, and allocate resources effectively across the Territory. This data-driven approach supports consistent qualification standards and helps maintain operational readiness for response and recovery operations.
10. Training completion records within the matrix document position-specific qualifications, required certifications, and specialized skills that support activation of EOC positions and field response roles. The Training Officer maintains this centralized system, conducts regular compliance reviews, and provides quarterly status updates to the Emergency Management Council. This systematic tracking ensures the Territory maintains appropriate levels of qualified personnel to staff all emergency support functions during extended operations.

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.

C. Access and Functional Needs

7. The TEOP has taken into consideration Population-Specific Planning
 - a. Identification of vulnerable populations



- b. Specialized transportation resources
 - c. Medical needs consideration, under which Department of Health has approved Patient Movement Plan
8. Evacuation Procedures
 - a. Island-specific evacuation routes
 - b. Transportation assistance protocols
 - c. Special Facility evacuation plans
9. Shelter Operations
 - a. Accessibility requirements
 - b. Medical support capabilities
 - c. Service animal accommodations
10. Coordinating agencies, support agencies and volunteer organizations are incorporated into plans and annexes.
11. Additional Territory agencies may be required to support each ESF and hazard-specific annex.
12. 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 and Emergency Medical Services
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 and Emergency Medical Services
ESF 10	Oil and Hazardous Materials Response	VI Fire and Emergency Medical Services
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



D. 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. The EMC also serves as the EMAP Accreditation Advisory Committee.
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	Coordinating Agency
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 	VIFEMS VIPD
Food, Hydration, Shelter 	<ul style="list-style-type: none"> • Food • Water • Shelter • Agriculture 	<ul style="list-style-type: none"> • ESF 6 • ESF 11 • ESF 14 (BEOC) 	DHS VIDA BEOC
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 • ESF 14(BEOC) 	DOH DOJ BEOC
Energy (Power & Fuel) 	<ul style="list-style-type: none"> • Power Grid • Fuel (gas, diesel, and propane) 	<ul style="list-style-type: none"> • ESF 12 • ESF 14(BEOC) 	VIEO WAPA BEOC
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 • ESF 3 • ESF 3 • ESF 5 	BIT DPW VIWMA VITEMA
Transportation 	<ul style="list-style-type: none"> • Highway/Roadway/Motor Vehicle • Mass Transit • Railway • Aviation • Maritime 	<ul style="list-style-type: none"> • ESF 1 • ESF 13 	P&P VIPD
Hazardous Materials 	<ul style="list-style-type: none"> • Facilities • Hazardous Materials, Pollutants, Contaminants 	<ul style="list-style-type: none"> • ESF 10 	VIFEMS



Lifeline	Components	Related ESF	Coordinating Agency
Water Systems 	<ul style="list-style-type: none"> • Potable Water Infrastructure • Wastewater Management 	<ul style="list-style-type: none"> • ESF 12 • ESF 3 • ESF 10 	<ul style="list-style-type: none"> • VIEO • WAPA • DPW • WMA • VIFEMS • DPNR

- 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.

15. Resource Management Systems

- a. The Territory has implemented a comprehensive resource management system utilizing NIMS resource typing definitions. The system maintains a current resource typing library that is updated annually to reflect changes in capability definitions and requirements. All program resources have documented typing requirements that clearly define their capabilities and limitations.
- b. The resource tracking component provides real-time inventory management capabilities including current location, operational status, and availability of all program resources. The system maintains complete maintenance records, monitors resource deployments, and generates automated alerts for low inventory levels, upcoming maintenance requirements, certification expirations, and pending resource requests.
- c. Resource testing and maintenance procedures are established according to resource type. The procedures document all maintenance activities, associated costs, preventive maintenance schedules, and equipment failure incidents. This documentation supports lifecycle planning and resource replacement scheduling.

16. Communications System Testing and Maintenance

- a. The Emergency Management Program shall conduct regular testing of all communications systems according to an established schedule. This schedule shall include daily system checks, weekly functional tests, monthly end-to-end tests, quarterly backup systems tests, and an annual full-scale communications exercise. Each test shall verify system functionality, interoperability, and performance against established standards.



- 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.
 - g. The Emergency Operations Center Standard Operating Procedures (EOC SOP), developed under the Operations Division, includes comprehensive checklists for all Emergency Support Functions (ESFs) to ensure efficient and coordinated response operations.
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.

G. 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. Information Collection and Dissemination
1. Regular Testing Schedule
 - a. Monthly testing of primary systems
 - b. Quarterly tests of backup systems
 - c. Annual end-to-end testing
 2. Alternate Systems
 - a. Redundant communications pathways
 - b. Mobile communications platform
 - c. Satellite backup systems
 3. Documentation
 - a. Test results and corrective actions
 - b. System reliability metrics
 - c. After-action reviews of system failures
- D. 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).

E. 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 are 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].

F. 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.
 - (a) The All-Hazards Siren Warning System is designed to activate for regional and distant tsunamis. However, during a local tsunami event where impact could occur within 10 minutes, activation of the sirens will be delayed until official confirmation is received from the Tsunami Service Provider to ensure accuracy of the alert.
 - (5) System design allows all-hazards capability but currently limited to tsunami-related functions
 - (6) 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 preprogrammed 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 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.

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.



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 EEIs 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 EEIs 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 Resiliency Plan (HMRP) annually, and update and publish changes as necessary.
 - (a) The HMRP serves as the Territory’s operational and programmatic guidance to promote cost-effective measures to reduce hazard impacts.
 - (b) The HMRP 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 HRMP every five (5) years for submission to FEMA.
 - (2) Develop and implement HMRP-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) Recovery Operations Framework.
 - (a) The Emergency Management Program shall establish clear triggers for activating recovery operations based on damage assessment thresholds, resource availability, critical infrastructure status, economic impacts, and community needs assessments. These triggers shall guide the transition from response to recovery operations while ensuring continuity of essential services.
 - (b) Recovery priorities shall be established in order of precedence, beginning with life safety and health, followed by essential services restoration, critical infrastructure repair, economic stabilization, housing restoration, and environmental remediation. These priorities shall guide resource allocation and operational planning throughout the recovery process.
 - (c) The Program shall maintain detailed documentation of recovery resource requirements including personnel needs by function, equipment requirements, supply chain restoration needs, contractor support requirements, technical expertise needs, and financial resource projections. This documentation shall be reviewed and updated annually to reflect changes in capability and capacity.
 - (3) Assist the Territory in conducting recovery operations in accordance with the *United States Virgin Islands Disaster Recovery Plan*.



- (4) Reimburse response and recovery claims utilizing the authority of the FCO as authorized by the Stafford Act.
 - (d) Upon declaration of a major disaster, federal assistance to disaster victims may become available from three program areas: Individual Assistance, Public Assistance, and Mitigation.
 - (e) Administration of these programs may be coordinated through a joint Federal/Territorial effort in a Joint Field Office (JFO).
 - (f) 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://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. Establishment of the Business Operations Center that will consist as an integration point for private and public coordination for sustained response and recovery operations.
 - (1) The BEOC has been established, and will support the EOC as needed through support planning, engagement and integration of private sector partners.
 - (2) A BEOC liaison will be located in the EOC upon activation and will be the point of contact to the BEOC for all requests and support needed.
 - (a) Two BEOC liaisons have been identified and will support each district in coordination with DLCA.
 - b. Planning for the protection of employees, infrastructure, and facilities.
 - c. Planning for the protection of information and business continuity of operations.
 - d. Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
 - e. 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.
 - f. Developing and exercising emergency plans before an incident occurs.
 - g. 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.
- G. All Emergency Support Function (ESF) Coordinating Agencies have developed and maintain Continuity of Operations (COOP) Plans that identify their essential functions and support Continuity of Government (COG). These plans ensure the Territory's ability to maintain critical operations across all ESFs during emergencies while preserving the line of governmental authority.



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.
3. Continuous Improvement Program Policy
- a. Annex A of the Virgin Islands Integrated Preparedness Plan (IPP) 2024-2026 outlines the Continuous Improvement Program (CIP). This policy establishes a framework to ensure consistent improvement in emergency management activities before, during, and after exercises or real-world incidents.
 - a. Purpose: Aligns with FEMA Continuous Improvement Program guidelines and Emergency Management Accreditation Program (EMAP) standards.
 - b. Scope: Applicable to all VITEMA staff and territorial emergency management agencies.
 - b. The Planning & Preparedness Division manages the CIP by identifying and tracking corrective actions based on After-Action Reports (AARs). It assigns lead agencies to implement specific actions and monitors progress through quarterly Continuous Improvement Working Group (CIWG) meetings. Data collection is facilitated using the CIP Collection Form 1 and the CIP Capability & Gap Analysis Review.
 - c. Each corrective action is tracked using a standardized system that includes a description of the action, the responsible agency, deadlines, status updates, and verification of effectiveness. Lead agencies are tasked with developing actionable steps and providing regular progress updates.
 - d. CIWG meetings, held quarterly, review and update corrective actions, address challenges, and assess the effectiveness of the implemented changes. They also identify new areas for improvement, evaluate the overall effectiveness of the CIP process, and incorporate lessons learned into recommendations for future updates.
 - e. To ensure continuous improvement, VITEMA conducts annual evaluations of the territory's emergency management capabilities. These evaluations involve self-assessments, peer reviews, and external audits, with results informing budget allocation, resource planning, and improvement efforts. The evaluation process adheres to FEMA guidelines and industry best practices.
 - f. The Continuous Improvement Cycle integrates planning, training, and exercises to embed a culture of ongoing improvement within the emergency management framework. The policy is reviewed and updated annually or as necessary to adapt to evolving needs and



priorities. Through this structured approach, the CIP enhances the Virgin Islands' preparedness, response, mitigation, and recovery capabilities.

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. Program Budget and Financial Administration

1. General

a. VITEMA will maintain a dedicated program budget that:

- (1) Documents all program funding sources
- (2) Identifies funding for all program components
- (3) Defines financial responsibilities for all program elements

4. Financial Procedures will include:



- a. Tracking of program expenditures
 - b. Annual Budget planning process
 - c. Fiscal controls and oversight
 - d. Documentation of financial resources allocated to program elements
 5. The VITEMA Director will review the program budget annually with VITEMA Senior Team and Advisory Committee if necessary.
- E. Logistics
 6. 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.
 7. 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.
 8. Resource Management Systems
 - a. Resource Typing
 - (1) All resources will be typed according to NIMS standards
 - (2) Resource Typing definitions maintained in database
 - b. Resource Tracking
 - (3) Real-time inventory system for critical resources
 - (4) Deployment and demobilization tracking
 - (5) Maintenance and testing records
 - c. Resource Ordering
 - (6) Standard requisition procedures
 - (7) Emergency Procurement protocols
 - (8) Mutual Aid request process
 9. 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.
 10. 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.
 - (9) Bottled Water
 - (10) Generator Maintenance
 - (11) Road Clearance
 - (12) Roof Repair
 - (13) Debris Removal
 11. All emergency contracts should be renewed no later than June 1st annually.
 12. The Territory of the U.S. Virgin Islands maintains a standalone Resource Management Plan annex that provides comprehensive guidance, procedures, and protocols for resource management activities. This plan details specific requirements, systems, and processes that Territory agencies must follow to fulfill their resource management responsibilities in compliance with EMAP standards.
- F. Exercise Program Enhancements
13. Exercise Program Documentation Standards
 - a. The Emergency Management Program shall maintain comprehensive documentation for all exercises. Required documentation includes the Exercise Plan, Controller/Evaluator Handbook, Master Scenario Events List, Exercise Evaluation Guides, After Action Report, and Improvement Plan. The Exercise Plan shall be completed 60 days prior to the exercise, with the Controller Handbook finalized 30 days prior. The After Action Report shall be completed within 30 days following the exercise, and the Improvement Plan shall be finalized within 90 days post-exercise following the Continuous Improvement Program Policy.
 - b. The Exercise Program utilizes a corrective action tracking system and CIP Policy that documents all identified issues, assigns responsibility



for corrections, establishes completion timelines, tracks implementation status, and validates corrections through subsequent testing. Each corrective action shall be monitored until completion and closure is verified through appropriate testing or demonstration.

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 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, Continuous 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.
- L. Training Program Requirements
 - a. VITEMA will maintain a comprehensive training program that includes:
 - i. Training needs assessment updated annually
 - ii. Required training by position/role
 - iii. Training schedule and delivery methods
 - iv. Documentation procedures
 - b. Required Training Elements:
 - i. EOC operations
 - ii. ICS/NIMS training per federal guidelines
 - iii. ESF-specific training
 - iv. Exercise participation
 - c. Training Records:
 - i. Individual training transcripts maintained
 - ii. Course completion documentation
 - iii. Annual training compliance reports

Training Records System

The Emergency Management Program shall maintain a centralized electronic database system for all training records. This system will document course completion dates, certification expiration dates, instructor qualifications, performance evaluations, and continuing education credits for all personnel. All training records shall be retained for a minimum period of five years from the date of training completion. The Training Officer shall conduct quarterly reviews of the database to ensure compliance with documentation requirements.

Position-specific training requirements shall be clearly documented within the training system. The documentation shall outline entry-level requirements, advanced and specialized training needs, leadership development pathways, and refresher training schedules for each position type within the emergency management organization. These requirements shall be mapped directly to job responsibilities and reviewed annually for updates based on evolving program needs.

The Emergency Management Program shall establish and track quantitative metrics for assessing training effectiveness. These metrics shall include course completion rates, test scores and pass rates, student evaluations, and instructor



performance assessments. The Training Officer shall conduct quarterly analysis of these metrics and present findings to the Emergency Management Council during the annual program review.

- (a) VITEMA maintains a comprehensive training program anchored by a Territory-wide Training Matrix. This matrix system:
 - (i) Tracks all training by personnel tenure levels
 - (ii) Categorizes training requirements according to FEMA Community Lifelines
 - (iii) Consolidates training data into Key Performance Indicator (KPI) reports
 - (iv) Provides real-time training status across all emergency management functions
 - (v) Documents training completions, certifications, and requirements
- (b) The Training Matrix serves as the Territory's centralized training records system and supports:
 - (i) Training needs assessment updated annually
 - (ii) Required training by position/role
 - (iii) Training schedule and delivery methods
 - (iv) Compliance monitoring and reporting
 - (v) Performance tracking and analysis
- (c) The KPI reports generated from the Training Matrix provide leadership with actionable metrics on:
 - (i) Training completion rates
 - (ii) Certification status
 - (iii) Capability gaps
 - (iv) Program effectiveness
 - (v) Resource allocation needs

The Territory has adopted the National Qualification System (NQS) to ensure consistent qualification, certification, and credentialing standards for emergency response personnel. This system establishes position-specific qualification requirements based on the FEMA National Incident Management System (NIMS) Job Titles/Position Qualifications and Position Task Books (PTBs). Through integration with the Territory's Training Matrix, the NQS provides a standardized approach to qualifying and credentialing incident management and support personnel, ensuring deployment readiness across all ESFs and response functions. See Appendix H to this Base Plan for detailed NQS implementation procedures, including position qualifications, certification processes, and integration with the Territory's Training Matrix system.



- M. Resource Management Training Program: This will support the resource management training program by establishing clear training requirements, implementing an exercise schedule to test distribution systems, and incorporating performance metrics and evaluation criteria to ensure effectiveness and continuous improvement.
 - a. Required Training
 - i. NIMS/ICS Resource Management courses
 - ii. WebEOC resource tracking
 - iii. Point of Distribution operations
 - iv. Procurement procedures
 - b. Exercise Requirements:
 - i. Quarterly resource distribution drills
 - ii. Annual full-scale POD Exercise
 - iii. Semi-annual inventory management tests
 - c. Evaluation Criteria:
 - i. Resource request processing times
 - ii. Distribution accuracy rates
 - iii. Documentation compliance

The Virgin Islands Territorial Emergency Operations Plan (TEOP) is a living document maintained by the VITEMA Deputy Director for Planning and Preparedness, with support from United States Virgin Islands' departments and agencies. It is revised based on new policies, lessons learned, or feedback from exercises and training. Major changes are approved by the VITEMA Director and the Emergency Management Council, with a full review conducted biennially following FEMA guidelines. Updated versions are distributed to stakeholders and posted online. All annexes and supporting appendices are designed to complement and support the TEOP, ensuring a comprehensive framework for emergency management. To ensure effectiveness, the TEOP is supported by a comprehensive training program, including EOC operations, ICS/NIMS guidelines, and ESF-specific roles, alongside a resource management program focusing on training, exercises, and performance evaluations to maintain preparedness and improve processes.

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)
2024	Tropical Storm Ernesto (FEMA-4841-DR-VI)
2023	
2022	Operation Safe Water(EM-3584-VI)
2021	
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



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Decade	Disaster(s)
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. Cyber-Security Breach
 - 2. Hazardous Materials
 - 3. Pandemic/Infectious Disease Outbreak
 - 4. Transportation
 - 5. Sargassum
 - 6. Climate Change-rising sea levels
 - 7. Extreme Heat

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).
- C. The Territory's hazard analysis has been expanded to include emerging threats such as Sargassum blooms, extreme heat, and sea-level rise, reflecting the growing impact of climate change on the region. These hazards present unique challenges: Sargassum blooms disrupt water supply systems and marine ecosystems, extreme heat endangers public health and increases energy demands, and rising sea levels



exacerbate coastal flooding and threaten critical infrastructure. By integrating these new hazards into the planning framework, the Territory enhances its ability to address both immediate and long-term risks, ensuring a comprehensive approach to resilience and preparedness.



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. The trainings have also been offered for Law Enforcement personal based on Advanced Law Enforcement Rapid Response Training. 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.
6. The updated information from the National Risk Index, completed in 2024, will be available in 2025 and will serve to enhance earthquake response activities and outreach efforts.



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. The Emergency Operations Center Standard Operating Procedures (EOC SOP), developed under the Operations Division, includes comprehensive checklists for all Emergency Support Functions (ESFs) to ensure efficient and coordinated response operations.
- 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



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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 and Emergency Medical 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 Logistics
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 and Emergency Medical 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 and Emergency Medical Services 1. Director 2. Assistant Director 3. Chief 4. Deputy Chief
ESF 10 Oil and Hazardous Materials Response	VI Fire and Emergency Medical 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



U.S. Virgin Islands Territorial Emergency Operations Plan



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



U.S. Virgin Islands Territorial Emergency Operations Plan



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



XIII. COMPREHENSIVE EMERGENCY SUPPORT FUNCTION (ESF) OPERATIONS GUIDE

Purpose and Scope

This guide establishes a comprehensive framework for coordinating emergency response and recovery operations through the Territory's Emergency Support Function (ESF) structure. It defines essential responsibilities, reporting requirements, and coordination protocols to ensure effective multi-agency response during emergencies and disasters.

This guide applies to all designated ESF lead and support agencies operating within the Territory's emergency management framework. It encompasses:

- Core task assignments for each ESF
- Essential Elements of Information (EEI) reporting requirements
- Resource management protocols
- Interagency coordination procedures
- Timeline requirements for information sharing and reporting

Situation

The effective implementation of emergency response operations requires clear delineation of responsibilities and robust information sharing across multiple agencies and jurisdictions. This guide serves as the operational framework to achieve coordinated action through the ESF structure.

Concept of Operations

A. Each ESF operates within its designated scope while maintaining coordination with other ESFs through established reporting channels.

B. Essential Elements of Information (EEI) provide the critical data points needed for informed decision-making and resource allocation during emergency operations.

C. All ESFs maintain capabilities for sustained operations through:

1. Regular training and exercises
2. Resource management and tracking
3. Documentation of procedures
4. Quality improvement processes



Organization

This guide is organized by individual ESF sections, each containing:

- Primary mission and objectives
- Core task assignments
- Essential Elements of Information requirements
- Timeline requirements
- Key coordination partnerships
- Resource management guidance

General Requirements for All ESFs

Documentation Standards

- 1. Record Keeping**
 - Maintain detailed activity logs with timestamps
 - Use standardized reporting formats
 - Document information sources
 - Track resource allocation and usage
- 2. Coordination Protocols**
 - Share information across relevant ESFs
 - Maintain continuous EOC communication
 - Coordinate with federal and territorial partners
 - Verify information before dissemination
- 3. Quality Control**
 - Verify data accuracy through multiple sources
 - Include confidence levels in assessments
 - Document information gaps and limitations
 - Cross-reference with other ESF reports
- 4. Reporting Best Practices**
 - Use clear, concise language
 - Include specific metrics when possible
 - Highlight critical changes from previous reports
 - Prioritize life-safety information



XIV. ESF-SPECIFIC GUIDANCE

ESF 1 – Transportation

Coordinating Agency: Department of Property and Procurement

Primary Mission: Coordinate and manage transportation systems and infrastructure during emergencies.

Core Task Assignments:

1. Conduct damage assessment of:
 - Roads and highways
 - Ports and harbors
 - Airports and helipads
2. Manage emergency fuel distribution
3. Repair critical transportation infrastructure
4. Identify and maintain specialized equipment inventory

Essential Elements of Information:

- Transportation infrastructure operational status
- Emergency route accessibility
- Port and airport functionality
- Public transit system status
- Debris impacts on major roadways
- Emergency fuel availability and distribution

Timeline Requirements:

- Initial assessment: Within 12 hours
- Updates: Every 12 hours
- Immediate notification of critical changes

Key Coordination Partners:

Primary Supporting Agencies:

- VITEMA (S) - Coordinate damage assessment efforts
- VI National Guard (S) - Provide transportation support and equipment
- VI Police Department (S) - Route security and traffic control



- VI Port Authority (S) - Port facility assessment and operations
- Department of Public Works (S) - Infrastructure repair and route clearance
- Civil Air Patrol (S) - Aerial assessment support
- Ferry Operators (S) - Marine transportation support
- Department of Agriculture (S) - Support transportation of agricultural resources
- Department of Education (S) - Support facility access and school transportation
- Department of Human Services (S) - Support special needs transportation
- Department of Planning and Natural Resources (S) - Environmental impact assessment
- Department of Sports, Parks & Recreation (S) - Facility access support
- VI Energy Office (S) - Fuel coordination support
- VI Taxi Cab Commission (S) - Ground transportation support
- American Red Cross (S) - Support evacuation transportation needs
- Bureau of Corrections (S) - Support secure transportation needs



ESF 2 – Communications

Coordinating Agency: Bureau of Information and Technology

Primary Mission: Ensure reliable emergency communications and coordinate information technology resources.

Core Task Assignments:

1. Monitor communications systems
2. Support multi-agency coordination
3. Maintain emergency communications capabilities
4. Develop redundant systems
5. Support warning functions:
 - Emergency Alert System management
 - Mobile command post operations

Essential Elements of Information:

- Communications infrastructure status
- Cellular network reliability
- Internet service availability
- Emergency broadcast capabilities
- Interoperable communications function
- Backup system status

Timeline Requirements:

- Initial assessment: Within 6 hours
- Updates: Every 12 hours
- Immediate notification of system failures

Key Coordination Partners:

Primary Supporting Agencies:

- Legislature of the Virgin Islands (S) - Legislative communications support
- VI Fire and Emergency Medical Services (S) - Emergency response communications
- VI National Guard (S) - Communications equipment and support
- VI Police Department (S) - Security communications coordination



- VINGN (S) - Network infrastructure support
- VIYA (S) - Telecommunications support
- WTJX (S) - Public broadcast support
- Amateur Radio Emergency Service (ARES) (S) - Backup communications
- Civil Air Patrol (S) - Aerial communications support
- VI National Guard (for communications support)
- VI Police Department (for security communications)
- VIYA (for telecommunications)
- WTJX (for public broadcasting)
- Amateur Radio Emergency Service (ARES) (for backup communications)
- Civil Air Patrol (for aerial communications)



ESF 3 - Public Works and Engineering

Coordinating Agency: Department of Public Works

Primary Mission: Coordinate public works and engineering-related support for emergency operations.

Core Task Assignments:

1. Infrastructure damage assessment
2. Critical facility repairs
3. Public health sanitation services
4. Route clearance operations:
 - Clear primary/secondary roads
 - Prioritize emergency routes
 - Manage debris removal
 - Establish debris sites
5. Maintain specialized equipment inventory

Essential Elements of Information:

- Infrastructure damage status
- Water/wastewater system functionality
- Debris removal progress
- Route clearance status
- Critical facility operations
- Resource availability

Timeline Requirements:

- Initial assessment: Within 12 hours
- Updates: Every 12 hours
- Immediate notification of critical failures

Key Coordination Partners:

Primary Supporting Agencies:

- VI Police Department (S) - Access control and security
- VI Waste Management Agency (S) - Debris management operations
- VI Water and Power Authority (S) - Utility infrastructure repair



- Department of Planning and Natural Resources (S) - Environmental assessment
- Department of Sports, Parks & Recreation (S) - Facility support
- VI Waste Management Agency (for debris management)
- VI Water and Power Authority (for utility infrastructure)
- VI Police Department (for access control)
- Department of Planning and Natural Resources
- Department of Sports, Parks & Recreation



ESF 4 – Firefighting

Coordinating Agency: VI Fire and Emergency Medical Services

Primary Mission: Coordinate firefighting activities and support fire suppression operations.

Core Task Assignments:

1. Monitor fire situations
2. Coordinate fire-related damage assessment
3. Manage fire resource deployment
4. Maintain resource inventories
5. Coordinate specialized response teams

Essential Elements of Information:

- Active fire locations and status
- Fire facility operations
- Resource availability
- High-risk areas
- Containment progress
- Water supply status

Timeline Requirements:

- Initial assessment: Within 4 hours
- Updates: Every 12 hours
- Immediate notification of major incidents

Key Coordination Partners:

Primary Supporting Agencies:

- VI Police Department (S) - Scene security and access control
- VI Port Authority (S) - Marine/port fire response
- VI Water and Power Authority (S) - Utility support and water supply
- Department of Public Works (S) - Access and infrastructure support



ESF 5 - Emergency Management

Coordinating Agency: Virgin Islands Territorial Emergency Management Agency

Primary Mission: Coordinate and support overall emergency management activities.

Core Task Assignments:

1. Support Emergency Management Council
2. Maintain emergency plans
3. Coordinate operations
4. Administer disaster relief
5. Support evacuation operations
6. Maintain EOC capabilities
7. Ensure continuity of government
8. Coordinate with external agencies

Essential Elements of Information:

- Incident boundaries and impacts
- Population affected
- EOC operational status
- Resource needs and gaps
- Agency coordination status
- Declaration status

Timeline Requirements:

- EOC status: Within 1 hour
- Initial assessment: Within 6 hours
- Updates: Every operational period

Key Coordination Partners:

Primary Supporting Agencies:

- Bureau of Information Technology (S) - Systems and IT support
- Department of Health (S) - Public health coordination
- Department of Human Services (S) - Mass care coordination
- Department of Public Works (S) - Infrastructure support
- Division of Personnel (S) - Personnel resource management



- Law Enforcement Planning Commission (S) - Law enforcement coordination
- Office of Collective Bargaining (S) - Personnel management support
- Judicial Branch (S) - Legal system continuity
- VI Energy Office (S) - Energy resource coordination
- VI Fire and Emergency Medical Services (S) - Emergency response support
- VINGN (S) - Network infrastructure support
- VI National Guard (S) - Operational support
- VI Police Department (S) - Security operations
- VI Water and Power Authority (S) - Utility operations
- VOAD (S) - Volunteer coordination
- Civil Air Patrol (S) - Aerial support operations



ESF 6 - Mass Care

Coordinating Agency: Department of Human Services

Primary Mission: Coordinate mass care, emergency assistance, housing, and human services.

Core Task Assignments:

1. Identify shelter facilities
2. Manage mass care operations
3. Coordinate with support agencies
4. Plan food/water distribution
5. Support housing needs

Essential Elements of Information:

- Shelter status and populations
- Resource needs
- Housing impacts
- Essential service availability
- Vulnerable population needs

Timeline Requirements:

- Initial assessment: Within 12 hours
- Updates: Every operational period

Key Coordination Partners:

Primary Supporting Agencies:

- Department of Agriculture (S) - Food resource coordination
- Department of Education (S) - Facility support and shelter operations
- Office of Collective Bargaining (S) - Personnel management support
- VI Housing Authority (S) - Emergency housing coordination
- VI Housing Finance Authority (S) - Housing resource management
- VI Police Department (S) - Shelter security operations
- Department of Tourism (S) - Visitor assistance coordination
- West Indian Comp LTD (S) - Resource support
- Amateur Radio Emergency Service (ARES) (S) - Emergency communications



- VOAD (S) - Volunteer coordination
- American Red Cross (S) - Mass care and shelter support
- Frederiksted Health Care Inc. (S) - Medical support services
- St. Thomas East End Medical Center (S) - Medical support services
- VI Hotel Association (S) - Temporary housing support
- Department of Agriculture (for food resources)
- Department of Education (for facilities)
- Department of Health (for medical support)
- VI Police Department (for security)
- American Red Cross (for mass care support)
- VOAD (for volunteer coordination)
- VI Hotel Association (for temporary housing)



ESF 7 - Resource Support

Coordinating Agency: Department of Property and Procurement

Primary Mission: Coordinate resource support and logistics operations.

Core Task Assignments:

1. Manage resource procurement
2. Maintain resource databases
3. Train logistics personnel
4. Coordinate donations
5. Track resource deployment

Essential Elements of Information:

- Resource availability
- Supply chain status
- Critical shortages
- Donation management
- Distribution capabilities

Timeline Requirements:

- Initial assessment: Within 6 hours
- Updates: Every operational period

Key Coordination Partners:

Primary Supporting Agencies:

- Bureau of Internal Revenue (S) - Financial tracking support
- Department of Agriculture (S) - Agricultural resource coordination
- Department of Education (S) - Facility resource management
- Department of Finance (S) - Financial management
- Department of Human Services (S) - Human service resources
- Department of Labor (S) - Personnel resource support
- Division of Personnel (S) - Staff resource coordination
- Office of Management and Budget (S) - Budget management
- VI Energy Office (S) - Energy resource coordination
- VI Police Department (S) - Security resource management



- Department of Public Works (S) - Equipment and infrastructure resources



ESF 8 - Public Health and Medical

Coordinating Agency: Department of Health

Primary Mission: Coordinate public health and medical support services.

Core Task Assignments:

1. Manage mass casualty response
2. Coordinate medical personnel
3. Support shelter medical needs
4. Implement countermeasures
5. Manage mortuary operations
6. Coordinate patient tracking
7. Support special needs populations

Essential Elements of Information:

- Healthcare facility status
- Medical resource availability
- Public health threats
- Casualty/fatality information
- Special medical needs

Timeline Requirements:

- Initial assessment: Within 12 hours
- Updates: Every 12 hours

Key Coordination Partners:

Primary Supporting Agencies:

- Department of Human Services (S) - Special needs population support
- Department of Justice (S) – Mass fatality management, mortuary affairs, and medical examiner functions
- Department of Licensing and Consumer Affairs (S) - Medical licensing coordination
- Department of Planning and Natural Resources (S) - Environmental health support
- Department of Property and Procurement (S) - Medical resource procurement



- Department of Public Works (S) - Healthcare facility support
- Governor Juan F. Luis Hospital (S) - Medical care and treatment
- Office of Collective Bargaining (S) - Healthcare personnel management
- Schneider Regional Medical Center (S) - Medical care and treatment
- Veterans Affairs (S) - Veteran healthcare services
- VI Fire and Emergency Medical Services (S) - Emergency medical response
- VI Police Department (S) - Security for medical operations
- Amateur Radio Emergency Service (ARES) (S) - Medical communications
- VOAD (S) - Healthcare volunteer coordination
- American Red Cross (S) - Health services support
- Frederiksted Health Care Inc. (S) - Community healthcare services
- St. Thomas East End Medical Center (S) - Community healthcare services



ESF 9 - Search and Rescue

Coordinating Agency: VI Fire and Emergency Medical Services

Primary Mission: Coordinate search and rescue operations.

Core Task Assignments:

1. Monitor SAR operations
2. Coordinate with partners
3. Maintain resource lists
4. Track mission status
5. Support specialized teams

Essential Elements of Information:

- Active SAR missions
- Resource needs
- Operation progress
- Environmental hazards
- Victim locations

Timeline Requirements:

- Initial assessment: Within 4 hours
- Updates: Every 12 hours

Key Coordination Partners:

Primary Supporting Agencies:

- VI National Guard (S) - SAR operational support
- VI Police Department (S) - Security and investigation support
- VI Rescue Squads (S) - Technical rescue operations
- Civil Air Patrol (S) - Aerial search operations



ESF 10 - Hazardous Materials

Coordinating Agency: VI Fire and Emergency Medical Services

Primary Mission: Coordinate hazardous materials response operations.

Core Task Assignments:

1. Operate 24/7 hotline
2. Coordinate HAZMAT response
3. Maintain response capabilities
4. Track specialized resources

Essential Elements of Information:

- Incident locations
- Material types/quantities
- Containment status
- Environmental impacts
- Resource needs

Timeline Requirements:

- Initial assessment: Within 4 hours
- Updates: Every 12 hours

Key Coordination Partners:

Primary Supporting Agencies:

- Department of Planning and Natural Resources (for environmental)
- VI Police Department (for security)
- Department of Health (for health impacts)
- VI Water and Power Authority (for utility hazards)
- ESF 5 (Emergency Management) (for coordination)
- ESF 8 (Health/Medical) (for exposure treatment)
- ESF 13 (Public Safety) (for scene security)



ESF 11 – Agriculture

Coordinating Agency: Department of Agriculture

Primary Mission: Support agricultural and natural resource protection.

Core Task Assignments:

1. Monitor animal health
2. Respond to agricultural emergencies
3. Coordinate with producers
4. Support food safety

Essential Elements of Information:

- Agricultural impacts
- Animal health issues
- Food supply status
- Resource needs

Timeline Requirements:

- Initial assessment: Within 24 hours
- Updates: As required

Key Coordination Partners:

Primary Supporting Agencies:

- Department of Health (S) - Food safety and public health
- Department of Licensing and Consumer Affairs (S) - Business regulation
- Department of Planning and Natural Resources (S) - Natural resource protection
- VI Police Department (S) - Agricultural security



ESF 12 – Energy

Coordinating Agencies: VI Energy Office and VI Water and Power Authority (shared)

Primary Mission: Coordinate energy infrastructure restoration and fuel supply.

Core Task Assignments:

1. Analyze utility status
2. Manage temporary power
3. Track fuel supplies
4. Coordinate repairs

Essential Elements of Information:

- Power grid status
- Fuel availability
- Critical facility power
- Restoration timeline

Timeline Requirements:

- Initial assessment: Within 12 hours
- Updates: Every 12 hours

Key Coordination Partners:

Primary Supporting Agencies:

- Department of Agriculture (S) - Agricultural energy needs
- Department of Licensing and Consumer Affairs (S) - Utility regulation
- Department of Property and Procurement (S) - Resource procurement
- Department of Public Works (S) - Infrastructure support
- VI National Guard (S) - Security and operational support
- VI Police Department (S) - Infrastructure security
- VI Port Authority (S) - Port facility operations
- VIYA (S) - Communications infrastructure support



ESF 13 - Public Safety

Coordinating Agency: VI Police Department

Primary Mission: Coordinate law enforcement and security operations.

Core Task Assignments:

1. Maintain public order
2. Control access/traffic
3. Provide facility security
4. Support evacuations
5. Respond to threats
6. Coordinate law enforcement

Essential Elements of Information:

- Security requirements
- Public safety threats
- Resource availability
- Access control status

Timeline Requirements:

- Initial assessment: Within 6 hours
- Updates: Every 12 hours

Key Coordination Partners:

Primary Supporting Agencies:

- Office of the Governor (S) - Executive direction
- Bureau of Corrections (S) - Correctional facility security
- Bureau of Motor Vehicles (S) - Vehicle regulation support
- Department of Finance (S) - Financial tracking
- Department of Health (S) - Public health security
- Department of Justice (S) - Legal support
- Department of Licensing and Consumer Affairs (S) - Regulatory enforcement
- Department of Planning and Natural Resources (S) - Environmental enforcement
- Department of Property and Procurement (S) - Resource support
- Department of Public Works (S) - Infrastructure security



- Law Enforcement Planning Commission (S) - Strategic planning
- Legislature of the Virgin Islands (S) - Legislative support
- Judicial Branch (S) - Legal system support
- University of Virgin Islands (S) - Campus security
- VI Fire and Emergency Medical Services (S) - Emergency response
- VI Lottery (S) - Gaming security
- VI National Guard (S) - Security operations
- VI Port Authority (S) - Port security
- VI Waste Management Agency (S) - Environmental security
- Civil Air Patrol (S) - Aerial support



ESF 14 – Recovery

Coordinating Agency: Office of Disaster Recovery

Primary Mission: Coordinate long-term community recovery operations.

Core Task Assignments:

1. Manage federal assistance
2. Support recovery planning
3. Coordinate assessments
4. Track progress

Essential Elements of Information:

- Recovery needs
- Assistance programs
- Economic impacts
- Progress metrics

Timeline Requirements:

- Initial assessment: Within 24 hours
- Updates: As required

Key Coordination Partners:

Primary Supporting Agencies:

- VITEMA (for coordination)
- VITEMA (S) - Emergency management coordination
- Bureau of Motor Vehicles (S) - Transportation recovery
- Department of Finance (S) - Financial recovery
- Department of Justice (S) - Legal support
- Department of Licensing and Consumer Affairs (S) - Business recovery
- Department of Planning and Natural Resources (S) - Environmental recovery
- Department of Property and Procurement (S) - Resource coordination
- Department of Public Works (S) - Infrastructure recovery
- Legislature of the Virgin Islands (S) - Legislative support
- Judicial Branch (S) - Legal system recovery
- University of Virgin Islands (S) - Educational recovery



- VI Lottery (S) - Gaming operations recovery
- VI Waste Management Agency (S) - Waste system recovery



ESF 15 - External Affairs

Coordinating Agency: Office of the Governor

Primary Mission: Coordinate public information and community relations.

Core Task Assignments:

1. Operate Joint Information Center
2. Manage public information
3. Monitor media coverage
4. Control rumors
5. Coordinate with partners

Essential Elements of Information:

- Public information needs
- Media coverage
- Rumor tracking
- Message effectiveness

Timeline Requirements:

- Initial setup: Within 2 hours
- Updates: Every operational period

Key Coordination Partners:

Primary Supporting Agencies:

- VITEMA (for coordination)
- Bureau of Corrections (S) - Correctional facility information
- Bureau of Economic Research (S) - Economic impact information
- Bureau of Information Technology (S) - Technical support
- Bureau of Internal Revenue (S) - Tax information
- Bureau of Motor Vehicles (S) - Transportation information
- Department of Agriculture (S) - Agricultural information
- Department of Education (S) - School information
- Department of Finance (S) - Financial information
- Department of Health (S) - Public health information
- Department of Human Services (S) - Social services information



- Department of Justice (S) - Legal information
- Department of Labor (S) - Employment information
- Department of Licensing and Consumer Affairs (S) - Consumer information
- Department of Planning and Natural Resources (S) - Environmental information
- Department of Property and Procurement (S) - Resource information
- Department of Public Works (S) - Infrastructure information
- Department of Sports, Parks & Recreation (S) - Recreational facility information
- Department of Tourism (S) - Tourism impact information
- Division of Personnel (S) - Personnel information
- Governor Juan F. Luis Hospital (S) - Hospital status information
- Legislature of the Virgin Islands (S) - Legislative information
- Office of Collective Bargaining (S) - Labor relations information
- Office of Inspector General (S) - Oversight information
- Office of Management and Budget (S) - Budget information
- Schneider Regional Medical Center (S) - Hospital status information
- Judicial Branch (S) - Court information
- VI Energy Office (S) - Energy information
- VI Fire and Emergency Medical Services (S) - Emergency response information
- VI Housing Authority (S) - Housing information
- VI Housing Finance Authority (S) - Housing program information
- VI National Guard (S) - Military support information
- VI Police Department (S) - Law enforcement information
- VI Port Authority (S) - Port status information
- VIYA (S) - Communications status
- WTJX (S) - Broadcast support
- American Red Cross (S) - Relief information
- VI Hotel Association (S) - Accommodation information
- Bureau of Information Technology (for systems)
- Department of Tourism (for visitor information)
- WTJX (for broadcast support)
- All Territorial Agencies' PIOs (as needed)



Universal Resource Management Requirements for All ESFs

Prior to any incident, all ESFs must develop, maintain, and be prepared to implement comprehensive resource management protocols. Each ESF should:

1. Resource Planning and Documentation

- Maintain current inventory of all available resources
- Document resource typing and capabilities
- Keep updated contact lists for resource providers
- Track resource locations and status
- Maintain cost documentation procedures
- Keep updated vendor and contractor agreements
- Document mutual aid agreements and procedures

2. Personnel Management

- Maintain roster of qualified personnel
- Track training and certification requirements
- Document availability and deployment status
- Keep updated contact information
- Track specialized skill sets and capabilities
- Maintain documentation of training completed

3. Equipment and Supply Tracking

- Maintain inventory management system
- Track equipment maintenance status
- Document equipment specifications
- Keep maintenance records
- Track shelf life of supplies
- Document storage locations
- Maintain mobilization requirements

4. Contract and Procurement Management

- Maintain pre-positioned contracts
- Keep updated vendor lists
- Document procurement procedures
- Track contract performance
- Maintain cost tracking systems



- Document approval processes
- Keep updated rate schedules

5. Resource Deployment Procedures

- Document activation protocols
- Maintain deployment checklists
- Track resource movements
- Document chain of custody
- Keep transportation requirements
- Maintain staging area requirements
- Track operational periods

6. Resource Demobilization

- Document release procedures
- Track return transport
- Maintain inspection requirements
- Document rehabilitation needs
- Track return to service status
- Keep cost reconciliation processes
- Maintain after-action documentation

7. Financial Management

- Track all costs associated with resources
- Maintain reimbursement procedures
- Document cost-sharing agreements
- Keep updated budget tracking
- Track overtime and personnel costs
- Maintain audit documentation
- Document federal assistance requirements

Resource Management

Each ESF should maintain:

1. Personnel rosters
2. Equipment inventories
3. Supply tracking systems
4. Mutual aid agreements



5. Contract resources

Training Requirements

Each ESF should:

1. Conduct regular training
2. Participate in exercises
3. Update procedures
4. Document capabilities

Quality Improvement

Each ESF should:

1. Review incident performance
2. Update procedures
3. Share lessons learned
4. Implement improvements



Appendix F to the Base Plan

At-Risk Populations Communications Procedures Checklist

Purpose

The purpose of this checklist is to establish a communications plan for at-risk populations within the Virgin Islands. Identified at-risk populations include older adults, individuals with access and functional needs (AFN), individuals with limited to no English proficiency, individuals with limited transportation or access to financial resources, children, and individuals experiencing homelessness.

Roles and Responsibilities

The Communications Team, led by the Public Information Officer (PIO), is responsible for developing, implementing, and monitoring the communication procedures for at-risk populations.

ESF2 (Communications) is responsible for assessing the availability and viability of communication channels during emergencies and advising the Communications Team accordingly.

All Program staff and partners are responsible for understanding and following these procedures, as well as providing feedback and suggestions for improvement based on their interactions with at-risk populations.

Education and Preparedness Efforts

In steady state operations, the communications team's primary focus is outreach, education, and preparedness messaging based on the four main processes but also by a phased approach also listed below:

1. Conduct regular outreach and engagement with at-risk populations and their trusted community partners to build relationships, understand their needs and preferences, and gather feedback on communication strategies.
2. Develop and maintain a database of contact information for key community partners and organizations serving at-risk populations.
3. Create and disseminate preparedness materials and messages tailored to each at-risk population, in appropriate formats and languages, through multiple channels (e.g., print, digital, in-person).



4. Conduct regular training and exercises to test and refine communication procedures, in collaboration with community partners and representatives of at-risk populations.
 - Phase One – Development of Messages/Materials
 - 1) Identify at-risk population within the territory that the message will target.
 - 2) Identify alternative communication channels needed for message distribution (newspaper, social media, radio, townhalls, etc).
 - 3) Ensure production of information in an appropriate manner for each target audience.
 - a. Non-English Languages
 - b. Braille
 - c. Large Print
 - Phase Two – Identification of Distribution Channels
 - 1) Identify the distribution channels available to distribute information effectively in the respective district.
 - 2) Identify funding available to distribute information effectively.
 - 3) Plan distribution timeline:
 - a. Radio Broadcast Frequency
 - b. Social Media Posting Frequency
 - c. Newspaper/Newsmedia (print and online)
 - d. Electronic Billboards/Signage
 - Phase Three – Presentation of Information
 - 1) Identify appropriate venue for presentation of information (community halls, senior centers, schools, community organizations, etc.)
 - 2) Ensure the presentation of information in an appropriate manner for each target audience:
 - a. Non-English Speakers
 - b. American Sign Language Interpretation
 - c. Printed and Digital Format (including large-print)



Cultural Competency

1. The procedure should emphasize the importance of cultural competency in all communication efforts, including:
2. Developing messages and materials that are culturally appropriate and sensitive to the diverse beliefs, values, and practices of at-risk populations.
3. Engaging community partners and representatives who are trusted and respected by the target populations to help develop and disseminate messages.

Integration with Other Plans

1. The procedure should be explicitly integrated with other relevant plans and procedures, such as:
2. The Program's overall Emergency Operations Plan (EOP) and Crisis Communications Plan.
3. Plans and procedures of key partners and stakeholders, such as public health, social services, and community-based organizations.
4. Regional or state-level plans and procedures for communicating with at-risk populations.

Emergency Communications with At-Risk Populations

In the event of a declared emergency, assessment of the viability and access to communications channels falls to ESF2. Upon that assessment, the communications team will utilize one, several, or all of the following to communicate emergency messaging to at-risk populations based on availability (i.e., power grid, internet availability, phone lines, etc.). All printed/published materials will be multilingual and any live video format will include ASL interpretation either live or via web interpretation service.

The following listed will be followed:

1. Activate the communication procedure based on the nature and scope of the emergency, as well as the assessed needs of at-risk populations.
2. Coordinate with ESF2 to determine the most effective and available communication channels for each at-risk population, based on the current situation.
3. Develop and disseminate emergency messages and updates in appropriate formats and languages, using pre-scripted templates and the database of community partners as needed.



4. Monitor and address any feedback, concerns, or questions from at-risk populations, in coordination with community partners and Program staff.
5. Provide regular updates and briefings to Program leadership and partners on the status and effectiveness of communication efforts with at-risk populations.

Communication Channels

Based on the assessment by ESF2, the Communications Team will utilize one, several, or all of the following channels to communicate emergency messaging to at-risk populations:

- ALERT VI/IPAWS (multilingual messaging available)
- Traditional press briefings/conferences broadcast over radio, television, and internet
- Traditional news media (print and online)
- Online publishing via websites and social media
- Radio broadcasting
- Television broadcasting
- Electronic billboards/signage
- Sound trucks
- Printed collateral (time permitting)
- Direct outreach through community partners and organizations

All printed/published materials will be multilingual and any live video format will include ASL interpretation either live or via web interpretation service.

Evaluation and Improvement

After each emergency or exercise, the Communications Team will:

1. Conduct a debrief with Program staff, partners, and representatives of at-risk populations to gather feedback on the effectiveness of the communication procedures.
2. Analyze the feedback and identify areas for improvement, best practices, and lessons learned.
3. Update the communication procedures and materials based on the findings, in collaboration with stakeholders.
4. Disseminate the updated procedures and provide any necessary training to Program staff and partners.



Appendix G 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



U.S. Virgin Islands Territorial Emergency Operations Plan

Acronyms	
EOS	EMAC Operations System
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



U.S. Virgin Islands Territorial Emergency Operations Plan

Acronyms	
NDRF	National Disaster Recovery Framework
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
HMRP	U.S. Virgin Islands Hazard Mitigation Plan



U.S. Virgin Islands Territorial Emergency Operations Plan

Acronyms	
TMA	Territory Mutual Aid
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
VIFEMS	Virgin Island Fire and Emergency Medical Services
VING	Virgin Island National Guard
viINGN	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